
Case Number	23/02176/FUL (Formerly PP-11786391)
Application Type	Full Planning Application
Proposal	Demolition of buildings, erection of buildings of up to 14 storeys, and conversion of existing buildings to form a mixed-use development of 362 residential dwellings together with commercial uses, public space, car/cycle parking accommodation, a new footbridge and associated works (Attercliffe Waterside Phase 1) (AMENDED PLANS)
Location	Spartan Works 534 Attercliffe Road Sheffield S9 3QP
Date Received	06/07/2023
Team	City Centre and Major Projects
Applicant/Agent	Citu
Recommendation	Grant Conditional Subject to Legal Agreement

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 received and published on 16 May 2024:

- Volume 6 Elevations - AW-CITU-06-ZZ-DR-A-05-001, Revision G
- Volume 7 Elevations - AW-CITU-07-ZZ-DR-A-05-001, Revision G
- Proposed Existing Buildings Lower Ground Floor Plan - AW-CITU-EX-SW-DR-A-04-001, Revision D
- Proposed Existing Buildings Upper Ground Floor Plan - AW-CITU-EX-SW-DR-A-04-002, Revision F
- Proposed Existing Buildings Floor Plans - AW-CITU-EX-SW-DR-A-04-003, Revision E

- Proposed Existing Buildings Roof Plan - AW-CITU-EX-SW-DR-A-04-005, Revision E
- Proposed Existing Building Elevations Sheet 1 - AW-CITU-EX-SW-DR-A-05-001, Revision C
- Proposed Existing Building Elevations Sheet 2 - AW-CITU-EX-SW-DR-A-05-002, Revision C
- Proposed Site Entrance Elevations Sheet 3 - AW-CITU-EX-SW-DR-A-05-003, Revision C
- Proposed Existing Building Elevations Sheet 4 - AW-CITU-EX-SW-DR-A-05-004, Revision D

Plans received and published on 14 May 2024:

- Volume 3 Floor Plans 1 of 2 - AW-CITU-03-ZZ-DR-A-04-001, Revision G
- Volume 6 Floor Plans 1 of 2 - AW-CITU-06-ZZ-DR-A-04-001, Revision G
- Volume 7 Floor Plans 1 of 2 - AW-CITU-07-ZZ-DR-A-04-001, Revision G
- Volume 10 Elevations 4 of 4 - AW-CITU-10-ZZ-DR-A-05-004, Revision H
- Section A-A - AW-CITU-SW-ZZ-DR-A-00-014, Revision C
- Site Elevation 1 - AW-CITU-SW-ZZ-DR-A-00-018, Revision E
- Site Elevation 3 - AW-CITU-SW-ZZ-DR-A-00-020, Revision E
- Upper Ground Floor Fire Strategy Plan - AW-CITU-ZZ-00-DR-A-00-025, Revision D

Plans received on 10 May 2024, published on 13 May 2024:

- Landscape Plan - AW-CITU-ZZ-00-DR-L-94-001, Revision K
- Site Location Plan - AW-CITU-ZZ-00-DR-A-00-001, Revision E
- Existing Site & Demolition Plan - AW-CITU-SW-ZZ-DR-A-00-005, Revision E
- Upper Ground Floor Site Plan - AW-CITU-SW-ZZ-DR-A-00-008, Revision G
- Lower Ground Floor Site Plan - AW-CITU-SW-ZZ-DR-A-00-009, Revision F
- Upper Ground Floor Access Plan - AW-CITU-SW-ZZ-DR-A-00-010, Revision E
- Upper Ground Floor Site Plan - Phase 1b - AW-CITU-SW-ZZ-DR-A-00-011, Revision G
- Upper Ground Floor Site Plan - Phase 1a - AW-CITU-SW-ZZ-DR-A-00-012, Revision G
- Roof Site Plan - AW-CITU-SW-ZZ-DR-A-00-013, Revision F
- Lower Ground Floor Fire Strategy Plan - AW-CITU-SW-ZZ-DR-A-00-026, Revision C
- Section B-B - AW-CITU-SW-ZZ-DR-A-00-015, Revision C
- Section C-C - AW-CITU-SW-ZZ-DR-A-00-016, Revision C
- Section D-D - AW-CITU-SW-ZZ-DR-A-00-017, Revision C
- Site Elevation 2 - AW-CITU-SW-ZZ-DR-A-00-019, Revision G
- Site Elevation 4 - AW-CITU-SW-ZZ-DR-A-00-021, Revision E
- Site Elevations 5 & 6 - AW-CITU-SW-ZZ-DR-A-00-022, Revision D
- Volume 1 Floor Plans - AW-CITU-01-ZZ-DR-A-04-001, Revision G
- Volume 1 Elevations & Section - AW-CITU-01-ZZ-DR-A-05-001, Revision G
- Volume 2 Floor Plans 2 of 2 - AW-CITU-02-ZZ-DR-A-04-002, Revision G
- Volume 2 Elevations & Section - AW-CITU-02-ZZ-DR-A-05-001, Revision G
- Volume 3 Elevations - AW-CITU-03-ZZ-DR-A-05-001, Revision G
- Volume 5 Floor Plans 2 of 2 - AW-CITU-05-ZZ-DR-A-04-002, Revision G
- Volume 5 Elevations & Section - AW-CITU-05-ZZ-DR-A-05-001, Revision G
- Volume 8 Floor Plans 2 of 2 - AW-CITU-08-ZZ-DR-A-04-002, Revision G
- Volume 8 Elevations & Section - AW-CITU-08-ZZ-DR-A-05-001, Revision G
- Volume 10 Floor Plans 1 of 5 - AW-CITU-10-00-DR-A-04-001, Revision G
- Volume 10 Floor Plans 2 of 5 - AW-CITU-10-00-DR-A-04-002, Revision G
- Volume 10 Floor Plans 3 of 5 - AW-CITU-10-00-DR-A-04-003, Revision G
- Volume 10 Floor Plans 4 of 5 - AW-CITU-10-00-DR-A-04-004, Revision G
- Volume 10 Floor Plans 5 of 5 - AW-CITU-10-00-DR-A-04-005, Revision G
- Volume 10 Elevations 1 of 4 - AW-CITU-10-00-DR-A-05-001, Revision G

- Volume 10 Elevations 2 of 4 - AW-CITU-10-00-DR-A-05-002, Revision G
- Volume 10 Elevations 3 of 4 - AW-CITU-10-00-DR-A-05-003, Revision G

Plans received on 22 April 2024, published on 23 April 2024:

- Volume 2 Floor Plans 1 of 2 - AW-CITU-02-ZZ-DR-A-04-001, Revision F
- Volume 3 Floor Plans 2 of 2 - AW-CITU-03-ZZ-DR-A-04-002, Revision F
- Volume 5 Floor Plans 1 of 2 - AW-CITU-05-ZZ-DR-A-04-001, Revision F
- Volume 6 Floor Plans 2 of 2 - AW-CITU-06-ZZ-DR-A-04-002, Revision F
- Volume 7 Floor Plans 2 of 2 - AW-CITU-07-ZZ-DR-A-04-002, Revision F
- Volume 8 Floor Plans 1 of 2 - AW-CITU-08-ZZ-DR-A-04-001, Revision F
- Volume 9 Floor Plans 1 of 2 - AW-CITU-09-ZZ-DR-A-04-001, Revision G
- Volume 9 Floor Plans 2 of 2 - AW-CITU-09-ZZ-DR-A-04-002, Revision G
- Volume 9 Elevations - AW-CITU-09-ZZ-DR-A-05-001, Revision G
- Volume 11 Floor Plans 1 of 2 - AW-CITU-11-00-DR-A-04-001, Revision F
- Volume 11 Floor Plans 2 of 2 - AW-CITU-11-00-DR-A-04-002, Revision F
- Volume 11 Elevations - AW-CITU-11-00-DR-A-05-001, Revision F
- Volumes 12 & 13 Ground Floor Plans - AW-CITU-12-ZZ-DR-A-04-001, Revision E
- Volumes 12 & 13 Elevations - AW-CITU-12-ZZ-DR-A-04-002, Revision E

Reason: In order to define the permission.

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

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

3. No development, with the exception of soft strip demolition and alterations to the retained buildings, shall commence until a Canal-side Construction Management Plan (CCMP) has been submitted to and approved by the Local Planning Authority.

The CCMP shall include details of the location of construction equipment and any stockpiling on the site, piling methodology, and measures to protect the canal infrastructure, the wider canal corridor and its users during construction works. The CCMP shall incorporate details of the control of contaminated or silt-laden water to protect the canal corridor and its users from contamination via wind blow, seepage or spillage. Thereafter, the development shall be carried out in accordance with the approved CCMP.

Reason: In the interests of protecting the adjacent canal from pollution and damage.

4. No development, with the exception of soft strip demolition and alterations to the retained buildings, shall commence until detailed analysis and assessment has been submitted to and approved in writing by the Local Planning Authority, demonstrating that the development will not adversely impact the structural integrity and stability of the retaining walls supporting the site up from the Sheffield and Tinsley Canal, nor the wash wall of the canal. Details shall include supporting calculations, sectional drawings and other evidence as necessary to demonstrate that existing retaining structures can retain loading from the development, and shall include any mitigation works necessary to ensure that the site will be stable and will not negatively impact upon the canal

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

Reason: To ensure that the development is safe and stable for the proposed development, and that it protects the adjacent canal infrastructure.

5. The development shall be undertaken in full accordance with the approved archaeological Written Scheme of Investigation (WSI) (York Archaeology, report no. YA/2024/131 v2, published 17 May 2024) and its approved timetable, with South Yorkshire Archaeology Service consulted at the relevant stages of investigation and reporting, unless an updated WSI and timetable has been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled, unless alternative timescales have been first agreed in writing by the Local Planning Authority.

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

6. No development, excluding demolition and remediation works, shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the lifetime of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided.

Should the design not include sustainable methods, evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before construction work commences, in order to ensure that the proposed drainage system will be fit for purpose.

7. No development, excluding demolition and remediation works, shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event, have been submitted to and approved in writing by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise, greenfield rates (QBar) will apply.

An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site boundary.

The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed, it is essential that this condition is complied with before construction work commences, in order to ensure that the proposed drainage system will be fit for purpose.

8. The development shall be carried out in accordance with the approved Supplementary Geoenvironmental Appraisal (Sirius Geotechnical, Report C8642B, published 13/03/2024) and the approved Remediation Strategy (Sirius Geotechnical, Report C8642RS Rev A, published 13/03/2024). Any further ground gas remediation works recommended in the approved reports shall be the subject of a supplementary schedule of ground gas remediation works which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing (excluding demolition works and enabling earthworks). The Report shall be prepared in accordance with current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation to 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.

9. All development and associated remediation shall proceed in accordance with the approved Remediation Strategy and supplementary schedule of gas remediation works, as secured through the preceding condition. 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. Any 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 land contamination is properly dealt with.

10. Upon completion of any measures identified in the approved Remediation Strategy and supplementary schedule of gas remediation works, 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. Should the remediation works be undertaken in phases, the phasing of the works shall be set out in an initial Validation Report for the first phase, and each phase of the development shall not be brought into use until a further Validation Report for that phase has been approved in writing. 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.

11. Opportunities for employment and training during the construction phase of the development shall be maximised in accordance with the approved Inclusive Employment and Development Plan (IEDP) published by the Local Planning Authority on 5 June 2024. A detailed Action Plan to achieve the aims set out within the IEDP shall be

submitted to and approved in writing by the Local Planning Authority in accordance with the IEDP's approved timescales, unless an alternative timescale has been otherwise agreed in writing by the Local Planning Authority.

Prior to the first occupation of any commercial unit hereby approved, an IEDP for the operational phase shall have been submitted to and approved in writing by the Local Planning Authority. The operational phase IEDP 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, each IEDP shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the development's economic and social benefits for Sheffield.

12. No development, with the exception of demolition, shall commence until any remediation works and/or mitigation measures to address land instability arising from coal mining legacy on or near the site, as may be necessary, have been implemented in full.

Prior to the first occupation of the development, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to the Local Planning Authority for approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

Reason: To ensure that the site is safe and stable for the development and future occupiers.

13. Development works shall be undertaken in full accordance with the approved Construction Traffic Management Plan (Sirius, Drawing no. SR4359/CTMP/01, Rev 0, amended 6 June 2024) unless otherwise agreed in writing by the Local Planning Authority. The measures on the approved Plan shall be adhered to for the duration of the demolition and construction phases.

Reason: To ensure that the construction phase does not cause highway safety issues.

14. No above-ground construction works shall commence until arrangements to promote the highway closure of Effingham Road between the junction with Lovetot Road and the junction with Attercliffe Road have been entered into.

Reason: To ensure the delivery of the pedestrianisation of this area in accordance with the approved plans.

15. No above-ground construction 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 100th dwelling is brought into use, and the 100th dwelling shall not be brought into use until the highway improvements listed

below have been carried out, unless an alternative timescale has been first agreed in writing by the Local Planning Authority.

Highways Improvements:

- Provision of a cycle track, landscaping and surfacing at the junction of Attercliffe Road and Effingham Road.
- Provision of landscaping and surfacing at the junction of Lovetot Road and Effingham Road.
- Removal of any redundant vehicle crossings and their replacement as footway and kerb.
- Delivery of a shared surface to the access road from Attercliffe Road to Phase 1a at the eastern side of the site.
- Any other accommodation works to statutory undertakers' equipment, traffic signs, road markings, lighting columns, and general street furniture necessary as a consequence of development.

Reason: To enable the above-mentioned highways to accommodate the development.

16. Prior to the commencement of that part of the development, full design details and a timescale for implementation of the proposed cycle track along Effingham Road, together with adjacent landscaping and surfacing, and its connection with the Council's adjacent proposed 'Connecting Sheffield' active travel scheme, shall be submitted to and approved in writing by the Local Planning Authority. The cycle track, landscaping and surfacing shall be undertaken in accordance with the approved details.

Reason: To ensure the effective operation of active travel infrastructure.

17. No construction works to the Phase 1b undercroft car park shall commence until full details of the vehicular access to the car park at its junction with Attercliffe Road, including visibility splays and road markings/signage, have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be undertaken in full accordance with the approved details.

Reason: To ensure safe vehicular access to the development.

18. Prior to the occupation of any part of the development, a detailed Servicing and Delivery Management Plan (SDMP) shall be submitted to and agreed in writing by the Local Planning Authority. The SDMP should cover arrangements for both small and bulky goods deliveries, along with details of operational responsibilities for such arrangements. Thereafter, the development shall be managed in accordance with the approved SDMP for its lifetime.

Reason: To ensure the safe and effective operation of the site.

19. Before any above-ground construction works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority.

The Travel Plan shall include:

1. Clear and unambiguous objectives to influence a lifestyle that will be less dependent upon the private car;
2. A package of measures to encourage and facilitate less car-dependent living;

3. A time-bound programme of implementation and monitoring, with arrangements to review and report back to the Local Planning Authority at defined intervals on progress being achieved and further actions required; and

4. Provision for the results and findings of the monitoring to be independently validated to the satisfaction of the Local Planning Authority, and subsequently used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

Prior to the occupation of any dwelling, evidence that all the measures included within the approved Travel Plan have been implemented or are committed shall have been submitted to and approved in writing by the Local Planning Authority. Monitoring reports shall thereafter be submitted to the Local Planning Authority in accordance with the monitoring arrangements and timescales in the approved Travel Plan.

Reason: In the interests of delivering sustainable forms of transport and reducing traffic generation.

20. Prior to the first occupation of any residential building within the approved development, a detailed Parking Management Plan (PMP) shall be submitted to and approved in writing by the Local Planning Authority. The PMP shall include, but not be limited to, the following:

- A strategy for the allocation of parking spaces to individual dwellings, with remaining dwellings to be marketed as car-free; and

- Details of the allocation and management of visitor parking spaces, including a booking system; and

- Measures to establish a residents' car club, including details of the allocation of car club spaces, management structures, evidence of the purchase of vehicles for shared use, commitment to ongoing marketing of the car club for a period of at least three years, and measures to ensure that the car club is available for use by residents within six months of the first occupation of any residential building within the development.

Thereafter, the approved PMP shall be implemented for the lifetime of the development.

Reason: To ensure the appropriate management of parking areas and prevent intensification of parking on the highway.

21. Prior to the construction of any residential building hereby approved, a phasing plan for the delivery of the car parking accommodation for 229 cars, as shown on the approved Lower Ground Floor Site Plan (ref. AW-CITU-SW-ZZ-DR-A-00-009, revision F), shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, such car parking accommodation shall be provided in accordance with the phasing plan and retained for the sole purpose intended.

Reason: To prevent the intensification of parking on the highway.

22. Prior to the construction of any residential building hereby approved, details of electric vehicle charging infrastructure shall be submitted to and approved in writing by the Local Planning Authority, together with a timescale for implementation. The charging infrastructure shall include fully installed electric vehicle charging points to at least 50%

of the visitor parking spaces. The details shall also include cable routes to enable the future installation of further electric vehicle charging points to serve at least 90% of the remaining parking spaces, including all disabled parking spaces. The charging infrastructure shall be installed in accordance with the approved details and timescale, and thereafter retained and maintained for the lifetime of the development.

Reason: In order to encourage and facilitate the use of low-carbon vehicles.

23. Prior to the commencement of construction works, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority. The details shall include large-scale drawings and product specifications, where relevant, of the type and layout of cycle stands to be installed within the dedicated cycle stores, and shall demonstrate that at least one covered cycle parking space will be provided per dwelling. The development shall not be brought into use unless and until such cycle parking has been provided in accordance with the approved plans and, thereafter, such cycle parking accommodation shall be retained for the lifetime of the development.

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

24. Unless it can be shown not to be feasible or viable, no above-ground development (with the exception of demolition and remediation 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. 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 construction commences.

25. Unless demonstrated to be unfeasible or unviable, the commercial units hereby approved shall be designed to achieve a minimum rating of BREEAM 'very good', or an equivalent standard to be agreed in writing by the Local Planning Authority, and before any commercial unit is occupied (or within an alternative timescale to be agreed) the relevant certification or evidence, demonstrating that BREEAM 'very good' or the equivalent standard has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of mitigating the effects of climate change, in accordance with policy CS64 of the Core Strategy.

26. Unless shown to be unfeasible, no alterations associated with the conversion of existing buildings to commercial use, with the exception of repairs to the roof and existing windows, shall commence until details of measures to facilitate the provision of gigabit-

capable full fibre broadband for the commercial units, including a timescale for implementation, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details/timetable thereafter.

Reason: To ensure that all new major developments provide connectivity to the fastest technically available broadband network in line with paragraph 118 of the National Planning Policy Framework.

