

Case Number	22/01020/FUL (Formerly PP-11076299)
Application Type	Full Planning Application
Proposal	Alterations and conversion of building from light Industrial (Use Class E) to create 14 dwellings (Use Class C3) (amended plans received 21.11.2022)
Location	Building between Cotton Street and 24 Alma Street Sheffield S3 8SA
Date Received	14/03/2022
Team	City Centre and Major Projects
Applicant/Agent	Citu Developments LLP
Recommendation	Grant Conditionally 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 must be carried out in complete accordance with the following approved documents:

Drawing Numbers:

LK-CITUD-ALM-XX-DR-A-02-001 Rev P2 - Location Plan
LK-CITUD-ALM-XX-DR-A-04-001 Rev P2 - Proposed Site Plan
LK-CITUD-ALM-1-DR-A-04-002 Rev P3 - Ground Floor GA Plan
LK-CITUD-ALM-1-DR-A-04-003 Rev P4 - 1st Floor GA Plan
LK-CITUD-ALM-1-DR-A-04-004 Rev P2 - Minimum 1 Bed House
LK-CITUD-ALM-1-DR-A-04-005 Rev P2 - Maximum 1 Bed House
LK-CITUD-ALM-1-DR-A-04-006 Rev P2 - Proposed Studio House
LK-CITUD-ALM-XX-DR-A-04-007 Rev P4 - Minimum 2 Bed House
LK-CITUD-ALM-1-DR-A-04-008 Rev P3 - Maximum 2 bed house
LK-CITUD-ALM-XX-DR-A-05-001 Rev P4 - Proposed Elevations Sheet 1 of 2
LK-CITUD-ALM-XX-DR-A-05-002 Rev P5 - Proposed Elevations Sheet 2 of 2
LK-CITUD-ALM-XX-DR-A-05-005 Rev P3 - Openings Sheet 1 of 2
LK-CITUD-ALM-XX-DR-A-05-006 Rev P3 - Openings Sheet 2 of 2

Reason: In order to define the permission.

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

3. No development shall commence until the actual or potential land contamination and ground gas contamination at the site shall have been investigated and a Phase 1 Preliminary Risk Assessment Report shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

4. Any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

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

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

6. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:

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

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

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

7. No development shall commence until details of measures to facilitate the provision of gigabit-capable full fibre broadband within the development, 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 114 of the National Planning Policy Framework.

8. No development shall commence until details of the existing discharge points and condition of the existing surface water drainage system, including any required remedial/maintenance works have been submitted to and approved in writing by the Local Planning Authority and any works required shall be carried out in accordance with the approved details. The scheme shall include the removal of rainwater goods which disperse directly onto the highway.

Reason: To ensure satisfactory drainage arrangements are provided to serve the site before the development commences and to ensure that the existing drainage system is fit for purpose for the lifetime of the development.

9. No development shall commence until the improvements (which expression shall include traffic control and cycle safety measures) to the highways listed below have either:

- a) been carried out; or
- b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvements:

- Reconstruction of Alma Street footway (kerbs and surfacing) across the development site frontage in accordance with the Urban Design Compendium, including the provision of pedestrian drop crossings and tactile paving to facilitate unhindered wheelchair mobility where/if necessary.
- Promotion of a Traffic Regulation Order (loading/waiting restrictions in the vicinity of the development site) and provision of associated road markings and signage, all subject to the usual formal procedures.
- Any accommodation works to street furniture, including street lighting columns, traffic signs, road markings, drainage, and Statutory Undertakers equipment because of the development proposal.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

10. Prior to the improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved in writing by the Local Planning Authority.

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

11. Unless it can be shown not to be feasible or viable no development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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

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

12. No development works shall commence until a 'construction management plan', which shall include details of the means of ingress and egress of vehicles engaged in the construction of the development and details of any site compound, contractor car parking, storage, welfare facilities and delivery/service vehicle loading/unloading areas has been submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

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

13. No demolition and/or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway. Full details of the proposed cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

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

14. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation to validation of capping measures and validation of gas protection measures.

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

15. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:

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

b) Be capable of achieving the following noise levels:

Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);

Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);

Bedrooms: LAFmax - 45dB (2300 to 0700 hours).

c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

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

16. 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.

17. Before that part of the development is commenced, full details of the proposed external materials shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved materials shall be in place before that part of the development is first occupied.

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

18. Prior to the development becoming occupied, full details of secure and sheltered cycle parking accommodation shall have been submitted to and approved in writing by the Local Planning Authority, and provided in accordance with those approved details. The cycle parking shall be retained/maintained thereafter.