27. Before the commencement of above-ground works (with the exception of demolition), a comprehensive and detailed hard and soft landscape scheme for the site, based on the indicative measures shown in the approved landscape plan (ref. AW-CITU-ZZ-00-DR-L-94-001, revision K) shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:

- Topsoil specification and depths
- A planting schedule and planting plan, at 1:200 or 1:100 scale
- A comprehensive list of species and stock specification, to include native species only along the canal
- A maintenance schedule
- Details and samples of surfacing materials and all fixed outdoor furniture
- Details of play equipment and informal sports facilities, including equipment suitable for disabled access
- Large-scale details of all boundary treatments and handrails
- Details of enclosures to refuse and cycle stores
- Proposals for public art interventions in the landscape
- Details of tactile paving and level accesses to main entrance points
- Construction details for the landscaped deck in Phase 1b
- Sectional details of level changes and retaining walls
- Proposals for ecological enhancements, including habitat boxes for birds and bats
- Details of artificial lighting to the landscaped areas and any external access decks to residential buildings, to include wildlife-sensitive measures where necessary

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 soft 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.

28. No above-ground works, with the exception of demolition, shall take place until a strategy and method statement for the eradication of invasive species on the site have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be undertaken in accordance with the approved details.

Reason: To protect native species and to ensure the successful establishment of the landscaping scheme within the site.

29. No development, with the exception of demolition and remediation 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 be based on the indicative measures set out in the approved Biodiversity Net Gain Assessment (Brooks Ecological, ref. ER-5165-06A, published 10 May 2024) and

landscaping plan (ref. AW-CITU-ZZ-00-DR-L-94-001, revision K). 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 biodiversity net gains in accordance with paragraph 180 of the National Planning Policy Framework (December 2023).

30. Unless an alternative timescale has been first agreed in writing by the Local Planning Authority, no above-ground landscaping works shall commence until detailed design drawings for the approved pedestrian canal bridge, in broad accordance with the indicative design shown on drawing AW-CITU-SW-ZZ-DR-A-00-023 (revision E, submitted 10 May 2024, published 13 May 2024), have been submitted to and approved in writing by the Local Planning Authority, together with a timetable for implementation. The details shall include the following:

- Precise plan and elevation drawings at a scale of at least 1:50, showing the appearance of the bridge in context with the canal;
- Detailed sectional drawings at a scale of at least 1:20;
- Details of all facing materials and finishes, including samples where requested by the Local Planning Authority;
- Details of bridge abutments and any adjacent planting;
- Specifications for any anti-graffiti coatings designed to protect the bridge from vandalism;
- Detailed drawings of the ramps and/or steps linking the bridge landing to the towpath on the southern side of the canal;
- Details of any temporary or permanent boundary treatments surrounding the landscaped area adjacent to the southern bridge landing;
- Details of any temporary pedestrian link to Ripon Street and Woodbourn Road, including surfacing materials;
- Details of signage instructing cyclists to dismount on the approach to the bridge;
- Evidence that the Technical Approval Authority (being the Council's Structures, Highway Maintenance Division) has granted Technical Approval for the bridge in accordance with the Design Manual for Road and Bridges, Volume 1, Section 1, Part 1, CG300 Technical Approval of Highway Structures as required where a structure may affect the safety of the highway user;
- A timetable for implementation to ensure that the bridge is constructed and available for use before the occupation of the 200th dwelling, unless otherwise agreed in writing by the Local Planning Authority; and
- A schedule for the ongoing maintenance of the bridge.

Thereafter, the bridge shall be constructed in accordance with the approved details and timetable, and retained for the lifetime of the development.

Reason: To ensure the acceptable design quality of the bridge and secure active travel connections.

31. Before that part of the development is brought into use, full details of sport or recreation proposals for the area marked as 'Sports Area' on the approved landscape plan (ref. AW-CITU-ZZ-00-DR-L-94-001, revision K), together with a management strategy to ensure the successful operation of the space and the mitigation of any potential

nuisance to neighbouring residents, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the sport or recreation space shall be delivered in accordance with the approved details and managed in accordance with the approved management strategy for the lifetime of the development.

Reason: In the interests of residential amenity, visual amenity and public health.

32. 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.

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

- Windows, doors and their reveals
- Parapets
- External wall construction
- Brickwork detailing to Volume 10
- Entrance canopies/surrounds
- Rainwater goods
- Railings, structural supports and soffits to external access decks on Volumes 1, 9 and 11
- Railings, balustrades and other boundary treatments to balconies and terraces
- Ground floor car park screening to Volumes 3, 6 and 7
- Junctions between different materials

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

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

34. Prior to the commencement of above-ground construction works on Volumes 3, 6 and 7, full details of the proposed public art to be integrated into the ground floor mesh screening on the north-facing elevations, as shown indicatively on drawing AW-CITU-SW-ZZ-DR-A-00-018 (revision F) and as described on the approved elevation drawings for Volumes 3, 6 and 7, shall be submitted to and approved in writing by the Local Planning Authority. The artwork shall be installed in accordance with the approved details prior to the occupation of each building, and shall 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.

35. Prior to the installation of the proposed public art mural on Building Ex04, full details of the mural, as shown indicatively on drawing AW-CITU-SW-ZZ-DR-A-00-018 (revision F) and as annotated on drawing AW-CITU-EX-SW-DR-A-05-001 (revision C), shall be submitted to and approved in writing by the Local Planning Authority. The mural shall be installed in accordance with the approved details within six months of the first occupation of Building Ex04, and shall 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.

36. Prior to the commencement of construction work on Volumes 11 and 13, or any works to the Staniforth Road boundary wall to facilitate the eastern entrance to the site (as shown on drawing AW-CITU-SW-ZZ-DR-A-00-010, revision E), details of a scheme for the protection and preservation of the former pilaster bases on the Staniforth Road wall shall be submitted to and approved in writing by the Local Planning Authority. The details shall be accompanied by proposals for a site-wide heritage interpretation scheme including information displays about the evolution of the site and its former industrial and commercial uses, developed collaboratively with local heritage interest groups and outlining a timetable for implementation. The heritage interpretation scheme shall include proposals for a plaque or information board detailing the significance of the aforementioned pilaster bases, which form the remains of the former Brightside & Carbrook Co-Operative Society store. The pilaster bases shall thereafter be retained and protected in line with the approved details, and the heritage interpretation scheme shall be delivered in accordance with the approved timetable, with all information displays retained for the lifetime of the development.

Reason: In the interests of the preservation and appreciation of historic fabric.

37. Prior to the commencement of above-ground construction works on Volume 10, details of the appearance of any rooftop plant or equipment shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall proceed in accordance with the approved details and shall be retained thereafter.

Reason: To ensure the satisfactory appearance of the development.

38. Prior to the commencement of above-ground construction works on Volume 10, details of removable flood defence barriers to any external doors to dwellings whose finished floor levels are lower than the average ground level around the building, together with measures to sign up all Volume 10 residents to the Environment Agency's flood warnings service, shall be submitted to and approved in writing by the Local Planning Authority. The flood defence and flood warning measures shall thereafter be implemented in accordance with the approved details and retained for the lifetime of the development.

Reason: To protect residents in times of flooding.

39. No above-ground construction works to Volume 10, as shown on the approved plans, shall commence until details of mitigation measures to achieve acceptable wind comfort levels to the roof terrace shown on the approved seventh floor plan (ref. AW-CITU-10-DR-A-04-004, revision G), together with Computational Fluid Dynamics testing to demonstrate the efficacy of the proposed measures, have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be undertaken in accordance with the approved details.

Reason: To ensure the provision of a useable outdoor amenity space for residents.

40. The development shall be undertaken in complete accordance with the measures set out in the approved Construction Environmental Management Plan (Sirius Remediation Ltd, report SR4359/CEMP, published 13 March 2024).

Reason: In the interests of neighbouring amenity.

41. 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 noise reports carried out by Dragonfly Consulting (Ref. DC3981-NR1, Phase 1 Attercliffe Waterside and DC3981-NR2, ProPG Stage 1, dated 30/11/2022, published on 06/07/2023).

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 future residents.

42. 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.

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

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

b) Be capable of restricting noise breakout from the building to the street to levels not exceeding the prevailing ambient noise level by more than 3dB when measured;
(i) as a 15 minute LAeq, and;
(ii) at any one third octave band centre frequency as an 15 minute LZeq.

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

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

property.

44. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to any building within the development unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed, such plant or equipment shall not be altered without written approval from the Local Planning Authority.

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

45. 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

46. No customer shall be permitted to be on any of the commercial premises hereby approved outside of the following hours:
- 0700 to 2330 on Mondays to Fridays
 - 0800 to 2330 on Saturdays and any Sunday immediately preceding a Bank Holiday Monday
 - 0900 to 2230 on Sundays and Bank Holiday Mondays

Reason: In order to protect the amenities of neighbouring residents.

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

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

48. No speakers shall be fixed externally nor directed to broadcast sound outside the approved commercial units at any time.

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

49. The commercial units hereby approved within the existing buildings to be retained as part of the development shall be used solely for the purposes set out below:

- Commercial, business and service (Class E)
- Learning and non-residential institutions (Class F1)
- Local community (Class F2)
- Drinking establishment (Sui Generis)
- Venue for live music performance or other events (Sui Generis)

No more than 50% (1004 square metres) of the commercial floorspace shall be used for the above Sui Generis purposes.

Reason: In order to ensure the appropriate use of land and buildings at the edge of the Local Centre, and in the interests of neighbouring amenity.

50. Notwithstanding the provisions of Schedule 2, Parts 1 and 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), or any Order revoking or re-enacting that Order, no extensions, porches, enclosures, fences, walls or alterations which materially affect the external appearance of any dwelling hereby approved shall be constructed without prior planning permission being obtained from the Local Planning Authority.

Reason: To ensure that the character of the approved development is upheld in perpetuity with no visual intrusion, and to prevent harm to the amenities of neighbouring properties.

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. The applicant should be aware that a legal agreement has been completed in respect of this proposal.
3. The applicant is advised that any signage indicated on the submitted drawings is not approved as part of this permission and will require separate consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.
4. Under the Coal Industry Act 1994, any intrusive activities, including initial site investigation boreholes, and/or any subsequent treatment of coal mine workings/coal mine entries for ground stability purposes, require the prior written permission of the Coal Authority, since such activities can have serious public health and safety implications. Failure to obtain permission to enter or disturb Coal Authority property will result in the potential for court action. Please note that any comments that the Coal Authority may have made in a planning context are without prejudice to the outcomes of a permit application.

Application forms for Coal Authority permission and further guidance can be obtained from the Coal Authority's website at: www.gov.uk/get-a-permit-to-deal-with-a-coal-mine-on-your-property

In areas where shallow coal seams are present, caution should be taken when carrying

out any on-site burning or heat-focused activities. To check your site for coal mining features on or near to the surface, the Coal Authority interactive map viewer allows you to view selected coal mining information in your browser graphically.

5. Any surface water discharge to the Sheffield and Tinsley Canal, if proposed as part of the drainage strategy for the site, will require agreement from the Canal and Rivers Trust. This would also apply to the re-use of existing outfall points for the new development. The Trust is not a land drainage authority and is not obliged to accept discharges to its network. Should the applicant wish to explore the potential for surface water discharge to the canal, they should contact utilitiesenquiry@canalrivertrust.org.uk

The creation of the access point to the canal towpath and the use of the canal airspace for a new bridge, as shown on the approved plans, will require an agreement from the Trust in its capacity as landowner. The applicant should contact the Trust's estates section on 0303 040 4040 to discuss relevant consents.

Works in proximity to the waterway and its retaining walls should comply with the Code of Practice for Works Affecting the Canal and River Trust. Prior to the commencement of any works on site, the developer is advised to contact the Trust's engineering team at enquiries.TPWNorth@canalrivertrust.org.uk or via switchboard at 0303 040 4040 in order to ensure that any necessary consents are obtained.

6. 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.
7. 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>

8. All wild birds, their active nests, eggs and young are protected under the Wildlife & Countryside Act 1981. Vegetation clearance works should avoid the bird nesting season (March 1st - August 31st). If works are necessary during this season, a pre-works check should be carried out by a suitably qualified ecologist.

A pre-works check for protected mammals is also advised.

9. 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

10. You are required as part of this development, to carry out works within the public highway: as part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Highway Co-Ordination
Sheffield City Council
Town Hall
Sheffield
S1 2HH

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

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

Where the notice is required as part of S278 or S38 works, the notice will be submitted by Highways Development Management.

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

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

They will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

12. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

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

13. 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.

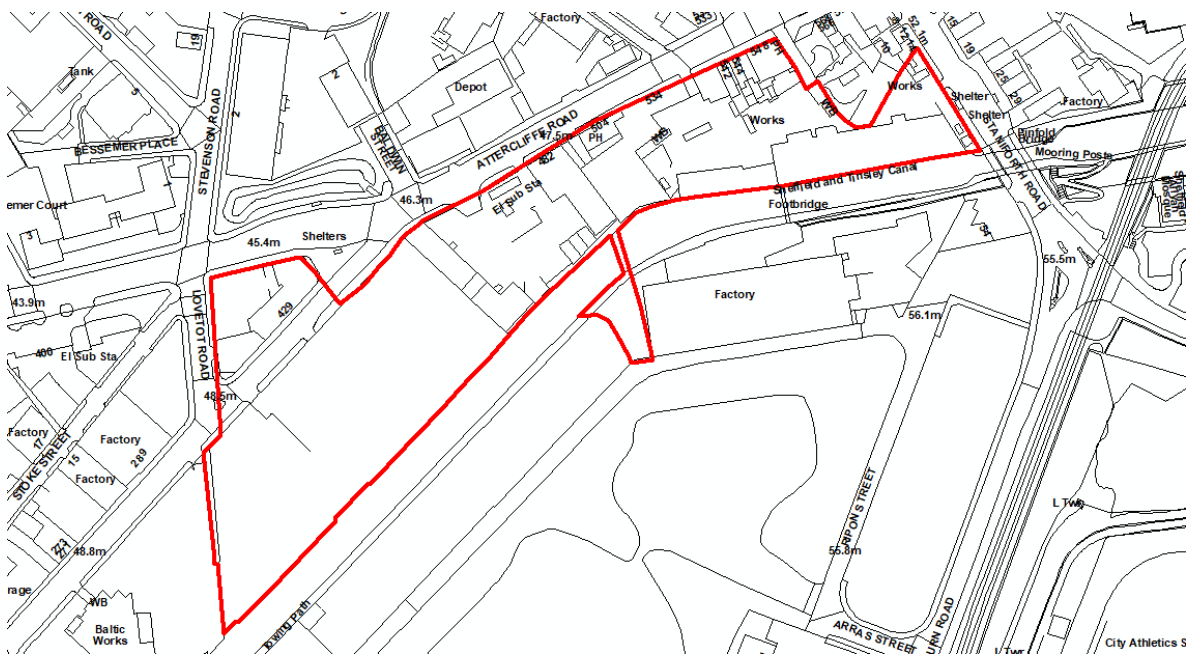
14. The applicant is advised that in order to discharge the above condition relating to gigabit-capable full fibre broadband the following should be provided:

- A contract or invoice for the installation of the physical infrastructure and the connection to gigabit-capable full fibre broadband.
- Confirmation of the speed that will be achieved by the gigabit-capable full fibre broadband infrastructure, from the network operator.
- Relevant plans showing the location/detail of the measures.

For more guidance with respect to addressing this requirement please see the Guidance Note on <https://www.sheffield.gov.uk/content/dam/sheffield/docs/documents-not-in-site-structure/new-build-developer-guidance.pdf> and/or contact hello@superfastsouthyorkshire.co.uk

15. The developer should have regard to the contamination and waste management guidance provided in the consultation response from the Environment Agency, published 17 August 2023. The response can be viewed in the Documents tab on Sheffield City Council's Public Access online planning database by searching for application 23/02176/FUL.
16. 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.
17. The developer should have regard to the location of gas mains in the vicinity of the application site, as provided in the consultation response from Cadent Gas, published 9 August 2023. The response can be viewed in the Documents tab on Sheffield City Council's Public Access online planning database by searching for application 23/02176/FUL.
18. The developer should have regard to the crime prevention and security guidance provided in the consultation response from South Yorkshire Police, published 8 August 2023. The response can be viewed in the Documents tab on Sheffield City Council's Public Access online planning database by searching for application 23/02176/FUL.
19. This permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun, because the application was made prior to the introduction of the statutory biodiversity net gain regime on 12 February 2024. Net gains for biodiversity are instead achieved through the measures secured in the above conditions.

Site Location



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INTRODUCTION

The development proposed under this planning application forms Phase 1 of the Attercliffe Waterside redevelopment project. The application is presented to Planning and Highways Committee as a major regeneration opportunity for the city.

The wider Attercliffe Waterside site comprises approximately 9 hectares of land owned by Sheffield City Council, who had some historic interests and has now purchased the rest of the land and buildings from the Canal and River Trust and the Duke of Norfolk Estates. The Council and Citu, the applicant and developer, entered into a development agreement in 2022 to bring the whole site forward for approximately 1000 new homes in multiple phases.

Whilst the Property and Regeneration arm of the Council has an interest in the site as landowner, the Local Planning Authority must assess the application objectively in accordance with relevant legislation and policy, similarly to any other planning application, and has not participated in the separate process of promoting and preparing the development scheme.

LOCATION AND PROPOSAL

Site Location

The Attercliffe Waterside site is located approximately 2.4km from the city centre and 1km from education and sports facilities at the Olympic Legacy Park. The area is well served by public transport, including Supertram services, with the nearest tram stop being at Woodbourn Road (to the south-west). The Phase 1 site fronts onto Attercliffe Road, leading north-east out of the city centre to the main high street uses in the area. The site is bound by the Sheffield and Tinsley Canal to the south, Staniforth Road to the east, and Lovetot Road and the boundary of the Grade II listed Baltic Works to the west, which is a surviving example of a Victorian crucible steel works, now subdivided into workshops.

Attercliffe has an important historical association with the steel industry, and the late 19th and early 20th centuries saw the rapid development of terraced workers' housing to support the growing industry. Churches, pubs, shops and businesses lined Attercliffe Road to cater for the resident population. The decline of the steel industry in the late 20th century, together with slum clearance, resulted in the significant shrinking of the local population. Land in the area has generally been redeveloped with small-scale industry and business park uses in buildings generally of a functional appearance and low height.

Since the 1990s, a cluster of major sports and leisure facilities has developed to the northern edge of Attercliffe (now being further developed as the Olympic Legacy Park), and a residential development of around 90 houses has been erected between Shirland Lane and Worksop Road. However, other than this relatively isolated enclave, there is little residential development in Attercliffe, with the nearest established neighbourhood being in Darnall. Whilst still hosting several independent retailers, the vitality of the high street has suffered from factors including the lack of a resident population and a hostile environment caused by heavy industrial vehicular traffic, impacting negatively on public

perceptions of Attercliffe.

The Phase 1 site, measuring approximately 2.3 hectares in total area, comprises a mixture of cleared industrial land, historic industrial buildings (notably the frontage buildings of Spartan Works), and larger 20th century industrial sheds. Development within this part of the site is characterised by strong perimeter blocks, tight up to the boundaries, creating internal courtyard spaces typical of historic works. A triangular plot of land, separated from the rest of the site by Effingham Road and occupied by a vacant warehouse unit with associated parking, also forms part of Phase 1. Vacant commercial buildings, including drinking establishments and social clubs, are interspersed amongst the industrial buildings along the Attercliffe Road frontage. Other than the triangular plot on Effingham Road, the western half of the site is essentially cleared, with the standing buildings being focused to the eastern part of Phase 1. In addition to Baltic Works, which directly abuts the site, there are a number of designated and non-designated heritage assets in close proximity to the Phase 1 site which are discussed in further detail within the Planning Assessment below. The topography slopes upwards towards the south, with the canal sitting at a higher level than Attercliffe Road.

To the south of the canal is a towpath which provides a walking route to the city centre. Separated from the towpath by a retaining wall are low-rise modern industrial facilities and cleared industrial land. Further to the south is the Ripon Street recreation ground, which is a substantial grassed area enclosed on all sides by a belt of trees. The recreation ground and the strip of industrial land wrapping around its edge are intended for development in future phases of the Attercliffe Waterside project.

Application Proposal

This application seeks full planning permission for the mixed-use redevelopment of the Phase 1 site, together with the erection of a new pedestrian bridge linking the development to the Phase 2 site across the canal, with an associated ramped route to the towpath below. The proposal, as originally submitted, comprised 447 dwellings in 13 residential buildings (referred to as 'volumes') of between three and 15 storeys in height, with several buildings in the eastern part of the site being retained for commercial use.

The eastern part of the site is referred to as Phase 1a. The industrial building positioned perpendicular to Attercliffe Road (with four vertical windows on a gable end, thought to date from the early 1950s), together with all other frontage buildings to the east, would be retained, but the industrial shed buildings to the rear of the site would be demolished. A glazed link between the 1950s gable-end building and the adjacent vacant public house (referred to on the plans as buildings Ex05 and Ex04 respectively) would join these buildings together, with the original submission describing this as a leisure/events facility. To the west of this facility would be a ramped route into the site, providing pedestrian and cycle access to the new canal bridge. To the east of building Ex04 would be the main pedestrian gateway to the courtyard of Phase 1a, which would be resurfaced and would include outdoor seating. The steel frame of one of the industrial sheds would be retained to act as a sculptural canopy over the seating.

The Spartan Works buildings fronting Attercliffe Road, together with adjoining commercial frontage buildings to the east (referred to in the submission as buildings

Ex01-Ex03), would be upgraded for new commercial uses with associated minor alterations, although the original submission included very little detail about the types of commercial uses proposed. Volume 11 would be erected within the retained steel frame of a large industrial shed adjacent to the canal. Volume 1 would sit adjacent, addressing the canal behind elements of retained brick walls immediately abutting the bank of the canal. Volumes 12 and 13 would be two smaller residential buildings, located next to the Phase 1a service vehicle access and the Staniforth Road pedestrian entrance respectively.

The western part of the site is referred to as Phase 1b, and would see all remaining buildings demolished. An undercroft car park would occupy most of Phase 1b, with the space above comprising a landscaped deck surrounded by eight residential blocks. The volumes running parallel to the canal would comprise a series of three-storey back-to-back houses with roof terraces, whilst the perimeter blocks to the north and west would be apartment buildings of various heights.

The triangular plot north of Effingham Road would play host to the final, and most prominent, residential building in the scheme (Volume 10), originally conceived as a V-shaped form with two sloping wings, rising to an apex of 15 storeys in height at the north-western corner. A commercial unit was originally proposed to the lower ground floor of Volume 10. The building opposite, to the south of Effingham Road (Volume 6), was proposed as nine storeys (including the ground floor parking), with a double-height cut-through providing stepped pedestrian access into the site. Vehicular access to the undercroft car park would be provided to the east of Volume 6.

The proposal includes the closure of Effingham Road to vehicular traffic (other than occasional servicing) between Volumes 6 and 10, with this becoming a landscaped pedestrian and cycle route with public open space, linking to the Council's proposed 'Connecting Sheffield' active travel improvements along Attercliffe Road. This small section of Effingham Road is currently one-way for vehicles travelling south-west, so the affected traffic would be diverted via Attercliffe Road and Lovetot Road.

In response to officer feedback, the proposal has been significantly amended since validation of the application in August 2023. The revisions are discussed in detail within the Planning Assessment below, but the most substantial changes relate to the height and configuration of buildings in Phase 1b, resulting in the overall quantum of development being reduced, and the number of new buildings being reduced from 13 to 12 (there is no longer a 'Volume 4').

Volume 6 has been significantly reduced in height to four storeys (including the car park level), and has been divided into two buildings, now labelled as Volumes 6 and 7. Volume 10 has been redesigned as a trapezoidal flat-roofed structure of 14 storeys in total height, with an adjoining seven-storey section to the south-west and a small two-storey wing to the east, enclosing the landscaped courtyard. This building would now be wholly residential, with the commercial element removed. The number of back-to-back terraced volumes has been reduced from five to three, with larger gaps in between.

More detail on the use of the retained buildings in Phase 1a was provided in plans received in March 2024, clarifying that there would be a total of 633 square metres of flexible commercial (Class E) floorspace, 864 square metres of Sui Generis (drinking

establishment or leisure/performance venue) floorspace and 511 square metres of floorspace which could be consented for either Class E or Sui Generis, as well as eight dwellings on the upper floors of the retained buildings to the northern corner of the site. However, the proposal was amended again in May 2024 to reintroduce more flexibility into the commercial element of the proposal, with all units now being proposed for uses within Classes E, F1, F2 or Sui Generis (drinking establishment or music/events/leisure venue), but with no more than 50% of the floorspace to comprise Sui Generis uses. The upper floors of buildings Ex01 and Ex02 are now excluded from the application, with no residential element in the retained buildings, bringing the overall quantum of dwellings down to 362.

Specific details of the design of individual buildings, the mix of accommodation and the public realm interventions are discussed further in the Planning Assessment below.

RELEVANT PLANNING HISTORY

Previous planning submissions affecting various properties within the application site are summarised below:

- 83/02778/FUL (429 Effingham Road)
Use of premises as a night club and restaurant
Permitted Development 22.02.1984
- 85/02193/FUL (548 Attercliffe Road)
Alterations to 1st and 2nd floors to form a hostel type accommodation (8 bedsitters) and the provision of car parking space within the site
Granted Conditionally 27.11.1985
- 86/00207/FUL (534 Attercliffe Road and Pinfold Works)
External cladding to buildings
Granted Conditionally 12.02.1986
- 87/00002/HOARD (429 Effingham Road)
3 hoardings
Refused 21.10.1987
- 88/01365/FUL (548 Attercliffe Road)
Use of ground floor of premises as health club and restaurant
Granted Conditionally 22.06.1988
- 88/03849/FUL (429 Effingham Road)
Use of first floor of premises as cocktail bar
Granted Conditionally 19.01.1989
- 89/03750/FUL (429 Effingham Road)
Erection of a satellite receiver dish
Withdrawn 12.04.1990
- 96/02927/FUL (546 Attercliffe Road)
Use of building as offices and erection of new shop front

Granted Conditionally 13.09.1996

- 96/02839/FUL (482 Attercliffe Road)

Erection of amenities building and alterations to boundary wall including widening of vehicular access

Granted Conditionally 23.01.1997

- 96/02858/FUL (544 Attercliffe Road)

Alterations to building for use as offices

Granted Conditionally 06.02.1997

- 97/03082/ADV (429 Effingham Road)

3 illuminated signs

Granted Conditionally 20.02.1997

- 01/00620/FUL (546 Attercliffe Road)

Erection of shed for storage of bicycles

Granted Conditionally 05.03.2001

- 01/01521/FUL (548 Attercliffe Road)

Use of premises as a private members club

Granted Conditionally 11.12.2001

- 02/03604/ADV (429 Effingham Road)

2 illuminated individual letter name/logo signs

Granted 13.12.2002

- 12/00052/FUL (429 Effingham Road)

Retention of existing boundary walls and fencing, storage containers and weigh bridge, alterations to ground levels and continuation of use of land as a recycling centre with associated storage and offices (Sui generis) and erection of storage unit

Granted Conditionally 21.03.2012

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 premises with an adjoining boundary. Notices were displayed around the site location. A press notice was displayed in the Sheffield Telegraph.

The application proposal has been significantly amended since the original submission. As the overall quantum and height of the development has been reduced rather than increased, and the application site boundary has not been altered, this has not triggered a statutory requirement to re-advertise the application. However, given the strategic importance of the development, and in the interests of transparency, the application was re-advertised via site notice on 13 March 2024 for a period of 14 days. It was not deemed necessary to re-issue the neighbour notifications and press notice.

It was also not deemed necessary to re-advertise the application again following the May 2024 amendments to the uses of the retained buildings, as the mix of commercial uses would have no material impact compared to the March 2024 scheme, and the number of dwellings was only reduced.

To date, over both re-advertisement periods, the Local Planning Authority has received one supportive comment, four neutral comments and four objections. Included in the representations are comments from Hallamshire Historic Buildings, Clive Betts MP, Sheffield Swift Network and the Attercliffe Business Connection group.

The supportive comment can be summarised as follows:

- The proposal represents a fantastic opportunity for the east end of Sheffield, which has the necessary infrastructure and investor interest.
- Attercliffe was once a thriving community and will be again.
- The development will act as a catalyst for homes in Sheffield that are desperately needed for key workers and families.
- There is already a commercial, leisure, retail and education offer, and housing is the final piece in the puzzle.
- The developer must stick to deadlines and deliver the regeneration quickly.

The objections received, together with the concerns raised within the overall neutral comments, are summarised below:

- Existing business owners on the site were only informed about the plans in early 2023, and have been given too little time to relocate. Better support and communication would have been appreciated in order to keep staff employed.
- The developer must stick to a defined timeline for the development to take place.
- Affordable housing must be provided in order to ensure a mixed community.
- Swift bricks and bird nesting habitats should be provided.
- The Heritage Statement fails to identify all affected heritage assets and provide sufficient information on their significance.
- There should be a more detailed assessment of all standing structures proposed for demolition, in consultation with local amenity societies.
- All historic buildings on the site are part of the setting of neighbouring listed buildings, and proposed demolition will fail to preserve that setting.
- Options for greater retention of existing buildings should be considered, including a two-storey building adjacent to the proposed bridge; a substantial building running perpendicular to Attercliffe Road which is a significant remnant of the Pickford Holland firebrick works; and buildings behind the canal wall.
- The original tiled frontage to the former Sportsman Inn on Attercliffe Road should be retained.
- Detailing throughout the site should reference the decorative fireclay mouldings of Spartan Works and the historic presence of the Pickford Holland firebrick works.
- Materials should be more appropriate to Sheffield's manufacturing heritage of high-quality specialised materials, and corten steel is not supported for the new bridge.
- The massing of Volumes 6 and 10 should be reduced to increase permeability, as they create large visual obstacles. It is not clear that policy allows for a tall building in this location out of the city centre.
- Decorative stone features at pavement level at the northern boundary on Staniforth

Road are the bases of shopfront pilasters which are the only remains of a Co-operative Society store, and these should be retained in situ with a plaque or information board (with input from heritage groups) explaining the significance of the remains.

- A site-wide heritage interpretation strategy should be secured through condition, developed collaboratively with recorded history from former residents and workers, as well as landscaping and paving to delineate the previous position of the Pickford Holland buildings.
- It is disappointed that the amended scheme still includes substantial losses of historic fabric.
- The application submission is disappointing in failing to discuss the waterside or commit to canal improvements.
- The canal and its towpath offer an opportunity for residents to enjoy sustainable and healthy travel from the outset, but the routes must be attractive and promoted.
- The canal towpath is narrow in sections, unlit until Victoria Quays, and in need of new surfacing. Volunteers have been resurfacing the route, but the materials are of short lifespan.
- The towpath should be widened including the setting back of retaining walls, lit between the Staniforth and Bacon Lane bridges, resurfaced in a bound material, and enhanced with public art and biodiversity net gain to the water environment.
- More detail of the proposed bridge and its connection with the towpath is required, as well as clarification of rights of access to the canal through the new development.
- The development must set a strong precedent for further canal-side redevelopment.
- Noise and vibration testing of the neighbouring Special Steel Co Ltd industrial site has not been properly undertaken, and there are concerns that new residents could be impacted by nuisance, leading to environmental health complaints if not mitigated properly.

Communications between the developer or landowner and stakeholders such as existing businesses are a private matter and not relevant to the planning application, which must be assessed on its own merits. The Local Planning Authority cannot control the speed of delivery of a development once planning permission has been granted. All other comments relate to material planning considerations which are discussed in detail 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 and their effect on the officer recommendation are referred to where relevant in the Planning Assessment below, but are also summarised here for clarity:

South Yorkshire Fire & Rescue

- Fire service access appears to be restricted to the site, and should comply with Building Regulations Approved Document B5.
- Particular attention should be given to turning facilities and hose lengths to all habitable rooms.
- More evidence of appropriate turning circles for fire appliances, and the appropriateness of the access route along the canal, was requested in response to the

March 2024 plans.

- Fire access was eventually deemed to be acceptable following the submission of additional information in May 2024.

South Yorkshire Police

- The Design and Access Statement lacks attention given to security, crime prevention and community safety.
- Cut-through routes, alleyways and void areas will create places to shelter and loiter, creating a possible crime generator.
- Crime prevention guidance is provided in relation to lighting, building security standards, street furniture, access control to underground parking, segregated footpaths, CCTV, mail and parcel delivery, and suicide prevention.

Cadent Gas

- Gas mains locations in the vicinity of the application site are provided for the developer's information.

Superfast South Yorkshire

- Condition requested in relation to the provision of gigabit-capable fibre broadband, and guidance provided on securing the appropriate infrastructure.

[The Local Planning Authority considers that this is only necessary for the commercial element of the application, as the Building Regulations compel gigabit-capable broadband infrastructure in residential developments.]

Health and Safety Executive (Hazardous Substances)

- Initially advised against residential development due to the presence of a major hazard site at Castle Waste Services Ltd on Bacon Lane.
- It is now confirmed that the site no longer has an active hazardous substances consent, so does not pose a risk to the development.

Health and Safety Executive (Fire Safety)

- Insufficient information on fire safety was submitted to accompany the initial proposal. Further detail of fire access points, water hydrants, dry/wet fire main inlet and outlet locations and evacuation assembly points, as well as information about the fire engineered approach to the tall buildings (Volumes 6 and 10), was requested.
- The Fire Statement published on 11 March 2024 to accompany amended plans is acceptable.
- At later regulatory stages, it will be for the applicant to demonstrate that the means of escape is capable of being safely and effectively used at all times. This would only affect planning considerations if performance analysis using CFD modelling identified issues with the design.
- The roof construction beneath the terrace on level 7 of Volume 10 will need to demonstrate sufficient fire resistance at later regulatory stages.
- The fire strategy relies on existing hydrants, but it is unknown whether these are

currently useable. If the hydrants are faulty or the water main is disused in those areas, the development layout could be affected by the need to find alternative solutions.

Environment Agency

- No objection.
- The Council's Environmental Protection Service should be consulted on groundwater and contamination matters.
- Codes of practice for waste management should be followed.

Trans Pennine Trail and Sustrans

- The design of the site should cater for walkers and cyclists of all abilities, including wheelchairs and pushchairs. Stepped access is indicated in a number of places.
- Bike storage seems to be located at the extremities of the site, which would indicate that some residents would not have nearby storage.
- The Design and Access Statement should note the proximity of the Trans Pennine Trail and the Five Weirs Walk.
- The fully accessible canal bridge is welcomed.
- The new pedestrian/cycle route at Effingham Road should be designed to LTN 1/20 compliance.
- Landscape maintenance responsibilities should be disclosed.

Sport England

- Object, as the proposal will generate demand for sporting provision and this is not adequately addressed in the planning application.
- Off-site contributions to rugby pitch improvements and additional football pitches in the area are requested.
- Further contributions to local facilities are requested according to Sport England's Sport Facility Calculator, which helps to estimate the amount of demand for key community sports facilities that may be generated by a given population.
- On-site sports provision, such as tennis courts, should be provided.

South Yorkshire Mayoral Combined Authority

- Secure cycle parking facilities are welcomed, but should provide for e-bikes as well as typical bicycles.
- Convenience is key to encouraging people to travel by bus, and it is requested that the developer fund high-quality replacement bus shelters to nearby bus stops, with real-time passenger information displays. The contribution can be secured through a section 106 agreement.

The Coal Authority

- The site falls within a development high risk area. Coal mining features and hazards, including probable shallow coal mine workings associated with a thick coal seam outcrop, need to be considered.
- Further to the submitted Exploratory Geoenvironmental Appraisal, additional intrusive site investigations are required.

- Mine gas risks should be considered by the Local Planning Authority.
- Sustainable drainage systems should be designed with regard to a proper assessment of the potential interaction between hydrology, the proposed drainage system and ground stability.
- Conditions requested in relation to intrusive investigations, mitigation measures to address land instability arising from coal mining legacy, and confirmation that the site has been made safe and stable for the proposed development.

Active Travel England

- Overall, the submission demonstrates a clear intention for the proposed development and its subsequent phases to prioritise active travel through key infrastructure and other proposed measures in the Travel Plan.
- The proposed car-free landscape, with limited below-deck parking, would be conducive to active travel.
- However, there is a need for more information regarding the precise details of this infrastructure and the objectives of the Travel Plan, to align with the Active Travel England aims for 50% of all short urban journeys to be walked, wheeled or cycled.
- Mode share targets in the Travel Plan should be more ambitious.
- More detail on safe routes from the development to the 'Connecting Sheffield' and NCN 6 bicycle routes, with LTN 1/20 compliance, should be provided.
- Improvements to the canal route should be provided.
- Cycle parking should be secure, well-located and safe. There are concerns about locations near inactive frontages and at the peripheries of the site, which are not conducive to safety and convenience.
- Details of car share clubs should be provided.
- It should be demonstrated how excessive car parking in surrounding streets will be avoided, given that there is not an existing permit zone.

Canal and River Trust

Initial comments:

- The canal has large retaining walls flanking the waterway on both sides. The development proposes the construction of new buildings and landforms behind the retaining structure, as well as excavation for underground car parks, which has the potential to undermine the canal.
- Detailed analysis and assessment is required to demonstrate that the proposed development will not adversely impact the stability of the retaining walls nor exert any loading onto the canal wash wall.
- Supporting evidence should include surveys of the existing walls and supporting calculations and sectional drawings to demonstrate that loading can be accommodated.
- Account should also be given to the impact of new building foundations on land stability.
- Drawings of the new bridge should show the clearance proposed above the canal, to ensure adequate headspace for continued boat movements and towpath users.
- It would be preferred for the bridge to cross the canal perpendicularly to its edge to better frame the waterside setting and relate more strongly to the canal corridor.
- Concrete bridge abutments could become a target for graffiti and would not tie into the materiality of the wider canal corridor – stone or brick facings are encouraged.

- Any Construction Environmental Management Plan should include details of measures to protect canal infrastructure and waterway pollution during construction works.
- The towpath is likely to experience increased usage as a result of the incoming population. Improvements to the towpath surface should be secured through the planning permission to ensure that it can adequately meet the needs of future users of the development.
- Full details of surface water drainage should be secured through a pre-commencement condition. Discharge to the canal would require the Trust's agreement.
- Hard and soft landscaping details should be secured through condition and should maximise level thresholds to improve permeability through the site.
- The canal forms a key part of the strategic green network in Sheffield. Appropriate further protected species surveys should be undertaken before commencement, and a strategy for the eradication of Japanese Knotweed should be secured through condition. Native planting would support the green network.
- Archaeological recording should take place alongside any redevelopment of the site, to aid in the understanding of the historic role of the canal in the industrial development of the site and surrounding area.
- The Trust's Code of Practice should be followed during the development works, and the Trust's agreement to the use of canal airspace for the new bridge must be sought.