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

19. Prior to the removal of the render from the exterior of the building the methodology of such removal and a full specification and methodology for the application of replacement render shall be submitted to and approved in writing by the Local Planning Authority. Works shall then commence in accordance with the approved details and any subsequent render repairs or works to the render shall be in accordance with the approved details.

Reason: In order to protect the original fabric of the building and the character and appearance of the Conservation Area.

20. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of a suitable and sufficient dedicated bin storage area shall have been submitted to and approved in writing by the Local Planning Authority. The development shall not be used unless the dedicated bin storage area has been provided in accordance with the approved details and, thereafter, the bin storage area shall be retained and used

for its intended purpose and bins shall not be stored on the highway at any time (other than on bin collection days).

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

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

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.

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

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

23. Full details of the approach to blocked openings shall be submitted to and approved in writing by the Local Planning Authority prior to those works commencing. The details shall include 1:5 scale cross sections showing the relationship with the external plane of the wall and development shall thereafter be carried out in accordance with the approved details.

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

24. Full details of the proposed design of all external doors shall be submitted and approved in writing by the local planning authority prior to their installation. The details shall include an elevation at 1:20 scale of each door and 1:5 scale cross sections showing full joinery details including any mouldings, panelling and architrave and where relevant the relationship with the external plane of the wall. Development shall thereafter continue in accordance with the approved details and such works shall thereafter be retained.

Reason: In order to ensure that the character of the building is retained and there is no adverse impact upon the character of the Conservation Area.

25. Full details of the proposed design of all new windows shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. The details shall include an elevation at 1:20 scale of each window and 1:5 scale cross sections showing full joinery and glazing details including any mouldings, head, lintel and cill details, balconies and relationship with the external plane of the wall. The development shall thereafter continue in accordance with the approved details and the approved and installed windows shall thereafter be retained.

Reason: in order to ensure that the character of the building is retained and there is no adverse impact upon the character of the Conservation Area.

26. Details of the location, specification and appearance of all new services to the building (including meter boxes, outlets and inlets for gas, electricity, telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved in writing by the Local Planning Authority before installation.

Reason: In order to protect the character of the original building.

27. Prior to the development commencing (with the exception of soft strip works) full details of proposals to ensure a Biodiversity Net Gain is achieved as part of the development shall have been submitted to and approved in writing by the Local Planning Authority. The approved details shall thereafter be implemented in accordance with the approved details before the dwellings are occupied.

Reason: In order to ensure a Biodiversity Net Gain in accordance with the requirements of the National Planning Policy Framework.

Other Compliance Conditions

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

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

29. All the rainwater gutters, downpipes and external plumbing shall be of cast iron or cast aluminium construction and painted black.

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

30. No doors/windows shall, when open, project over the adjoining footway.

Reason: In the interests of pedestrian safety.

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

- Land Contamination Risk Management (LCRM; EA 2020) published at; <https://www.gov.uk/government/publications/land-contamination-risk-management-lcrm>;

- Sheffield City Council's, Environmental Protection Service; 'Supporting Guidance' issued for persons dealing with land affected by contamination, published at; <https://www.sheffield.gov.uk/content/sheffield/home/pollution-nuisance/contaminated-land-site-investigation.html>.

3. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from Environmental Protection Service, 5th Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.
4. 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.
5. 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

6. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines 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.

7. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond of Surety required as part of the S278 Agreement.