Re-consultation comments:

- The land stability issues discussed in the initial response can be addressed through a pre-commencement condition.
- The amended design of the bridge appears to be acceptable, subject to further detail through condition, and concrete abutments being avoided as shown.
- The Trust has a programme where gravel chippings have been provided to volunteers to upgrade the towpath, which helps to limit the impact of additional use (although a bonded gravel surface would have been ideal). Volunteers have undertaken works from Victoria Quays and reached the towpath opposite the application site. However, there is a lack of resources to continue the upgrade from the application site towards Tinsley (where the towpath is then paved up to Meadowhall).
- The development could lead to greater use of the towpath on sections where no improvements are planned. As such, a financial contribution to further towpath improvements is still requested. This would assist with improving access between the site and the wider green infrastructure network, with associated benefits for wellbeing.

Sheffield and Rotherham Wildlife Trust

- The submitted Biodiversity Net Gain assessment shows a net loss of -22.22% in hedgerow units. This loss must be reversed by incorporating native hedgerow planting within the landscape scheme.
- A 30-year biodiversity management plan for the site should be provided.
- One swift brick per dwelling should be integrated into the walls of the buildings, in addition to bat boxes.
- Grassland and woodland provide suitable foraging and nesting habitats for hedgehog, so appropriate enhancements should be provided in the development, such as brash/log piles and areas of longer grass for foraging, in addition to precautions and mitigation during the construction phase.
- Otter, kingfisher and sand martin are known to use the canal. Mitigation, habitat

creation and enhancement for all species should be provided, as well as a sensitive lighting scheme.

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 planning 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 substantial majority of the site falls within a General Industry Area on the UDP Proposals Map. The easternmost two existing buildings fronting onto Attercliffe Road fall within a Local Centre. The area to the south of the canal, where the proposed bridge would land and connect down to the towpath, is a Mixed Use 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 paragraph 11di) would still apply if NPPF policies relating to designated heritage assets provide a clear reason not to grant permission.

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:

- CS5: Locations for Manufacturing, Distribution/Warehousing and other Non-office Businesses (moderate weight)
- CS9: Attercliffe/Newhall and Parkway/Kettlebridge (significant weight)
- 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)
- CS28: Housing in Attercliffe and Darnall (moderate weight)
- CS40: Affordable Housing (significant weight)
- CS41: Creating Mixed Communities (moderate weight)
- CS46: Quantity of Open Space (significant 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)
- CS76: Tall Buildings in the City Centre (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)
- BE15: Areas and Buildings of Special Architectural or Historic Interest (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)
- GE18: Sheffield and Tinsley Canal (significant weight)
- GE22: Pollution (significant weight)
- GE23: Air Pollution (significant weight)
- GE24: Noise Pollution (significant weight)
- GE25: Contaminated Land (significant weight)
- H15: Design of New Housing Developments (significant weight)
- H16: Open Space in New Housing Developments (very limited weight)
- IB5: Development in General Industry Areas (very limited weight)
- IB9: Conditions on Development in Industry and Business Areas (moderate weight)
- MU1: Mixed Use Areas (moderate weight)
- MU7: Attercliffe Mixed Use Area (moderate weight)
- S5: Shop Development outside the Central Shopping Area and District Centres (moderate weight)
- S7: Development in District and Local Shopping 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
- Attercliffe Action Plan
- Lower Don Valley Masterplan
- 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, the draft Sheffield Plan has now been submitted for examination. 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 Visual Impact
- Heritage and Archaeology

- Residential Amenity
- Highway Safety, Parking and Accessibility
- Ecology and Landscaping
- Flood Risk and Drainage
- Pollution and Contamination
- Energy and Sustainability
- Employment and Skills
- Wind Microclimate
- Fire Safety
- Community Infrastructure

Land Use

Housing

On the UDP Proposals Map, the site mostly falls within a General Industry Area, except for two small areas, the first such area being the north-east corner of the site, where the existing buildings (named on the plans as Ex01 and Ex02) fall within the Local Centre. These buildings are also proposed to remain within the Local Centre in the draft Sheffield Plan. Policy S7 of the UDP promotes shops as the preferred use in District and Local Centres, with housing and other commercial uses, including food and drink, listed as acceptable uses. The amended proposal seeks flexible commercial uses on the ground floor of this building, with the upper floors omitted from the application. This is consistent with policy S7.

The other area of the site falling within a different policy area is the small section of land on the south side of the canal, which is proposed for the bridge landing point, with a landscaped route down to the towpath. This part of the site falls within a Mixed Use Area and is similarly taken forward as a Flexible Use Zone in the draft Sheffield Plan. Policy MU1 of the UDP promotes a mix of uses in such areas, encouraged by “not allowing any single land use to dominate”, although the restriction on any dominant land use is not considered to be wholly in accordance with the NPPF, which is more flexible. Policy MU7 relates specifically to the Attercliffe Mixed Use area, and lists housing as a preferred use. The bridge and connecting route would create improved pedestrian infrastructure rather than introducing a new land use, so would not create any conflict with policies MU1 and MU7. The bridge would connect to future phases of Attercliffe Waterside, which is expected to be predominantly residential, thus also in accordance with preferred uses in policy MU7.

The main land use policy issue is the acceptability of housing within the General Industry Area. Policy IB5 of the UDP lists housing as an unacceptable use in General Industry Areas, and policy IB9(a) states that new development should not lead to a concentration of uses which would prejudice the dominance of industry and business in the area or cause the loss of important industrial sites. However, very limited weight can be afforded to these policies, as subsequent planning documents reflect the Council’s shifting priorities for Attercliffe since the adoption of the UDP in the 1990s.

Policy CS5 of the Core Strategy does list the Lower Don Valley as a focus for manufacturing, distribution/warehousing and non-office business, and policy CS9 also directs manufacturing and distribution to Attercliffe/Newhall, but policy CS28 supports a

mix of uses, including housing around the canal between Attercliffe and Darnall. More generally, policy CS23 promotes housing development in the main urban area of Sheffield where it would support urban regeneration and make efficient use of land and infrastructure, and policy CS24 seeks to maximise the use of previously developed land for housing.

Supplementary guidance documents also support the mixed-use regeneration of the application site, including housing. The Lower Don Valley Masterplan (2003) includes a vision for the 'Attercliffe Village' district, to incorporate more than 1100 new housing units including high-density residential development along the canal and high street, with lower-density housing blending seamlessly into Darnall to the east – the application site is shown as almost entirely residential. The Attercliffe Action Plan (2011) proposes a wider mix of uses on the application site, including hotel/leisure, offices and retail, but with an element of housing too. The site is described as a Transformational Project called 'Attercliffe Waterside North', with 'Attercliffe Waterside South' being the area south of the canal which is proposed for a major area of new housing. Whilst the balance of uses in this Phase 1 application is more heavily housing-led than proposed in the Action Plan, it must be acknowledged that the Action Plan is now 13 years old, and subsequent national and local planning strategies are now more focused on maximising residential development to address housing shortages.

On the Policies Map of the draft Sheffield Plan, all areas of the site formerly designated as General Industry Area in the UDP are now shown as a Flexible Use Zone, where draft policy NC16 supports housing within a mix of uses. Part of the western half of the site (Phase 1b of the project) forms draft housing allocation ES28, which has an indicative capacity for 116 homes. Draft policy SA4 also identifies that long-term housing growth in the East Sheffield Sub-Area will take place within Flexible Use Zones in Attercliffe.

Overall, despite the UDP General Industry Area designation, more recent adopted policies and guidance, together with emerging policies, serve to support the delivery of housing at the application site. This also accords with paragraph 123 of the NPPF, which states that planning decisions should promote an effective use of land in meeting the need for homes, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Paragraph 124(c) gives substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs. Chapter 5 of the NPPF also discusses objectives for significantly boosting the supply of homes.

Paragraph 11 of the NPPF 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.

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.

As such, and with regard to land use policies in the Core Strategy, Lower Don Valley Masterplan, Attercliffe Action Plan and draft Sheffield Plan, residential development in this location is supported in principle.

Commercial Uses

In addition to housing, the application includes commercial uses within the retained buildings at Phase 1a, and originally included a further commercial unit to the ground floor of Volume 10, representing 'main town centre uses' as defined in the NPPF. Paragraph 87 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. However, these policies have only moderate weight, as some boundaries are out of date, and parts of the policies equate edge-of-centre development with development within the defined centres. Nonetheless, with the exception of buildings Ex01 and Ex02, the application site is not in an existing centre, and a sequential test is therefore required.

A Retail Policy Assessment was submitted with the application, stating that the two units currently within the Local Centre account for 920.5 square metres of floorspace, with proposed commercial units outside (but on the edge of) the Local Centre providing a further 2716.56 square metres of floorspace. This is, in effect, a significant extension of a Local Centre that already has high vacancy rates. Planning policies would favour the reuse of vacant properties within the Local Centre, rather than an extension which would compete with and discourage the reuse of existing vacant units. Furthermore, whilst the Retail Policy Assessment included a sequential test for alternative sites within the Local Centre, it did not include a full retail and leisure impact assessment, which is required by paragraph 94 of the NPPF for developments of over 2500 square metres outside of a defined centre.

The sequential test itself considered several vacant units within the Attercliffe Local Centre, but dismissed them as being too small and providing insufficient frontage. However, the application did not initially include any detail of the types, number, size and uses of the businesses likely to occupy the units within the development, so a meaningful assessment of the suitability of vacant units in the Local Centre could not yet be accurately made. Several units were dismissed on the basis of their size, yet compared favourably to the buildings proposed for conversion outside the Centre and, cumulatively, would provide almost as much floorspace. Overall, the initial submission raised significant concerns in terms of a lack of detail on the proposed commercial uses, the quantum of floorspace outside the defined Local Centre, the potential availability of alternative sites in a sequentially preferable position, and the lack of an assessment of impact on the vitality and viability of the Local Centre.

A new Main Town Centre Uses Policy Assessment and amended plans were submitted in March 2024, providing a much higher level of detail on the use of the retained

buildings, with the commercial units split between Class E and Sui Generis (drinking establishment and music/leisure venue). The upper floors of buildings Ex01 and Ex02a were amended to residential use, and the commercial unit originally included within Volume 10 has been omitted from the proposal. The total commercial floorspace within the scheme was therefore reduced to 2008 square metres, of which 622 square metres would be located within the Local Centre, resulting in a total of 1386 square metres of floorspace outside the defined Centre. This falls below the NPPF threshold of 2500 square metres at which a full retail and leisure impact assessment is required.

The sequential test identifies several sites within the Local Centre, but these are discounted for reasons including lack of high street frontage, small unit sizes, the requirement for new buildings rather than conversions, and unavailability of sites. The reasons for discounting the comparison sites are deemed reasonable, and it is also agreed that there are location-specific characteristics to the proposed commercial uses within the characterful retained buildings, which cannot necessarily be replicated elsewhere.

Overall, the commercial uses must be seen in the context of the wider mixed-use development, which is dominated by housing. The commercial units will assist in creating a 'buzz' to attract a new residential community and, in turn, the incoming residents are expected to bring additional footfall to the high street further along Attercliffe Road, supporting existing businesses and the wider regeneration of the area. The uses are also driven by the place-making approach to the site, and the desire to retain and repurpose characterful existing buildings. Continued industrial use of the relevant buildings would be incompatible with the new residential development, and dwellings directly fronting onto Attercliffe Road are likely to be unattractive to prospective residents due to the harsh and noisy road environment – mixed commercial functions therefore represent the most logical use of the buildings. It is considered that the sequential test has now been passed, and the development is not contrary to local and national policies on main town centre uses.

As discussed in the introductory sections to this report, the proposal was amended again in May 2024 to reintroduce more flexibility into the proposal, as the eventual operators for the commercial units are unknown. All units are now proposed for any of the following uses:

- Commercial, business and service (Class E)
- Learning and non-residential institutions (Class F1)
- Local community (Class F2)
- Drinking establishment (Sui Generis)
- Venue for live music performance or other events (Sui Generis)

It has been agreed that no more than half of the floorspace should be used for the above Sui Generis purposes, to avoid undue noise disturbance to the adjacent new dwellings. The total commercial floorspace would still amount to 2008 square metres, as the upper floors of buildings Ex01 and Ex02 (briefly proposed for residential use) have now been omitted from the application altogether. The Main Town Centre Uses Policy Assessment has not been repeated a third time, as the Local Planning Authority is satisfied that its conclusions apply equally to the final amended proposal.

Overall Regeneration Benefits

As a final point on the proposed use of land, it is important to acknowledge Attercliffe Waterside's position within a wider programme of regeneration in the area. In 2021, the Council was successful in bidding for £17 million of Levelling Up funding from the Government, focused on three transformative projects in Attercliffe: the creation of a Centre for Child Health Technology; the acquisition and re-use of the Adelphi Theatre to create a cultural hub; and connectivity and movement projects between the Olympic Legacy Park and the Attercliffe Road high street, complementing further active travel and streetscape improvements to be delivered through the 'Connecting Sheffield' project.

These Council-led projects are intended to assist in revitalising Attercliffe, but it is recognised that a new residential population is also critical to the health of the high street and perceptions of the wider area, so the proposed development is well-aligned with wider strategic priorities. Attercliffe Waterside would act as a catalyst for residential development in the area, introducing additional footfall and activity. The commercial spaces would also bring additional workers and visitors to the area, bringing enhancement overall, despite being at the edge of the Local Centre rather than falling within it. In this context, the mix of uses proposed within the development is supported, and would bring significant regeneration benefits.

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 application site is within 800m of both Woodbourn Road and Attercliffe tram stops, and policy CS26 states that schemes near to a Supertram stop (defined in the supporting text as being within 800m of a stop) should have a density of between 40 and 60 dwellings per hectare. However, the policy allows densities outside the suggested ranges where they achieve good design. It should also be noted that policy NC9 of the draft Sheffield Plan widens this range to 40-70 dwellings per hectare, and that the indicative capacity of proposed housing allocation ES28 (forming a large part of the Phase 1b land) is 116 homes on 0.92 hectares of land, equating to 126 dwellings per hectare. As such, subject to high-quality design, it would not be unreasonable to accept a density above the range in policy CS26.

As originally proposed, the development would have delivered 447 dwellings on approximately 2.3 hectares of land, giving a density of 194 dwellings per hectare. The overall quantum has since been reduced to 362 dwellings, resulting in a lower density of 157 dwellings per hectare. Nonetheless, this is significantly higher than the density ranges in adopted and emerging policies.

As discussed above, a high-density neighbourhood is crucial to achieving the desired regeneration benefits of the development, as a critical mass of incoming population will support the high street and revitalise Attercliffe. The sustainable location of the site should also be acknowledged in considering appropriate densities. Accordingly, the density of the development is not deemed unacceptable in principle, but careful

assessment must be given to the design of the buildings and the living standards afforded to new residents (both discussed below), in order to ensure that the proposal does not represent 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 East 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 in this case. The proposal does not include any affordable homes to be secured through the planning system.

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”. A single house type is described in the supporting text as one “with the same number of bedrooms and of the same design or generally similar characteristics”.

The housing mix of the original proposal, based on a total of 447 homes, can be broken down as follows:

- Studios: 12 (3%)
- 1-bedroom dwellings: 251 (56%)
- 2-bedroom dwellings: 124 (28%)
- 3-bedroom dwellings: 31 (7%)
- 4-bedroom dwellings: 29 (6%)

The scheme has since been amended, with the total number of dwellings reduced to 362 (comprising 301 apartments and 61 houses). The mix of unit types has been described in the revised accommodation schedule as follows:

- 1-bedroom dwellings: 182
- 2-bedroom dwellings: 120
- 3-bedroom dwellings: 3
- 3/4-bedroom dwellings: 57

It should be noted that many of the 1-bedroom apartments are of an open plan layout without fully enclosed bedrooms, so might be more accurately described as studios. However, these apartments are of a much more spacious nature than the average studio, so it is not deemed necessary to differentiate between those units with and without dividing walls, as they will cater for a similar market.

The case officer also considers that the description of the “3/4-bedroom” dwellings, which applies to the townhouse in Volume 3 and the two back-to-back house types (type CV1 and CV2), is somewhat inaccurate and unspecific. The plans clearly show

that the Volume 3 townhouse and house type CV1 have four bedrooms, whereas house type CV2 only has three bedrooms. The Local Planning Authority would therefore represent the true housing mix as follows:

- 1-bedroom dwellings: 182 (50%)
- 2-bedroom dwellings: 120 (33%)
- 3-bedroom dwellings: 32 (9%)
- 4-bedroom dwellings: 28 (8%)

Whilst 1 and 2-bedroom dwellings may not ordinarily be expected to dominate a major residential development outside the city centre, it should be acknowledged that Phase 1 of Attercliffe Waterside is intended to be a catalyst project, bringing in large numbers of new residents and establishing a desirable neighbourhood. An influx of young professionals, expected to be the target market, would achieve those aims. Later phases of the project are expected to be more family-orientated, and it is positive to see several larger family dwellings also included within the first phase. The overall housing mix has been improved in the amended plans, with 1-bedroom dwellings accounting for a slightly lesser proportion of the development, and the proposal does not strictly conflict with policy CS41. The mix of accommodation can be accepted.

Design and Visual Impact

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 BE10 states that the design of streets and routes should, amongst other requirements, make them convenient and safe to use, maximise the personal safety of pedestrians, create attractive and useable areas where people can gather informally, and minimise the conflict between pedestrians, cyclists and motorised traffic. 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 add to the overall quality of the area, be visually attractive as a result of good architecture, be sympathetic to local character and history, establish or maintain a strong sense of place, and create places that are safe, inclusive and accessible.

Layout and Public Realm

The design and layout of the proposed development has been refined over prolonged discussions with the Local Planning Authority at pre-application stage, and was considered to be broadly successful upon full application submission, though some further improvements have been made during the course of the application.

Phase 1a

Phase 1a is designed to build upon and celebrate the existing industrial character of the site, with the retention and repurposing of existing buildings at and adjacent to Spartan

Works enhancing the sense of place. The use of frontage buildings for commercial uses will create a sense of activity on the approach from the city centre to the main high street at Attercliffe Road. Whilst a glazed link would be erected in the existing gap between retained buildings Ex04 and Ex05, there would still be a reasonable degree of pedestrian permeability into the site from Attercliffe Road, with three entrances in between buildings Ex03 and Ex04; through the archway of building Ex03; and along the servicing access road adjacent to building Ex01, which is indicated as a paved shared surface.

The existing brick boundary wall to Staniforth Road would be retained, and would conceal bicycle and refuse storage from public view. Volume 13 would abut the boundary wall, with the windows of the upper floors providing a positive presence onto Staniforth Road. An additional pedestrian entrance from Staniforth Road would be provided adjacent to Volume 13, and although this was initially indicated as a narrow and somewhat uninviting gateway, the amended plans show a wider and more inviting threshold.

Adjacent to the canal, Volume 11 would be constructed within the large-span steel shell of one of the more modern Spartan Works buildings, with Volume 1 sitting adjacent, behind elements of retained canal wall. Both would have an attractive presence when viewed from the canal corridor. Volume 12 would sit in between the retained buildings and Volume 11, providing further enclosure to the Phase 1a courtyard, which would be a hard surfaced landscape with outdoor seating areas spilling out from the commercial units. The steel frame of an existing industrial building to the rear of buildings Ex03 and Ex05 would be retained to act as a sculptural focal point over the seating, and a remnant of the site's industrial past. A basketball court was originally proposed adjacent to Volume 12, and whilst the idea of providing a formal sports/leisure facility was supported in principle, officers raised concerns about potential disturbance to Volume 12 residents through noise and airborne balls in very close proximity. The amended plans show an undefined "sports area" in place of the basketball court, with the precise nature and design of this space to be left to condition, at which point the Local Planning Authority will seek to ensure that the chosen use is compatible with the adjacent residential buildings.

Phase 1b

Most of Phase 1b has already been cleared, so whilst Phase 1a creates a sense of place focused on the existing industrial character, Phase 1b seeks to create a new, greener landscape. All parking for the development is contained within an undercroft car park accessed from between Volumes 3 and 6, with a landscaped podium above, dominated by extensive planting and informal gravelled pedestrian routes, in contrast with the starker expanses of block paving in Phase 1a. The proposed naturalistic landscaping is supported in design terms, and would make for an attractive residential environment. The podium would receive a positive sense of activation from the apartment buildings and houses on all sides, each of which would include individual ground floor residential entrances directly from the podium, with semi-private amenity spaces delineating the threshold between domestic and communal.

Ramped entrances to Phase 1b would be located between Volume 3 and building Ex05 (with this route leading to the canal bridge and forming the main threshold between

Phases 1a and 1b), and at the western extent of the site, adjacent to Volume 9. Additional stepped entrances would be located between Volumes 3 and 6 (adjacent to the vehicular undercroft access), between Volumes 6 and 7, and between Volumes 7 and 9, with the level of permeability into the development having been increased at officers' request.

The pedestrian routes in Phase 1b would lead through and around the back-to-back houses in Volumes 2, 5 and 8 to the canal frontage, creating a pleasant waterside promenade. The original design included five shorter terraces of back-to-back houses with narrow routes in between, and officers raised concerns that these spaces could feel uninviting and unsafe. Consolidating the houses into three volumes, with larger through-routes, is considered to result in a more welcoming environment.

Effingham Road is proposed for pedestrian priority with a segregated cycle lane, and is intended to be closed to all vehicular traffic other than occasional servicing. Volume 10 was originally V-shaped, creating a triangular public square adjacent to Effingham Road, although the form of this building has been revised and the public space has been shifted to the eastern side of this plot. Whilst the public space may be slightly smaller than originally proposed, it has been given a more domestic feel as a result of a newly introduced wing of two-storey houses. These houses would wrap around to create a sense of enclosure, protecting the space from the harsher road environment adjacent, whilst also letting more natural light into the space. Individual domestic thresholds would again create a sense of activation.

Overall, the proposal is supported in terms of layout and public realm. The central concept of a car-free landscape, together with the creation of two distinct character areas in Phase 1a and Phase 1b, would lead to an enhanced sense of place and a welcoming residential environment.

Alterations to Retained Buildings

Alterations to the retained and repurposed buildings in Phase 1a would be minimal on the whole. Existing windows and doors would be retained where possible, with glazing upgraded to double glazing. On the elevation facing Attercliffe Road, the only substantial change would be the blocking up of windows and removal of tiling on building Ex04 (former public house), with the front façade to play host to a brightly coloured mural (details of which would be reserved to condition). The existing adjoining structure to the east of that building would be demolished, creating a prominent entrance to Phase 1a, and a new glazed link would connect buildings Ex04 and Ex05. Whilst this would significantly alter the character of the street, it is considered that the overall impact would be positive, creating a lively focal point and a fusion of old and new. The glazed link and new site entrance would compensate for the loss of glazing in building Ex04.

To the rear of the buildings, solar panels would be installed on the south-facing roof planes, and new openings would be created at ground floor level to address the Phase 1a courtyard. Much of the new glazing would be of a modern style, with larger proportions than other existing windows, but this is not considered to be harmful to the character of the existing buildings overall, particularly given that the street frontages would be mainly unaffected. The limited alterations would assist in breathing new life

into the retained buildings and enhancing the sense of place in Phase 1a.

Phase 1a New Buildings

Volume 1

Volume 1 is proposed as a four-storey apartment building sitting behind the retained canal wall, clad in diamond-shaped fibre cement tiles in a terracotta colour on the upper floors, with a larger format off-white fibre cement cladding to the ground floor. Windows would have natural timber surrounds, and access to the flats would be via external decks facing the Phase 1a courtyard.

The massing of the building is considered to be appropriate, providing enclosure and activation to the canal without being too oppressive in height. The materiality is considered acceptable, with the terracotta cladding serving to reflect the tonality of the red brickwork which is characteristic of the area, but with a more contemporary appearance. The external access decks would create a sense of activity to the courtyard-facing elevation. The roof form was originally proposed as a sawtooth design, but the applicant has since amended this to a series of dual-pitch bays after modelling demonstrated that this would allow for increased carbon savings and solar panel coverage. Officers have no objection to the amended roof form, which is reflective of the industrial vernacular in Attercliffe. Volumes 9, 12 and 13 are still proposed with a sawtooth design, so the contrasting roof form to this building would add to the diversity of the scheme's roofscape overall.

Volume 11

Volume 11 would sit within the retained steel portal frame of one of the largest former Spartan Works buildings, representing a creative homage to the site's former use. This apartment building would be four storeys in height, with a shallow dual-pitched roof and set-back terraces on the top floor. Grey profiled cladding to the upper floors would accentuate the industrial appearance of this part of the site, whilst the window frames and ground floor off-white cladding would harmonise with the adjacent Volume 1, which is of a similar height. This building is considered to be sensitively designed overall, and would encapsulate the positive juxtaposition between industrial remnants and modern residential construction.

Volumes 12 and 13

These are the smallest apartment buildings within the scheme, each being four storeys but with only two dwellings on each floor. Both buildings would be entirely finished in blue/black diamond-shaped fibre cement cladding, with sawtooth roofs which reflect the industrial character of the area. Window surrounds would be timber to match Volumes 1 and 11. Officers initially expressed concerns about a lack of fenestration on the north-east elevations of each building, which would face the eastern access road and Staniforth Road respectively. The revised design includes additional windows to the first and second floors, providing an improved frontage to the eastern edges of the site.

Phase 1b New Buildings

Volumes 2, 5 and 8

These three volumes are terraces of back-to-back houses, representing the most traditionally domestic scale of development within the scheme. As discussed above, the terraces were previously divided into five smaller blocks with narrower pedestrian routes in between, but have since been consolidated into three volumes in order to provide wider, safer routes. The terraces would be three storeys tall, but slightly raised above ground level at the canal side, due to ventilation requirements for the car park below. The houses would provide a dense, active frontage to the canal and a positive streetscape to the landscaped podium. The volumes would be flat-roofed with private terraces above each house.

Originally, each volume was designed with a different cladding colour. However, the proposal has since been amended to unify the volumes with a smooth black cladding to each terrace on the upper floors. Colour would instead be introduced on the ground floor, with each house being delineated by a different colour. Details of materials and colours would be secured through condition, but the plans show an indicative palette of orange, cream, green and blue for the ground floor entrances. Officers are supportive of the redesign, which gives each dwelling its own identity and adds variety to the facades. There were some concerns about large unbroken expanses of black cladding on the upper floors, but the design has been further revised to provide a natural mill finish metal downpipe in between the houses, introducing a sense of verticality to break up the facades and emphasise the sense of delineation along the terraces.

In the amended proposal, further playfulness is achieved by vertically and horizontally varying the position of the square window on the first floor of each dwelling, whereas the larger second floor window is centrally aligned on each house. Additional fenestration to the north-east elevation of volume 2 has been added at officers' request, providing activation to the ramped central route linking Attercliffe Road to the new canal bridge. In contrast to the timber window surrounds on most apartment buildings within the scheme, the houses would have natural metal window surrounds. This variation of detailing within the development is supported, and the final design for the houses is distinctively contemporary, of a high architectural quality.

Volume 3

As originally proposed, Volume 3 was a five-storey apartment building, with the ground floor forming part of the undercroft car park and four floors of accommodation provided above. The building was proposed with a sawtooth roof form and diamond-shaped fibre cement cladding in a blue/black colour. Over the course of the application, this building has been reduced in height by one storey, the cladding colour has been changed to terracotta, and the roof form has been changed to a series of dual-pitch bays similar to Volume 1, as discussed above. These amendments are all supported by officers, with the reduced height representing a more appropriate scale for Attercliffe Road, and the terracotta cladding bringing a sense of warmth. The roof form would still offer some reference to the industrial vernacular, tying in attractively with the gable end of the adjacent retained building Ex05.

Officers were initially concerned by the fenestration on the upper floors of the Attercliffe Road frontage, which featured narrow windows in a somewhat disordered pattern. The

amended window arrangement is more ordered and achieves a better solid-to-void ratio, with more generous fenestration. Window surrounds would be timber, matching most other new buildings on the site.

Turning to the ground floor, officers have repeatedly raised concerns over proposed mesh screening to the car park, which would provide a blank and utilitarian frontage, being detrimental to the street scene of Attercliffe Road. Whilst it has not been possible to provide more active uses at ground floor due to the requirements of the car parking strategy, the applicant has now committed to integrating some form of public art into the car park screening, providing improved visual interest – details of this would be secured through condition. At officers' request, a communal entrance to Volume 3 is now provided from Attercliffe Road, with generous glazing and a feature metal surround, offering a focal point for passing pedestrians. A narrow planting strip between the footpath and the building would also soften the impact of the car park. Whilst the screening still does not provide the optimum solution to ground floor frontage, these agreed mitigation measures improve the overall appearance of Volume 3, and its design is now considered to be acceptable on balance.

Volumes 6 and 7

As originally submitted, these volumes were conceived as a single nine-storey building (including the parking undercroft), which was considered by officers to be highly unsatisfactory. The massing of the proposed building was slab-like and oppressive, creating a dark canyon when combined with the even taller Volume 10 opposite. Analysis of a 3D digital massing model demonstrated that the building would be completely out of keeping with its surroundings, and the newly pedestrianised Effingham Road would be heavily overshadowed, undermining attempts to improve the public realm. A two-storey cut-through in the middle of the building formed an uninviting entrance to Phase 1b.

The issues were confounded by unsympathetic materials and detailing, with dull dark grey cladding and minimal fenestration on the first and second floors facing Attercliffe Road, and car park mesh screening on the ground floor (raising similar concerns to Volume 3). External deck access was proposed to the upper floors, but whilst this is successful on the courtyard-facing elevations of Volumes 1 and 11, the steel structure was felt to be overly utilitarian in appearance when applied to such a large building facing a prominent street – overall, it was felt that the building turned its back on the surrounding area.

In response to officers' comments, the applicant has completely redesigned this part of the scheme and reduced the overall scale and quantum of development. The former Volume 6 has been split into two buildings, allowing for a more inviting stairway to the landscaped podium in between. The height has been reduced to four storeys (including the parking level), dramatically increasing light penetration to Effingham Road, and better reflecting the character of the surrounding area. Each building would have a dual-pitched roof, with natural grey fibre cement cladding wrapping around both the walls and the roof planes, appearing as an elegant modern interpretation of an industrial shed. Above the parking level, Volume 7 would be set back from the street to create a terrace overlooking Effingham Road, further increasing the sense of openness to the public realm. Timber window surrounds would tie in with buildings elsewhere on the site, and

would soften the grey buildings. The external access decks have been omitted. Similarly to Volume 3, generous glazed entrances and public art are proposed to add interest at street level, mitigating the blank car park frontage. A strip of planting adjacent to the new cycle path would also act as a visual buffer to soften the frontage. The amended design for Volumes 6 and 7 is considered to represent an enormous improvement on the original submission, and is now supported in terms of visual impact.

Volume 9

Volume 9 is an apartment block with two townhouses on the southern end. As originally proposed, this building was five storeys with a flat roof, finished in fibre cement cladding of an off-white colour to the bottom two floors and dark grey to the top three floors, with the townhouse cladding being diamond-shaped and terracotta in colour. External access decks were proposed on the west elevation, serving the top three floors.

Officers were initially concerned that Volume 9 would have a utilitarian outward-facing appearance, due to the external access decks, minimal fenestration on the ground and first floors, large-format cladding and flat roofline. These concerns were similar to those raised for Volume 6 and, although Volume 9 was never as tall, it does sit in a sensitive position opposite the Grade II listed Baltic Works.

Volume 9 has since been amended to feature a saw-tooth roof, which adds visual interest and acts as a reference to industrial building forms in the Attercliffe area. The lower two floors of the apartments would now be finished in terracotta cladding, tying in more effectively to the tonality of surrounding red brick buildings (including Baltic Works) and echoing the brickwork plinth on Volume 10 (discussed below). Blue/black diamond cladding would be used for the upper floors, with the small-format panels adding greater textural interest. The end townhouses would be clad in smooth black cladding to match the townhouses at Volumes 2, 5 and 8, clearly delineating the different typology. The external access decks remain, but are now more effectively integrated into the overall design of the building, whereby the structural frame would reflect the rhythm of the sawtooth roof above. The design of Volume 9 is now supported overall.

Volume 10

Volume 10 was originally proposed as a striking tower with a V-shaped plan, featuring two wings rising from a minimum of 10 storeys to an apex at 15 storeys. The building was proposed to be entirely clad in black steel, further accentuating its boldness. In the predominantly low-rise context of Attercliffe, a 15-storey building would undoubtedly tower above its surroundings and act as the area's main landmark. Analysis of massing models in the digital 3D model of Sheffield has demonstrated that Volume 10 would be highly visible from a wide range of views, including long views along Attercliffe Road and the canal, views down to the valley from high vantage points at Sky Edge and Wincobank Hill Fort, glimpses from the railway line on the approach to Sheffield, and even views out of the city from tall buildings within the city centre. The building would, essentially, have a major impact on the city's skyline.

Sheffield's adopted stance on tall buildings is contained in policy CS76 of the Core Strategy, but this applies only to city centre buildings. Buildings outside the city centre are generally expected to reinforce the character and scale of the surrounding area, in

accordance with the other design policies discussed above. As such, it is not common practice for the Local Planning Authority to support tall buildings outside the city centre, and exceptional circumstances must be demonstrated.

In this case, officers are willing to accept a tall building on the basis that it would act as a marker of the importance of this catalytic phase of Attercliffe's regeneration, whilst also facilitating a high-density new community to bring activity back to the Local Centre. Whilst there are listed buildings nearby whose settings would be partially altered (as discussed below), the site is not in a Conservation Area and Attercliffe's prevailing character has been eroded over the decades by unsympathetic modern industrial development. A tall building at Attercliffe Waterside, if executed well, would provide a unique opportunity to signal a bold new character for the area, with contemporary architecture of a high quality, representing an exceptional circumstance rather than being seen as a precedent for further buildings of height in the area.

As discussed above, officers initially had concerns that, taken together, Volumes 6 and 10 would create an oppressive canyon on Effingham Road, with an excessive mass of slab-like built form. The main concern was with Volume 6, as it was felt that the height and prominence of Volume 10 could be justified by its distinctive pointed shape, subject to being given more breathing space through a height reduction to neighbouring buildings. Nonetheless, in response to officers' feedback, the applicant elected to completely revisit the design of Volume 10 in conjunction with the remodelling of Volume 6. Potential buildability issues with the complex form of Volume 10 also contributed to the decision to change its design.

The final design for Volume 10 now has three elements. At the centre is the main tower, now reduced to 14 storeys but with a flat roof. The tower is an extruded trapezoidal form, meaning that its south-west and north-east corners form acute angles, whereas the angles of the north-west and south-east corners are obtuse. This shape is derived from the existing street pattern and, whilst perhaps less striking than the previous pointed design, the angles of the building would still lend the tower a degree of distinctiveness. The new shape of the tower would also give an improved sense of openness to the pedestrianised sense of Effingham Road, as the form of the building would no longer completely envelope the public realm.

Adjoining the tower at the southern side of the building would be a seven-storey element with a roof terrace, providing an effective transition down to the scale of Volume 9. To the east of the tower would be a small two-storey wing wrapping around a landscaped public space, comprising just two townhouses. This element introduces a more domestic scale, whilst also providing a degree of enclosure and protection to the public space. The townhouses, together with the ground and first floors of the remainder of the building, would be finished in reclaimed red brickwork, giving the impression of a 'plinth' with improved solidity to ground the building and reference the local vernacular.

The upper floors would still be boldly clad in black, but the cladding would now be profiled, providing improved textural interest and a sense of movement, as the sunlight reflected in the cladding profiles would change throughout the day. The profiled cladding would also echo modern industrial uses in the wider area. The window pattern would be semi-irregular, with projecting natural metal window frames further animating the façade. Officers had encouraged the applicant to delineate the 7-storey section through

a change in material or some form of vertical break, but the applicant felt that the building would read more effectively as a single form. They have instead added feature corner windows at seemingly random intervals up the tower, with uninterrupted glazing at these corners appearing as a 'bite' taken out of the building, adding another element of animation. Overall, the amended design for Volume 10 is considered to be effective, and exceptional circumstances exist to permit the delivery of a tall building in this location.

Canal Bridge

The proposed canal bridge is a crucial aspect of the proposal, increasing pedestrian accessibility for prospective residents. The bridge is designed to sit at an angle to the canal, but perpendicular to the utilities bridge adjacent to Volume 11 (which is retained for Phase 1 of the project, as it is still serving businesses south of the canal). As originally proposed, the bridge would have been constructed from a series of steel fins, angled to create a geometric pattern. Concrete abutments at each end would have supported the structure.

Whilst the design was generally considered attractive, several functional concerns were raised by the Canal and River Trust, including the potential for the concrete abutments to appear unsightly from the towpath and become a magnet for graffiti, and the lack of information on the height clearance from the canal and towpath. The Canal and River Trust also expressed a preference for the bridge to cross the canal at a right-angle.

The design has been amended to show minimal abutments, appearing to touch the ground lightly and with planting to cover any visible element of the abutments. The bridge would sit 3.1 metres above the water level and towpath, which is deemed satisfactory in principle by the Canal and River Trust. The bridge still sits at an angle, but this has now been accepted due to its more lightweight design, and officers consider that the angle of the bridge works effectively with the wider development layout.

The bridge balustrades are now envisaged as two gently curving corten steel blades, inspired by the artworks of Richard Serra. The new design is less angular and is considered to be attractive in principle, although further details are required through condition, including details of any anti-graffiti coatings to prevent vandalism to the flatter surfaces. The corten steel would provide a warmly rustic appearance, tying into the tonality of the red brick canal walls and terracotta cladding to the adjacent Volume 1. The balustrade height of 1.2 metres and perforated footway would allow visual appreciation of the canal for bridge users.

For Phase 1 of the Attercliffe Waterside, the primary purpose of the bridge is to connect pedestrians to the towpath on the south side of the canal, although in future it is intended that the bridge will create a direct route through to the Woodbourn Road via later phases of the development. In the interim, the applicant has confirmed an intention to provide a temporary route to Woodbourn Road via Ripon Street, which would require some form of boundary treatments between the bridge landing and the adjacent industrial uses and unsafe vacant land. Details of these temporary boundary treatments and transition routes can be secured through condition.

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. As discussed above, the main public art interventions in the proposed development would be the mural on building Ex04 and some form of artwork to be integrated into the ground floor car park screening on Volumes 3, 6 and 7, both of which would be secured through condition. The retained steel frame over the seating area in Phase 1a, and the sweeping curves of the canal bridge, will also provide sculptural elements within the scheme. There could be opportunities to further integrate artworks into the landscaping scheme, including around the play equipment and sports area, and this can also be secured through condition.

Heritage and Archaeology

The application proposal affects the setting of several listed buildings, and non-designated structures within the site are also considered to hold some heritage significance. The site has archaeological potential relating to its industrial past. As such, the application submission included a Heritage Impact Assessment and Archaeological Desk-Based Assessment.

Policy BE19 of the UDP states that proposals for developments affecting the setting of a listed buildings will be expected to preserve its character and appearance. 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. Heritage policies in the UDP are not considered to fully 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. Paragraph 209 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Impact on Neighbouring Heritage Assets

The submitted Heritage Impact Assessment (HIA) discusses the impact on the significance of several neighbouring listed buildings, as well as structures included in

the South Yorkshire Local Heritage List. The following heritage assets are discussed, all dating from the 19th and early 20th centuries:

- 5 Birch Road (Grade II)
- Bacon Lane canal bridge (Grade II)
- Baltic Works (Grade II)
- Crucible Steel Works at Effingham Road (Grade II)
- Yorkshire Bank (Grade II)
- Montague Burton Ltd (locally listed)
- Banners Department Store (locally listed)
- St Charles Borromeo RC Church (locally listed)

The HIA does not identify the site as contributing positively to the setting of any of the above heritage assets as existing, either due to vacancy or due to lack of a functional townscape relationship. It is suggested that the proposed development will enhance the setting of the buildings by introducing new residents to the area and increasing activity and vibrancy, in turn increasing appreciation of neighbouring heritage assets. However, the HIA does acknowledge that the significant height of Volume 10 would increase intervisibility between the site and neighbouring heritage assets, altering the experience of these buildings and structures in a visual sense.

Despite this acknowledgement, the submitted HIA is deficient in neglecting to analyse how key views of heritage assets might be affected by the taller buildings in the scheme, thus limiting the validity of its conclusions. In addition, as originally submitted, the HIA failed to include reference to the former Trustee Savings Bank (Grade II) which sits adjacent to the Yorkshire Bank building, in close proximity to the application site.

Whilst the HIA has its limitations, the Local Planning Authority has nonetheless been able to utilise a digital 3D model of Sheffield to independently analyse the impact of the development on neighbouring heritage assets. It is evident that Volume 10, in particular, would be highly conspicuous in views of all heritage assets: it would become a dominant presence on Attercliffe Road, affecting views of Baltic Works and the Crucible Steel Works from the west, and views of the Yorkshire Bank, Trustee Savings Bank, Montague Burton Ltd and Banners Departments Store from the east. Volume 10 would be seen to tower above 5 Birch Road and St Charles Borromeo RC Church in views looking south. The whole development would be highly visible from the Bacon Lane bridge, with this bridge now being experienced in a far more urbanised context. Volume 9 would sit immediately adjacent to Baltic Works and would be significantly higher at five storeys, dominating the listed building to some extent.

For the above reasons, it is reasonable to conclude that the development would cause some harm to the setting of designated and non-designated heritage assets, due to its prominent presence and modern appearance, which would contrast greatly with smaller-scale Victorian historic buildings. However, it is agreed that the proposal would also bring some enhancement through increased activity and the site being brought into beneficial use. The relationship between the site and neighbouring heritage assets is largely incidental, and the new buildings would not disrupt any significant designed views. The incoming population would increase public appreciation of heritage assets in the area, and it is notable that the siting of Volume 9 would essentially enable the reinstatement of the historic street pattern, whereby Lovetot Road would extend south

to the canal, allowing public access along the side wall of Baltic Works and improving visibility of this heritage asset. Overall, the level of harm to neighbouring heritage assets is deemed to be less than substantial, and would be outweighed by the benefits of the proposal in terms of regeneration and housing growth.

Heritage Significance Within the Site

Spartan Works is identified as a non-designated heritage asset within the submitted HIA, having originally formed part of the Attercliffe Steel Works. The two-storey entrance range and surviving canal-side frontages date from the mid-19th century and have clear architectural merit. The former illustrates the 'public face' of the steel works, whilst the remnants of frontage walls to the canal point to the form and character of the historic steel workshops. Other constituent buildings within Spartan Works were not surveyed for the HIA, and are concluded through cartographic analysis to date mainly from the 20th century, with little significance. The HIA concludes that the re-use of buildings and remnant structures will maintain part of its character, continuing to reflect its phased development and representing an enhancement. The cumulative impact of proposed areas of demolition is described as representing a low level of less than substantial harm to the complex's overall significance.

Hallamshire Historic Buildings (HHB), a local heritage interest group, have submitted objections against the proposal which, among other matters, focus on the lack of any detailed assessment of heritage significance of the structures to be demolished, both within Spartan Works and on the wider site. HHB highlight that the site was formerly an integral part of a thriving community in which a range of industries, including both metal trades and other businesses such as refractories and corn mills, occupied the same streets as their workers, who also relied on local facilities such as shops, public houses and benevolent institutions (including the Sheffield Provident Dispensary, which operated from 5 Birch Road). HHB consider that the approach of the HIA, in focusing on visual impacts and reducing the analysis to only the most architecturally interesting or complete buildings, neglects the interrelation between different structures and uses. They suggest that extensive demolition within the application site would not only lead to localised loss of heritage fabric, but would also harm the setting of neighbouring listed buildings by further eroding the industrial character that forms an integral part of their context.

In particular, HHB highlight the existence of small standing buildings around the position of the proposed Volume 1, which appear from cartographic analysis to be amongst the earliest buildings on the site and could have been integrated into the scheme. They also suggest that the building running from the junction of Attercliffe and Effingham Roads to the canal, which would be demolished to make way for aspects of the Phase 1b development, holds significance as the most substantial remnant of the Pickford, Holland & Co. Ltd. brick manufacturers, dating from the late 19th century. The manufacture of refractory products was critical to the construction of furnace linings and other structures used in processing steel. HHB suggest that part of this building should be retained, or at least the site layout designed to reflect its former shape. HHB have further requested that the tiled frontage of the former Sportsman Inn (building Ex04, dating from the 1950s or 1960s) be retained to highlight its past use as a public house. Finally, they have highlighted that the boundary wall at Staniforth Road incorporates decorative stone features at pavement level, which are the bases of former shopfront

pilasters at the Brightside & Carbrook Co-Operative Society store, otherwise destroyed in the 1940 blitz – HHB request that these features are retained and celebrated with a plaque or information board to explain their significance.

On reviewing the application submission and HHB's comments, the Conservation Officer agreed with the core principle that a more thorough assessment of standing buildings on the site would be necessary, as the HIA was insufficiently detailed and did not properly consider all potential non-designated heritage assets. An amended HIA was submitted in May 2024, including additional analysis of standing buildings within the site. The two-storey building to be replaced by Volume 1 dates from the late 19th century and would have formed part of Attercliffe Steel Works, but is in an unsuitable state for conversion due to dilapidated materials, and moss and vegetation which has penetrated into the brickwork. Other buildings behind the canal wall date from a similar period, although there have been modern interventions, including bricked up windows and modern beams. Frontages on the southern boundary of the application site are skin-deep and semi-ruinous in condition. The remaining Pickford Holland buildings have been substantially altered over the course of the 20th century and are deemed to hold minimal retained heritage significance in themselves. The building running from the junction of Attercliffe and Effingham Roads to the canal is assessed as having low significance, due to clear 20th century alterations, although it is acknowledged to make a contribution to the surviving elements of the industrial complex at this site. The report again concludes a low level of less than substantial harm to the heritage significance of the former industrial complexes on the site, and argues that this is justified by the need to integrate the proposed residential buildings within the site through a coherent landscaping scheme.

Having reviewed the amended HIA, the case officer and Conservation Officer are content to accept the demolition of the Pickford Holland buildings and the smaller Spartan Works buildings adjacent to the canal, as they would facilitate a well-functioning development layout with a high standard of public realm, outweighing the loss of historic fabric. Archaeological investigation, building recording and archiving can ensure that our understanding of the past character of the site is preserved. HHB's request to retain the existing tiles on the frontage of building Ex04 is not considered to be necessary, as this building carries little architectural significance in itself, and its retention (despite being heavily modified) would still nod to its past use as a pub. It is also important to note that none of the standing buildings within the site are listed by Historic England, so they could all be demolished under permitted development rights without the need for full planning permission – this proposal would ensure a positive future for the most significant and attractive buildings.

Nonetheless, HHB's request relating to the pilaster bases at the Staniforth Road boundary wall, together with some form of information board, is reasonable and would facilitate an opportunity for passers-by to appreciate remnants of historic fabric, without compromising the overall design of the scheme. A subsequent request by HHB for a site-wide heritage interpretation scheme is also supported. These can be secured through condition.

Archaeology

An archaeological Desk-Based Assessment (DBA) was submitted with the application,

covering later phases of the Attercliffe Waterside project in addition to the application site itself. The DBA identifies that, whilst there could be potential for post-medieval remains at the recreation ground to the south of the canal, the same cannot be said for the Phase 1 site. At Phase 1, though, there is high potential for archaeological remains from the 19th and 20th centuries, relating to former industrial development. This includes both standing buildings and below-ground remains, including the remains of Fitzalan Works (a facility producing iron, steel, wire, files and edge tools on the Phase 1b site), Attercliffe Corn Mill and Attercliffe Steel Works (now Spartan Works). There is also potential for the remains of back-to-back workers' housing. A programme of building recording and trial trenching is recommended in the DBA.

South Yorkshire Archaeology Service (SYAS) have commented on the DBA, identifying that little detail has been submitted regarding the archaeological interest of the standing buildings. In terms of below-ground evidence, the DBA could go further in discussing the likely nature of buried remains and their potential significance, including map overlays to indicate the areas of the site which might have the highest potential. The trial trenching is critical to provide clarity on what below-ground mitigation work may be required. It is notable that the site requires ground remediation to facilitate safe development, which could be damaging to archaeological features if the programme of investigation is not properly integrated, with trial trenching ahead of any slab removal. In general, whilst much of the archaeological investigation could be secured through condition, it was felt that a certain amount of additional detail was required before planning permission could be granted.

Over the course of the application, the applicant and their consultants have worked with SYAS to strengthen the archaeology strategy in advance of determination. A Written Scheme of Investigation (WSI) has been submitted, including more detail on potential features of significance, including what may be the remains of kiln structures at the former Pickford Holland works, representing a rare survival of such fabric. It is anticipated that any surviving buried remains would be of local to regional significance. SYAS are now satisfied that the level of harm to the archaeological interest of heritage assets is less than substantial and can be weighed against the benefits of the scheme as appropriate. The WSI, including its proposals for evaluation trenching, recording and reporting, can be approved, with SYAS to be further consulted at the relevant stages of investigation to ensure that the methodology is agreed and monitored.

Residential Amenity

Paragraph 135(f) of the NPPF requires developments to provide a high standard of amenity for existing and future users. Paragraph 193 states that planning decisions should ensure that new development can be integrated effectively with existing businesses. Existing businesses should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business could have a significant adverse effect on new development in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation.

Policy GE24 of the UDP 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 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

The application site is located in proximity to several industrial facilities, and sits on a busy road dominated by heavy vehicular traffic. A Noise Impact Assessment (NIA) was submitted with the application, outlining results from a noise survey with several monitoring locations around the application site. The survey identified that whilst noise from industrial and commercial uses is apparent, these do not have a significant impact on the application site in the context of much higher noise levels caused by traffic. The NIA set out that whilst there is a medium to high risk of adverse noise effects on new residents, this can be mitigated by robust acoustic design. A scheme of sound insulation is proposed, based on a closed-window strategy with enhanced acoustic glazing and an additional source of ventilation provided. The Environmental Protection Officer was initially satisfied with the methodology of the report and its recommendations, concluding that the proposal would be acceptable with acoustic mitigation measures secured through condition.

Through the course of the application, representations were received by DLP Planning on behalf of Special Steel Co Ltd, a neighbouring industrial business operating from Bacon Lane and Birch Road. The business was concerned that noise and vibration caused by their existing operations had not been fully assessed within the NIA, and that the development could therefore include inadequate noise mitigation, resulting in pressure on their operations in breach of the 'agent of change' principle in paragraph 193 of the NPPF. They highlight that the red line boundary for the development in the NIA does not include Volume 10, and suggest that there should have been a monitoring point at the edge of the Volume 10 site, closer to their nearest building at Birch Road. In general, there is no consideration of vibrations that may occur from neighbouring industrial facilities, and the impact this might have on future residential amenity.

Upon reviewing these representations, the Environmental Protection Officer agreed that additional surveys were required to ensure that the proposed noise mitigation measures would be adequate. A Vibration Assessment was submitted in May 2024, finding no unacceptable impacts, but this did not include noise monitoring, and again failed to include a monitoring point adjacent to Volume 10 which would have captured noise and vibration from the Birch Road premises. In addition, the timing of the monitoring did not align with the most intense periods of operation for the neighbouring premises.

A further Assessment of Noise and Vibration was submitted in June 2024, with the timing of the monitoring properly coordinated with Special Steel Co Ltd. An additional location was selected for monitoring, being on Effingham Road between the Volume 10 and Volume 6/7 sites. The Environmental Protection Officer is satisfied with the methodology and findings of the report, which concludes that the vibration levels are below guideline values in British Standards 6472 and 7385, and that noise contributions from the relevant business do not increase measured noise levels above the original baseline by more than 3 decibels (the smallest perceptible difference).

DLP Planning submitted further comments on behalf of Special Steel Co Ltd, maintaining concerns that this monitoring position still did not represent the most

sensitive location to vibration and noise. Whilst the new monitoring location was still not optimally close Special Steel Co Ltd's Birch Road premises, it is understood that it was not possible to secure the monitoring equipment in a closer location, and the fact that noise and vibration levels were comfortably below guideline levels gives sufficient confidence that they would not be unacceptable if measured at the northern side of the Volume 10 site. Given that the monitoring was arranged to coincide with the most intensive periods of activity at the Special Steel Co Ltd premises, and no noise or vibration above traffic noise was detected, the Environmental Protection Officer is content to conclude that the impacts would be negligible.

In addition to noise from traffic and surrounding businesses, there is potential for noise disturbance to residents from the proposed commercial uses within the scheme, which include potential drinking establishments and leisure venues. Accordingly, the Environmental Protection Officer has recommended a series of planning conditions to control commercial noise generation, including limits on opening hours, details of plant and kitchen extraction, and limits on amplified sound. Whilst the use classes sought in the final proposal are flexible, a condition can be imposed to ensure that no more than 50% of the floorspace is used as a drinking establishment or music/leisure venue. Compliance with a submitted Construction Environmental Management Plan can also limit disturbance during the construction phase. Subject to these conditions, the proposal is acceptable in terms of noise.

Daylight, Outlook and Privacy

There are no neighbouring dwellings adjacent to the application site, so light and privacy considerations relate to the quality and layout of the proposed new dwellings only. In terms of daylight, all dwellings would feature windows to each habitable room, with several units benefitting from dual-aspect floor plans in Volumes 1, 3, 6, 9, 11, 12 and 13. The amended version of Volume 10 published on 11 March 2024 raised some concerns due to the inclusion of bedrooms with no natural light, but the floor plans have since been further amended to ensure that each room would benefit from at least one window. The back-to-back houses in Volumes 2, 5 and 8 feature bedrooms and living spaces with no direct windows, but they do benefit from generous light wells which would draw natural light into the habitable spaces at the rear of the plan. Similar house types have been delivered by the developer at their Kelham Island developments, and have proved commercially popular. The back-to-back houses are considered to provide an acceptable standard of daylight, allowing for the delivery of sustainable family housing at a high density.

Volume 10 is a very large building and has the potential to create significant overshadowing. However, its position at the northern side of the site is advantageous, ensuring that the shadows generally impact the surrounding roads and businesses rather than the adjacent dwellings in Volumes 6 and 7.

In terms of privacy, the dense form of development does not achieve the wide separation distances that might be expected of a more suburban development (for comparison, the Council's Designing House Extensions guidance aims to keep a minimum distance of 21 metres between facing windows). However, the Local Planning Authority may approve dwellings with shorter privacy distances in more urban locations, particularly in the city centre. Due to the well-connected location of this site, and the

opportunity to form an entirely new sustainable residential neighbourhood, privacy standards of a more urban nature are considered appropriate in this case.

In the amended proposal, the tightest distances between habitable facing windows are around 12 metres (e.g. between Volumes 7 and 8), which represents a typical front-to-front relationship as might be found on a Victorian street of terraced housing. The only tighter pinch point occurs where the northern end of Volume 2 approaches Volume 3 at an angle, resulting in habitable windows approximately 7 metres apart. This is a very close relationship, but has been mitigated by relocating the main upper floor windows of the end units of Volume 2 to the side elevation, facing the access ramp instead of Volume 3. The angle between the two buildings also mitigates overlooking to a certain extent. Whilst this relationship is not ideal, it can be accepted on the basis that it affects very few dwellings within the wider scheme, and that it allows for increased visual interest to the public realm, owing to the varying degrees of enclosure.

Finally, the window arrangements on the side elevations of Volumes 2, 5 and 8, and similarly on Volumes 6 and 7, have been amended at the case officer's request, to ensure that habitable windows are staggered and do not directly face each other across the narrow passages between these buildings. Overall, the proposal is now acceptable in terms of daylight, outlook and privacy.

Internal 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.

All new dwellings in the proposal would comfortably exceed the NDSS minimum for each unit type in terms of total floor area. Bedrooms would also be adequately sized, although it should be noted that the development includes some unconventional open-plan flat types without separately enclosed bedrooms, including a small number of 2-bedroom flats as well as studios. Whilst some residents might prefer the privacy of a separate bedroom, officers have no objection to flexible models of living, and these flats are sufficiently spacious that future residents could simply install partition walls at a later date if desired (without the need for planning permission).

Outdoor Amenity

Sheffield's adopted development plan policies do not specify an acceptable quantity of outdoor space for new dwellings, although the Council's Designing House Extensions guidance states that gardens should be at least 50 square metres. In the draft Sheffield Plan, the supporting text to policy NC8 (Housing Space Standards) defines 'appropriate private amenity or garden space' as 50 square metres for 1 or 2-bedroom houses and 60 square metres for houses with three or more bedrooms. For apartments, a minimum of 5 square metres of private outdoor space (balcony, terrace or garden) should be provided 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.

As discussed above, the concept for Attercliffe Waterside is that of a sustainable, high-density community, so it would be unreasonable to expect a suburban standard of private outdoor space to all dwellings. Nonetheless, new residents must be afforded acceptable living standards in order to meet the development's objectives of providing high-quality housing and creating a vibrant new community.

All family houses in Volumes 2, 5 and 8 would have a private roof terrace of approximately 34 metres, in addition to a delineated semi-private terrace to the front of their dwelling, measuring at least 3.7 square metres and 1.5 metres in depth. Whilst not meeting the standards that might be expected of a more suburban development, these two outdoor areas would provide a reasonable level of amenity and provide an attractive alternative model to traditional family housing. However, comparable large townhouse-style units in Volume 9 would have smaller roof terraces of approximately 14 square metres. Another larger dwelling spanning four storeys at the eastern end of Volume 3 would be served only by a semi-private ground-level terrace.

Turning to the smaller dwellings, only 20 units would have an entirely private terrace, being within Volumes 11, 12 and 13, albeit those terraces would be generously proportioned. Ground floor dwellings across most of the site would benefit from a semi-private terrace, though, and 10 dwellings across Volumes 1, 7 and 10 would have semi-enclosed outdoor spaces adjacent to a communal space. In total, of the homes without a completely private terrace, 54 would benefit from a semi-private outdoor space. Additionally, Volume 10 would have a communal roof terrace of approximately 140 square metres, equating to 1.2 square metres per apartment in that building.

Of the apartments with no private, semi-private or communal outdoor space, 76 would be accessed from an external deck which, whilst not constituting an amenity space as such, would at least allow residents easy outdoor access for some fresh air. This leaves 48 dwellings across Volumes 3, 6, 7, 12 and 13 which, whilst benefitting from Juliet balconies in many cases, would have no access to any residential outdoor space. Across the entire site, then, the outdoor amenity provision can be broken down as follows, expressed as percentages of the whole development:

- Fully private terrace: 78 dwellings (22%)
- Semi-private terrace only: 54 dwellings (15%)
- Communal amenity space only: 106 dwellings (29%)
- External deck access only: 76 dwellings (21%)
- No outdoor space: 48 dwellings (13%)

As illustrated above, there are shortcomings in private amenity space, although the public open space provision arguably offers some compensation. 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 and afforded very limited weight. 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, with no expectation for open space delivery

or contributions on smaller sites.

As the site measures only 2.3 hectares, there is no current policy requirement for public open space, yet high-quality landscaped areas form a key positive element of the proposal regardless, incorporating growing spaces and play elements such as swings, slides, trampolines and a sports area. An Open Space Plan has been submitted, categorising all outdoor areas as formal public space, informal public space or private space. However, this plan is somewhat misleading, as much of the outdoor space comprises pedestrian circulation routes rather than places to dwell. The case officer considers that the main areas of genuine public open space within the proposal are 'Effingham Square' adjacent to Volume 10 (approximately 143 square metres), the landscaped podium in Phase 1b (approximately 1438 square metres), the canal-side walk adjacent to the back-to-back houses (approximately 728 square metres), the hard landscaped Phase 1a courtyard (approximately 828 square metres) and the sports area (approximately 161 square metres). In total, there would be around 3298 square metres, or 0.33 hectares, of public open space, representing 14% of the site area. This also equates to nearly 9 square metres per dwelling, with this attractive public realm seen to effectively supplement the limited allocated outdoor space for residents.

In summary, the proposal is somewhat deficient in terms of residential outdoor amenity space, but this is partially compensated for by high-quality communal and public spaces, and would not represent a reason for refusal when balanced against the considerable regeneration benefits of the proposal.

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. Policy IB9(f) states that development in industry and business areas should be adequately served by transport facilities and provide safe access to the highway network and appropriate off-street parking. These policies are afforded moderate weight, as paragraph 109 of the NPPF goes further in seeking to actively limit travel demand.

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 making them convenient for people with disabilities, 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.

The guidelines are expressed as maximum standards, although it is stated that for any shortfall in parking the Council will need to be satisfied that this will not cause a problem, or can be otherwise managed. Outside the city centre, there should be one car parking space per 1-bedroom dwelling and two spaces per dwelling of two or more bedrooms, plus one visitor space per four homes. There should be a minimum of one covered cycle parking space per dwelling. For non-food retail, there should be one car parking space per 35 square metres of floorspace, and for uses falling within the superseded use class D2 (Assembly & Leisure, bearing some similarity to the Sui Generis uses sought through this application), there should be one space per 50 square metres.

Traffic Generation

The development is conceived as a low-traffic neighbourhood, with reduced reliance on the car. Vehicular trip generation is set out in a Transport Assessment, with estimates for the transport mode share at peak hours gleaned from residents' surveys at the same developer's Climate Innovation District in Leeds (a comparable development in similar proximity to a city centre, with the same target demographic).

The percentage of working residents driving to work is expected to be 17% (including both solo trips and car shares), with other adults either using more sustainable transport methods, working outside peak hours or working at home. Based on the original proposal for 447 dwellings, this would have generated 98 one-way vehicular trips during the 3-hour peak. When further narrowed down to the busiest peak hour, and allowing for additional morning arrivals and evening departures (not the dominant movement) based on national data, two-way car movements were estimated at 59 in the morning peak and 57 in the evening peak. Servicing and delivery trips vehicles associated with the development, again using national data, were estimated to add another 10 trips to the

morning peak and 9 trips to the evening peak. This would lead to a total two-way trip generation of 69 vehicles during the morning peak and 66 in the evening peak, equating to around one vehicle per minute. This is not anticipated to have a significant impact on the highway network, as the vehicles will quickly disperse around the network.

The Transport Assessment also addresses the potential cumulative impact when combined with future development at subsequent phases of the Attercliffe Waterside project, which are expected to deliver approximately 606 additional homes. Using the same mode share assumptions as Phase 1, the total morning peak hour trip generation is calculated as 112 vehicles, and the evening peak hour trip generation calculated as 98 vehicles. This equates to just under two vehicles per minute and is also not considered likely to have a significant impact on the highway network. However, whilst this assessment of cumulative impact provides some reassurance, it must be noted that the traffic impacts of future phases would need to be re-assessed in full, based on up-to-date information at the time of submission.

The Highways Officer initially expressed concerns about the low level of on-site parking and the reliance on comparisons to the applicant's Leeds development, with insufficient information provided to demonstrate that the parking would be sufficient to serve the development and would be managed appropriately. However, as discussed below, concerns over parking have now been resolved. As such, there are no objections to the trip generation estimates provided. It should also be noted that, since the Transport Assessment was undertaken, the overall scale of the proposed development has been significantly reduced from 447 to 362 dwellings, which will further lessen the impact on the road network. There is no need to repeat the Assessment in full, as the traffic impacts were already found to be acceptable at a higher quantum. A Travel Plan can be secured through condition, in order to set objectives and key actions to ensure that reliance on private vehicular transport is reduced and sustainable methods of transport promoted.

Development Layout, Safety and Servicing

The Highways Officer expressed initial concerns regarding a lack of detail relating to the vehicular access points to the site. There were also concerns about deliveries and servicing to the dwellings closest to the canal, which do not benefit from vehicular access. South Yorkshire Fire and Rescue also raised concerns about a lack of detail relating to fire appliance access in terms of turning points and the suitability of the canal-side footpath for accommodating a fire appliance in emergencies.

Over the course of the application, vehicle tracking of various service vehicles in different areas of the site has been provided, and the access points have been demonstrated to be safe. Servicing arrangements have been clarified in an addendum to the Transport Statement, identifying that deliveries and waste collection to Phase 1a will take place via the existing vehicular access to Spartan Works. The pedestrianised area of Effingham Road would include a new servicing area, with vehicular access for waste collection, service delivery and emergency vehicles only. On waste collection days, all bins from Phase 1b would be moved by a site manager from smaller refuse areas within the parking undercroft to the larger collection store. Deliveries to homes in Phase 1b would be via a delivery 'drop box' facility to be provided within a deliveries area adjacent to the Volume 7 lobby on Effingham Road. Residents would be expected

to collect items from this area within a certain timeframe. For bulky items, trolleys and carts would be available to transport items up to the dwellings via the lifts. For particularly large deliveries of household furniture, the site manager could arrange supervised access along the canal frontage. The Highways Officer is satisfied with the additional information provided, subject to further detail being secured through condition in a Servicing and Delivery Management Plan. South Yorkshire Fire and Rescue are also satisfied with additional information provided in relation to fire access.

A key element of the proposal is the closure of part of Effingham Road to vehicular traffic, other than occasional servicing and emergency vehicle access. Highways colleagues are satisfied that the design of the amended proposal will tie in effectively with the committed 'Connected Sheffield' active travel scheme along Attercliffe Road. The highway in this area is included within the application site boundary, and its closure would be subject to a separate process under section 247 of the Town and Country Planning Act 1990 (as amended), although the promotion of this closure can be required through condition. A legal agreement under section 106 of the Act can ensure that, despite being closed as public highway, public pedestrian access to this part of Effingham Road is maintained at all times. For the limited areas of landscaping and resurfacing which fall on highway land outside the site boundary, a Grampian condition can secure these highway improvements, which would also be subject to agreement with the Local Highway Authority under section 278 of the Highways Act 1980 (as amended).

Parking Provision

As discussed above, the underpinning concept for the development is a car-free landscape, with limited car parking in the undercroft beneath Phase 1b. The submitted Transport Assessment, for the original scheme of 447 dwellings, stated that 245 car parking spaces would be provided, but only 82 of these would be for use by residents of the proposed Phase 1 development, with the remainder being reserved for residents of later phases. Essentially, this would have meant that only 18% of dwellings would have access to a parking space, and that doesn't allow for visitor parking. The Highways Officer expressed significant concerns that insufficient evidence had been provided to demonstrate that such a significant shortfall could be managed effectively, without causing unsafe on-street parking on the surrounding roads.

The development has now been reduced to 362 dwellings, and the total number of parking spaces would be 229. An addendum to the Transport Assessment states that parking spaces will be sold separately to the homes, so that residents are encouraged to consider living without a private vehicle and will only purchase a parking space if they feel it is worth the additional investment. The developer will actively promote the development to prospective residents looking for a car-free lifestyle. It is also stated that two parking spaces would be reserved for a residents' car club, allowing residents to book a shared vehicle for occasional use without needing to own a private car. 10 spaces are proposed as visitor spaces, which would also be bookable by residents when they are expecting visitors. The Highways Officer is now satisfied that these management measures would prevent the limited parking from causing safety issues on the surrounding roads, subject to further details of the management strategies being secured through condition.

The addendum to the Transport Assessment no longer refers to a set number of parking spaces to be reserved for residents of subsequent phases, and officers do not consider it appropriate to impose conditions preventing the sale of a proportion of the on-site parking spaces if there is demand from residents, given that later phases are hypothetical and not yet committed. In planning applications for future phases, it will need to be demonstrated that the additional parking demand can be accommodated, with any on-site shortfalls being supplemented by spaces in the Phase 1 car park only if the spare capacity exists at that time.

No parking is proposed for the commercial uses, but the Highways Officer considers this to be acceptable given the sustainable location of the site, with most customers expected to travel by public or active transport. The roads immediately surrounding the application site have parking restrictions in the form of double-yellow lines, but public car parks are located nearby at Kimberley Street, Shortridge Street and Bodmin Street, and many of the nearby side streets have free on-street parking. For occasional customers accessing the commercial businesses via car, or instances where additional demand arises for visitor parking, it is considered that these vehicles would be appropriately distributed around the network without causing any harmful intensification.

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 to have access to electric vehicle charging points where there are fewer associated parking spaces than there are dwellings. However, only cable routes for future charging point installation are required in the case of covered car parks. The Regulation 22 Submission Draft Sheffield Plan, as amended since the Regulation 19 Publication Draft, requires at least one charging point per dwelling and doesn't differentiate for covered parking, but the draft Plan has limited weight at present, and it would not be reasonable to request fully installed charging points to every parking space. The applicant has confirmed that they intend to install cable routes to allocated parking spaces so that residents can subsequently install a charging point, which is considered an acceptable approach. It is also reasonable to ensure that fully installed charging points are provided to some of the visitor spaces, representing an uplift on Building Regulations requirements for covered parking, and this can be secured through condition.

In terms of cycle parking, the original proposal committed to 447 spaces (one per dwelling) in secure stores within the undercroft car park, Volume 10 and adjacent to Volumes 11 and 13, plus 5 cycle parking spaces for the commercial units and 30 short-stay visitor spaces in the landscape. Whilst policy-compliant in terms of quantum, there were some concerns that the cycle parking was not conveniently located in relation to the lift and stair cores from the parking undercroft, and that the spaces at ground level could be better spread around the site. The amended proposal shows additional cycle storage within the landscape and adjacent to Volume 9, and the undercroft cycle stores have been better distributed. Further details of cycle parking can be secured through condition.

Public Transport and Active Travel

As discussed above, the site is in a sustainable location with excellent public transport

links, including two Supertram stops within walking distance. As part of the strategy to encourage the use of sustainable transport modes, the developer has agreed to fund the installation of new bus shelters to one bus stop on Attercliffe Road and one stop on Staniforth Road, as well as new real-time passenger information displays to the existing shelters opposite those stops, secured through a section 106 agreement. This has been agreed with South Yorkshire Mayoral Combined Authority (SYMCA), who have highlighted that convenience is a key element in people's travel choices, and that easy access to live departure times and high-quality shelter infrastructure will make public transport more attractive. SYMCA originally requested new shelters to all four bus stops, but a reduced contribution has been agreed owing to viability concerns. The Staniforth Road shelter to be replaced is the one most urgently in need of replacement, and the replacement Attercliffe Road shelter is required to give protection from high wind speeds adjacent to Volume 10.

As a development designed to discourage car usage, the proposal has received support in principle from relevant consultees and interest groups including Active Travel England, the Trans Pennine Trail and Sustrans, and the Canal & River Trust, although their comments have also suggested areas for improvement, including:

- More ambitious mode share targets for the Travel Plan;
- Details of how safe routes to neighbouring bicycle routes would be achieved;
- Details of improvements to the Sheffield and Tinsley Canal towpath, including lighting, wayfinding, crossings and surfacing;
- Further information on cycle parking facilities;
- Details of car club initiatives; and
- Measures to prevent excessive car parking on neighbouring streets, including the implementation of a restricted parking zone whereby new residents are not given permission to obtain a permit.

The Travel Plan and further details of car club management and cycle parking can be secured through condition, as discussed above. In terms of pedestrian and cycle connections to surrounding active travel routes, it would be excessive to expect the developer to contribute to improvements to or connections to the nearest section of the Trans Pennine Trail (being the Five Wears Walk approximately 180 metres to the west of the site), as this would not be reasonably related to the proposed development and is not strictly required to make it acceptable in planning terms. Similarly, the implementation of a new restricted parking zone is not necessitated by the development, as measures to limit car ownership would limit any increased on-street parking.

Requested improvements to the canal towpath, however, are deemed to be reasonably related to the proposed development. During the planning application assessment period, volunteers coordinated by the Canal & River Trust have resurfaced the towpath from Victoria Quays to the application site, using crushed granite chippings. Whilst the optimum surfacing material would be spray tar and chip, the Trust does not have the funding for this more expensive solution, and the crushed granite chippings provide an immediate solution to increasing the useability of the path, repairing previous damage and preventing further damage. However, whilst the use of volunteers has reduced costs, the Trust still does not have the funds to extend the resurfacing works further north-east along the canal.

Residents of the proposed development are likely to utilise the wider canal corridor, including in the north-east direction towards facilities such as the Olympic Legacy Park and the Meadowhall Shopping Centre. The additional foot traffic would put those sections of the towpath at risk of further erosion and damage. As such, the Canal & River Trust have requested a contribution of £30,000, secured through a section 106 agreement, to fund the supply of additional chippings and the necessary boat hire to enable volunteers to continue resurfacing works between Staniforth Road and the canal access point at Darnall Road.

It has been suggested that the canal towpath would benefit from lighting, as this would create a safer environment for pedestrians and cyclists at night. However, due to concerns about the impact on riparian wildlife, lighting improvements are not being sought. Despite the lack of lighting, the towpath improvements and the new canal bridge would greatly enhance this active travel route.

As well as improving access to the towpath, the proposed bridge would provide an important active travel connection across the canal, with a particular benefit in improving desire lines to the Woodbourn Road tram stop. The developer has clarified that the bridge is designed for pedestrian use only, with cyclists expected to dismount. Aside from the cost associated with the extra width required for a cycle bridge, the extent of switchback ramping required to access the bridge from both Attercliffe Road and the towpath (due to existing land levels) is such that it would likely be impractical for cyclists to ride straight through the site and across the bridge. Whilst a more cycle-friendly connection would have been desirable, the bridge still represents a significant improvement to active travel infrastructure.

Accessibility

As originally submitted, the proposal raised several concerns relating to step-free access measures for persons with restricted mobility, including:

- Extensive gravel surfacing in the landscape, which is unsuitable for wheelchairs and prams;
- Narrow and indirect step-free routes through the site;
- Narrow passageways and lack of natural surveillance between blocks;
- Insufficient information on disabled parking and deliveries;
- Lack of information on accessible play facilities; and
- Buildings proposed with no lifts.

The developer claims that the 'Golpla' reinforced self-binding gravel product proposed for much of the Phase 1b surfacing is designed to be wheelchair-friendly, but the Access Officer remains concerned about this, as does the Landscape Officer (see below). Reference to this product has now been removed from the plans, with details of the surfacing to be resolved through condition. At that stage, the applicant will need to provide further evidence of the acceptability of this product, or else provide an alternative fully bound gravel surface to ensure sufficient quality.

Issues around narrow passageways, site permeability and lack of parking management information have been resolved over the course of the application, and are discussed in

other sections of this report. The addendum to the Transport Assessment states that 14 parking spaces would be accessible, which is a low number given the quantum of development, but reflects the overall car-free ambitions of the scheme and can be accepted. Tweaks to the site layout have improved step-free routes, including a new ramp between the upper and lower levels of the Phase 1a courtyard, and a reduction in decking adjacent to Volume 11 to allow sufficient space for wheelchairs to pass under the retained industrial steel frame. Further details of play facilities, including accessibility measures, can be secured through condition.

It remains the case that 67 dwellings within the development would have no step-free access, as there would be no lifts serving Volumes 1, 11, 12 and 13. This is disappointing, as the Local Planning Authority would not normally approve homes without any disabled access unless clearly undeliverable due to topographical constraints, or heritage/feasibility constraints when re-using an existing building. However, in the context of the wider development, 81% of the dwellings would still benefit from step-free access and it must be acknowledged that, with the draft Sheffield Plan still afforded limited weight, there are no current adopted planning policies which would mandate step-free entrances to all dwellings. Whilst the inaccessibility of a proportion of the proposed dwellings does weigh negatively against the proposal, the overall benefits are afforded greater weight.

Ecology and Landscaping

Paragraph 180 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment, including by minimising impacts on and providing net gains for biodiversity. 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. However, this condition is applied to major developments only where the application was made before 12 February 2024, so in this case there is no mandatory requirement for the biodiversity net gain to be 10%.

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 GE18 states that new development next to the Sheffield and Tinsley Canal should enhance its appearance, respect and promote nature conservation, and protect and enhance the heritage value of the waterway. 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 provide relevant information relating to new planting, achieve an interesting and attractive environment, integrate existing landscape features into the development, and promote nature conservation and native species.

The application was accompanied by a Preliminary Ecological Appraisal of both Phase

1 and the wider Attercliffe Waterside site, carried out in January 2021 and updated with a 'walkover survey' in August 2022. The Phase 1 site comprises mostly hardstanding, bare ground and ephemeral habitat, and is ecologically unremarkable, with no existing trees, although there is a line of trees affected by the bridge landing on the southern side of the canal. The site has been assessed for Open Mosaic Habitats: patchworks of bare ground or sparsely covered substrate, together with other patches that are more densely vegetated, commonly found on similar brownfield sites and often supporting rich communities of plants, invertebrates and insects. However, no Open Mosaic Habitats are present, so the biodiversity value of the site is relatively low. From emergence surveys, it has been concluded that bats are likely absent from the existing buildings. There is bat commuting and foraging along the canal, which should therefore remain unlit. No evidence of protected species such as otter, water vole or badgers has been found, but pre-works checks are recommended. Japanese knotweed and cotoneaster, being invasive species, have been identified on-site, so a method statement for their eradication will be required through condition.

A Biodiversity Net Gain Assessment was submitted, identifying the baseline biodiversity value of the site as 1.97 habitat units, 0.58 hedgerow units and 0.84 river units. Based on the landscaping proposals in the original scheme, the post-development score was calculated as 2.44 habitat units, 0.45 hedgerow units and 0.84 river units. Whilst this would achieve a substantial area habitat net gain of 24.32%, the proposal would have also resulted in a net loss of -22.22% in hedgerow units and no change in river units, whereas the metric seeks a 10% net gain to each habitat type.

The amended scheme is accompanied by a revised landscape plan, which has been strengthened to integrate additional ecological enhancement measures, including tree planting, hedgerows, various planting mixes, habitat boxes and insect hotels. The amended scheme now achieves a net gain of 61.39% in area habitat units and 62.34% in hedgerow units. It should be acknowledged that further to the additional hedgerow planting, the significant change in hedgerow units also results from a revised assessment of the baseline units – whilst there is a stretch of trees on the southern canal of approximately 144 metres long (all of which was included in the original baseline value), only around 32 metres forms part of the application site and is affected by the new bridge, so the baseline has been recalculated as only 0.13 hedgerow units. No enhancements to the canal are proposed, so the net change to river units is still 0%.

Whilst the lack of a net gain in river units is regrettable, it can be accepted that there is no net loss, and the gain in other habitat types is very substantial. Measures to enhance the canal could have included naturalising the banks to a shallow gradient, but this may have compromised the heritage value of the canal, whereas the current scheme maintains and celebrates the canal walls where possible. The statutory biodiversity net gain regime introduced by the Environment Act 2021 mandates a 10% net gain to all units, but this application was validated prior to the regime coming into force, so only needs to satisfy the requirements of the NPPF in "providing net gains". Overall, the revised proposal does achieve beneficial net gains for biodiversity, and no net losses to any habitat type.

In terms of the quality of the landscape scheme itself, it is considered that the proposal provides a high standard of public realm, as discussed in the 'Design and Visual Impact' section of this report. The landscaping masterplan is somewhat lacking in detail, but

does indicatively demonstrate an attractive environment with clearly defined character areas assisted by varied approaches to surfacing and planting, and the inclusion of play equipment and growing areas. Further detail of the landscaping scheme, including planting mixes, maintenance plans and structural details, can be secured through condition. Similarly to the Access Officer, the Landscape Officer has raised concerns about the extensive use of 'Golpla' gravel surfacing with grid reinforcement, which could have a low-quality appearance more commonly be associated with temporary parking areas, lacking the longevity expected for a permanent public realm intervention. However, the type of surfacing can also be resolved through the landscaping condition, with officers given the opportunity to inspect samples and consider alternative products at that stage.

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 paragraphs 167-171 of the NPPF also set out requirements for sequential and exception tests to direct developments to areas of lower flood risk.

The application site falls mainly in Flood Zone 1, being at low risk of flooding, except for Volume 10 which falls in Flood Zone 2, having a 0.1-1% chance of fluvial flooding (in this case from the River Don) in any year. The land proposed for Volume 10 last flooded in June 2007. For 'more vulnerable' uses such as housing, developments in Flood Zone 2 require a site-specific Flood Risk Assessment and must pass the sequential test, although no exception test is required. The Environment Agency's Standing Advice for developments in Flood Zone 2 states that finished floor levels should be set to whichever is the highest of 300mm above the average ground level adjacent to the site; 300mm above the adjacent road level; or 300mm above the estimated fluvial flood level. Where this is not possible, extra flood resistance and resilience measures are required.

A Flood Risk Assessment has been submitted, identifying that the site is at low risk of flooding from surface water, groundwater, public sewers, reservoirs and even rivers, due to flood defences serving the River Don. The Flood Risk Assessment indicates the proposed drainage strategy for the site, with surface water to discharge to the canal and to the combined sewer. The submitted drainage details are limited, but the Lead Local Flood Authority have not objected and are content to reserve further detail to condition. In principle, it is accepted that infiltration is unfeasible at this site due to the existing ground conditions, so discharge to the canal is encouraged, following the sustainable drainage hierarchy.

The Flood Risk Assessment did not include a sequential test for Volume 10, nor confirmation of its finished floor levels in relation to the adjacent ground, road and critical flood levels, as required by the PPG. Both have now been provided separately. The sequential test includes a search for reasonably available alternative sites in Flood Zone 1 within the Attercliffe Action Plan area, which is agreed by the Local Planning Authority to be an appropriate area of search. One alternative site between Attercliffe Common and Brompton Road was identified as being available for development, but was considered to be too small to accommodate the proposal. Officers note that one additional site north of Shortridge Road could also have been assessed in the

sequential test, although this is known not to be available. As such, the sequential test has been passed.

The applicant has now provided finished floor levels for the amended Volume 10 proposal, and has identified that the highest of the average ground level, adjacent road level and critical flood level is the average ground level, which is 46.89 metres above Ordnance Datum (AOD). Ground floor levels within Volume 10 vary, but four dwellings would have finished floor levels of 46.30 metres AOD, thus sitting below the average ground level. In line with the Environment Agency's Standing Advice, extra resilience measures are therefore required. The applicant has stated that mitigation measures will be localised to the four affected properties, comprising the installation of removable flood defence barriers to front doors. Details of the barriers can be secured through condition, along with measures to sign up all Volume 10 residents to the Environment Agency's flood warnings service. Subject to this condition, as well as the drainage details condition, the application is now acceptable in terms of flooding and drainage.

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.

Construction and demolition works can result in contamination of adjacent waterways, and the Canal and River Trust have requested details on the control of contaminated and silt-laden water to protect the canal, and measures to protect the canal corridor and its users from contamination via wind blow, seepage or spillage. Such measures can be set out in a construction management plan secured through a pre-commencement condition.

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 Air Quality Officer has identified potential air quality impacts from the demolition, construction and operational phases. The development meets the Institute of Air Quality Management screening triggers for the need to undertake a detailed assessment on air quality impacts resulting from transport associated with the development. The development is along a key vehicular route leading to the motorway, and the nearest current monitoring location at the junction of Attercliffe Road and Staniforth Road, where annual particulate concentrations were observed to be above compliant levels in 2022.

As such, an Air Quality Assessment (AQA) has been submitted. For the construction phase, dust and pollution mitigation measures are set out which would reduce impacts to a negligible level. For the operational phase, the AQA calculates that, based on the

anticipated traffic generation of the development, there would be an overall negligible impact on NO₂, PM₁₀ and PM_{2.5} concentrations at 16 out of 17 existing sensitive receptors, with a slight impact to one receptor, being a first floor flat above the Carlton public house on Attercliffe Road. However, the modelling was conducted at ground floor height, and it is anticipated that dispersion at the higher level would also lead to the impact on this dwelling being negligible in reality. Furthermore, pollutant concentrations at proposed receptor locations within the site boundary are below the relevant air quality objectives. Future occupants of the development are therefore predicted not to be exposed to air pollution in breach of legal thresholds. The Air Quality Officer is satisfied that the assessment has been undertaken in accordance with national guidance and that its conclusions can therefore be agreed.

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 application was accompanied by an Exploratory Geoenvironmental Appraisal, a Ground Gas Risk Assessment and a Remediation Strategy. The Environmental Protection Officer reviewed the reports and identified that additional soil samples were needed for chemical testing, further reporting on radon levels was required, and further ground gas monitoring was needed. In March 2024, a Supplementary Geoenvironmental Appraisal and updated Remediation Strategy were submitted, largely to the satisfaction of the Environmental Protection Officer. Further detail on ground gas protection measures is still required, but this can be addressed through condition. Also secured through condition are measures to address any land instability resulting from coal mining legacy, as requested by the Coal Authority.

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. The supporting text to policy CS64 states that all non-residential developments with a gross internal floorspace of over 500 square metres should achieve a BREEAM (Building Research Establishment Environmental Assessment Method) rating of 'very good' (or equivalent) as a minimum.

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.

The Design and Access Statement sets out the developer's aims to tackle climate change with models of low-carbon living, with proposals for renewable energy and high-performance timber frame construction to tackle both embodied and operational carbon.

Roof plans show extensive areas of solar photovoltaic panels. These initiatives are welcomed, but the submission does not include any calculations of the development's predicted energy needs and the proportion of energy demand that would be offset by the solar panels and high-efficiency construction. As such, a condition is required to ensure that the development complies with policy CS65(a). The BREEAM assessment for the commercial units in the existing buildings, or an appropriate equivalent, can also be secured through condition.

Wind Microclimate

Sheffield City Council requires the submission of a wind microclimate assessment to support applications for buildings of eight or more storeys, as tall buildings have the potential to affect the local wind environment, with impacts on pedestrian comfort and, in extreme cases, safety. The application was accompanied by a Wind Microclimate Desk Study which concluded that Volumes 10 and 6, as originally proposed, had the potential to adversely affect the local microclimate, due to their orientation and height which could create a wind canyon effect. Further assessment was recommended, based on Computational Fluid Dynamics (CFD) modelling which digitally simulates the effect of wind for the built environment. However, no CFD exercise had been carried out at the time of submission.

Volumes 10 and 6 have since been significantly amended, and Volume 10 now forms the only building within the scheme over eight storeys. CFD modelling was undertaken, showing no unacceptable impacts on pedestrian safety and appropriate wind levels for walking and cycling. However, roof terraces on Volumes 2, 5, 7, 8 and 10 were found, in most areas, to experience unsuitable sitting conditions and, in the case of the edges of the Volume 10 terrace, unsuitable standing conditions too. This would lessen the quality of the outdoor amenity space provided, although the modelling did not include parapet heights or any other mitigation measures. The bus stops either side of Attercliffe Road, adjacent to Volume 10, were also found to experience unsuitable sitting conditions, but their exact positions were not shown on the analysis plans, and officers noted that the CFD modelling was based on a superseded iteration of the design for Volume 10, where the townhouse wing to the eastern side formed a straight line rather than curving around the public space as per the final design.

The CFD modelling has been repeated again to reflect the final design. In terms of the roof terraces, Volume 7 is now shown to have acceptable conditions, although Volume 10 still experiences unsuitable sitting conditions, even with the parapets included in the modelling. The assessment suggests the inclusion of glass screens and strategic planting to mitigate the force of high-level winds, and such measures can be secured through condition. Volumes 2, 5 and 8 are still unsuitable for the sitting criteria as shown in the analysis mapping, but their parapets have still not been modelled, and the assessment suggests that the parapets would provide further mitigation, and that residents could individually improve comfort levels to their roof terraces by adding planting. At all times, the townhouse roof terraces would at least be suitable for standing, so it is not considered that further modelling or mitigation is required.

With the townhouse wing of Volume 10 now modelled correctly and the bus stop positions shown on the analysis plans, it can be seen that the bus stop to the north of Attercliffe Road would still experience acceptable sitting conditions, although the bus

stop immediately adjacent to Volume 10 would be affected. It is therefore necessary to install a new shelter with fully glazed sides, to allow suitable comfort levels for waiting passengers – this can be secured as part of the wider bus infrastructure improvement works agreed through section 106, as discussed above.

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. HSE expressed concerns with the original submission, stating that there was a lack of information on the relevant buildings (Volumes 10 and 6) and fire service access to enable a full assessment.

A new Fire Statement was submitted in March to accompany amended plans, with Volume 10 now being the only building over the consultation threshold. HSE are now satisfied that the building's escape stairs and evacuation lifts are suitable and the overall fire strategy is acceptable. As discussed above in the 'Highway Safety, Parking and Accessibility' section of this report, South Yorkshire Fire and Rescue are also now satisfied with proposals for fire access. HSE have noted that the location of cooking facilities within apartments, CFD modelling of the smoke control system, and the roof construction system for the seventh floor roof terrace will require further assessment at later regulatory stages, but this does not affect the planning assessment. They also highlight that the location and operability of existing public hydrants relied upon for the fire strategy is unknown, and that if the hydrants are found to be faulty or disused, this may necessitate layout changes which would affect the planning proposal. However, should this be the case, it would be possible for the applicant to apply for amendments to the approved plans in future under the provisions of section 73 of the Town and Country Planning Act 1990 (as amended).

Employment and Skills

An outline Inclusive Employment and Development Plan (IEDP) has been submitted to set out aims to maximise employment and training opportunities during the construction phase, and an Action Plan for its implementation can be secured through condition. An IEDP covering employment opportunities for the operational phase, associated with the new commercial units, can also be secured through condition. 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 bus stop and towpath improvements can be secured through section 106.

Open space policy requirements are discussed above in the 'Residential Amenity'

section of this report. In summary, there is currently no requirement for developments under 4 hectares to provide public open space, although the proposal still provides around 0.33 hectares of open space, representing 14% of the site area. Analysis by officers in Strategic Planning shows that there is already a surplus of informal open space in the local area, although there is a shortage of formal space for children's play and outdoor sport.

Sport England have provided comments objecting to the application due to the additional demand generated for sporting provision. In consultation with local sporting organisations, Sport England identify issues with the quality of the nearest rugby pitches, a shortfall of football pitches, a high demand for tennis facilities, and potential to provide ancillary facilities to the cricket pitch at the Don Valley Bowl. Sport England have requested a significant contribution of £453,624 towards local sporting facilities, in addition to £272,343 requested specifically for football pitches.

Whilst these contributions may have been desirable, there is no local policy requirement to seek planning contributions for sports facilities through a planning application of this type, and Sport England's requests are not considered to meet the tests for planning obligations in paragraph 57 of the NPPF, as they are not necessary to make the development acceptable in planning terms, nor fairly and reasonably related in scale and kind to the development. The proposal represents a highly ambitious regeneration project and cannot viably support a significant financial contribution to open space. In addition to informal open space, the landscape masterplan includes a sports area and play equipment interspersed throughout the development, providing an element of more formal open space to address the local shortage. Overall, whilst potential unmet demand for sports facilities is acknowledged, this is considered to be outweighed by the regeneration benefits of the proposal, and the on-site open space is considered to be a positive element of the development. Sport England are not a statutory consultee in this case, and the Local Planning Authority does not consider that their objections would warrant a reason for refusal.

In terms of school places, 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 (as amended) will generate an estimated demand for 38 primary school places and 27 secondary school places. There is existing pressure on local schools, and no spare capacity to accommodate additional secondary pupils, in particular, yielded by this development.

However, 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 rate of CIL to be paid on new developments varies across the city according to viability, with no charge in the areas with the lowest development values. The application site is located in CIL Zone 2, where development is not subject to the CIL, so the developer is not required to contribute to local infrastructure, other than the bus stops and towpath improvements referred to above.

Planning contributions for education and health can be sought where, cumulatively, linked developments would exceed the thresholds in the SPD. However, whilst the wider Attercliffe Waterside project has been planned for around 1000 homes, it should be noted that the quantum of this Phase 1 scheme has been reduced by 85 dwellings over the course of the application, and it is now potentially more likely that the overall project will still not meet the thresholds on a cumulative basis. It should be noted, though, that the draft Sheffield Plan seeks to significantly lower the threshold at which additional infrastructure contributions will be sought through section 106 – policy DC1 states:

Developers of housing schemes comprising 10 or more new homes will be required to contribute towards education facilities, health facilities and open space where needs are not being met through the CIL or other funded capital programmes and where further mitigation is necessary to make the development acceptable in planning terms.

Additionally, draft policy NC3 will seek a minimum affordable housing contribution of 10% for all areas of the city, with no 0% areas as per the current policy framework. As such, it is likely that when future phases of Attercliffe Waterside come forward, the Local Planning Authority will be in a stronger position to seek contributions to affordable housing, open space, education and health infrastructure.

SUMMARY AND RECOMMENDATION

This application (as amended) seeks planning permission for the redevelopment of land bound by Attercliffe Road, Lovetot Road, Staniforth Road and the Sheffield and Tinsley Canal, consisting of 362 new-build dwellings and 2008 square metres of commercial floorspace within retained buildings fronting Attercliffe Road. 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 the setting of multiple Grade II listed buildings. However, the Local Planning Authority's assessment concludes that less than substantial harm to the setting of heritage assets (owing to the scale of Volume 10 and demolition within the proposal) would be outweighed by the regeneration and housing delivery benefits of the proposal.

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 new commercial units, as well as bringing new residents into Attercliffe to support its regeneration, with increased footfall to the Local Centre.

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 362 dwellings would represent a substantial contribution to the city's housing stock, with a diverse mix of unit types, and are considered to provide good living standards in terms of indoor space. Shortcomings in outdoor amenity space are compensated for by high-quality public open space. Whilst the proposal does not include contributions to affordable housing or sports, education and health facilities, this carries neutral weight in the planning balance, as there is no policy requirement for such contributions.

Turning lastly to environmental sustainability, the proposal would bring substantial benefits in rejuvenating a derelict and underutilised area of Attercliffe with attractively designed buildings, achieving a biodiversity net gain through new landscaping, and delivering substantial housing growth in a sustainable location with reduced reliance upon the private car. A new pedestrian bridge to the canal towpath would improve active travel infrastructure, and public transport usage would be further encouraged through enhancements to local bus stops, funded through a section 106 legal agreement.

In summary, the amended proposal represents sustainable development overall, and it is therefore recommended that planning permission be granted, subject to suitable conditions and the signing of the section 106 agreement, for which the heads of terms are set out below:

Heads of Terms

- £59,592.00 for bus stop improvements with 10 years' maintenance, consisting of:
 - A new main powered shelter-mounted LED real-time display unit to bus stop 37025037 (Staniforth Road)
 - A replacement mains wired shelter with shelter-mounted LED real-time display unit to bus stop 37025038 (Staniforth Road)
 - A new pole-mounted battery-powered LCD real-time display unit to bus stop 37020033 (Attercliffe Road)
 - A replacement mains wired shelter with full ends and shelter-mounted LED real-time display unit to bus stop 37020034 (Attercliffe Road)

- £30,000.00 for the supply of crushed granite chippings and boat hire to enable resurfacing to the Sheffield & Tinsley Canal towpath between Staniforth Road and Darnall Road

- The maintenance of public pedestrian access to the area of Effingham Road intended to be closed as public highway at all times following completion of the development

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