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

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

Tel: (0114) 273 6349
Email: james.burdett@sheffield.gov.uk

8. 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

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

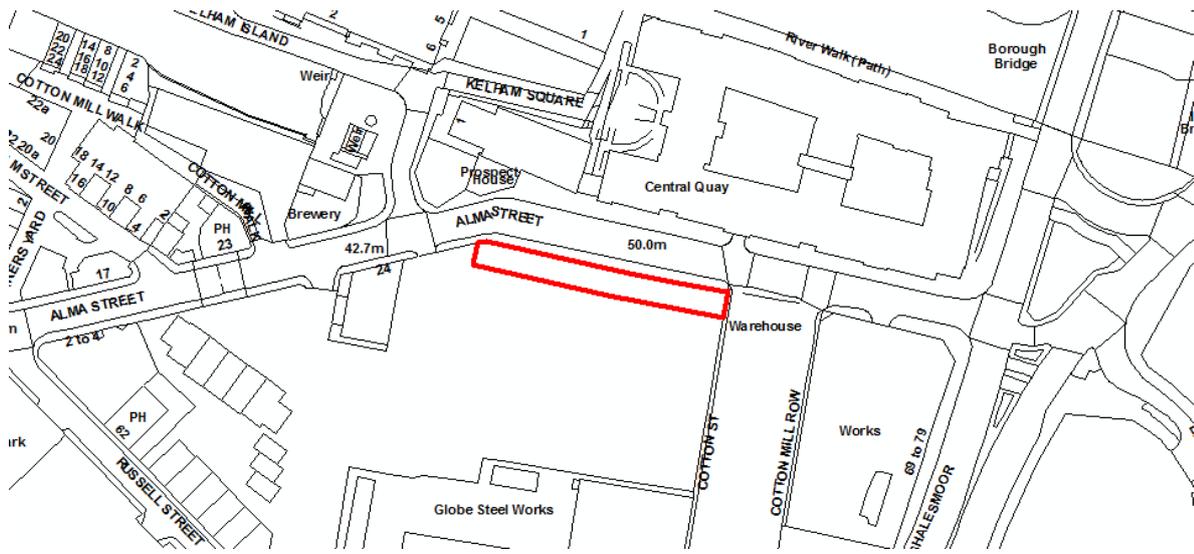
Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

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.

10. This development has been granted permission on the basis that it is designated as a car/permit-free development. Residents of car/permit-free developments will

not be issued with residents parking permits or business parking permits (for businesses registered at the car/permit-free address) in the local area where there is a permit scheme in place. Residents may be eligible for other types of parking permit (carer, visitor, Blue Badge) in the usual way according to the relevant criteria. This applies in respect of future parking permit schemes in the surrounding streets as well as in relation to current permit parking schemes.

Site Location



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LOCATION AND PROPOSAL

The application relates to an existing building situated between Cotton Street and 24 Alma Street in Kelham Island. The building is a terrace, two storeys in height constructed in brick, with render being a later addition, and with a pitched slate roof with chimneys. The building today is all that survives of the former workhouse and cotton mill that occupied the site and is believed to date back to 1805.

The building is located within the Kelham Island Conservation Area. The site is also located within an area designated as a General Industry Area without Special Industries within the Sheffield Unitary Development Plan. The site is also located within Flood Zone 2 (Medium probability)

The building is currently in use by a silversmith and a cabinet maker, and the current use is considered to be light industrial and falls within use class E (formerly B1(c)).

This application seeks to make a number of alterations to facilitate the conversion of the building into 14 dwellings (2 x 2 bed and 12 x 1 bed), falling within use class C3. The alterations include the creation of new openings, the enlargement/closure of existing openings, re-roofing the building, re-rendering the building, and internal alterations to facilitate a layout suited to residential accommodation.

RELEVANT PLANNING HISTORY

There is no planning history of relevance to the determination of this application.

SUMMARY OF REPRESENTATIONS

Consultation – June 2022

Following receipt and advertisement of the original application proposals in June 2022, representations were received from the public, Historic England, Local Members and historic amenity groups.

Public Representations Received

There were 11 representations received regarding the proposal from individual interested parties, as follows:

Existing Building Occupier

- An existing occupier of the premises has commented that it is not correct to say that the building is vacant and there are two remaining businesses within the building.
- The representation refers to the value of their silversmithing business (which takes place in the building) being within the Kelham Island Industrial Conservation Area, and states that it is a heritage trade of the Kelham Area and that the business has clear roots in the area.
- It is stated that the business was encouraged to move to the current site by the council in 2000 and that it has a role in educating students and its current location makes it accessible. It is questioned as to which is more important, the

heritage of the building, or the heritage of the craft i.e. “Should the conservation area be a museum to what was or trying to preserve and encourage what is left and thriving[?]”.

- It is also highlighted that by allowing residential buildings all around this site it has resulted in it being hemmed in and that natural light has been blocked, which makes it difficult to carry on work to exacting standards.
- The representation summarises that it has been made difficult to stay and reference is also made to the arrangements for notice and relocation and the impact upon the business.

Other Public Representations Received

In addition to the above, the following points have been made by other individual representations:

Loss of Business / Industry / Heritage

- It is inaccurate to say that the building is vacant, as per the submission.
- There has been a significant change in the area in recent years with new bars, cafes etc and whilst this is welcomed, development should not push out traditional businesses that underpin the cultural heritage of the area.
- The industrial heritage of Kelham is close to feeling like a novelty and the change from an operational silversmiths to a residential property is a backward step.
- The Conservation Area was established to preserve the crafts now under closure.
- If the business is forced to move, they should have their full costs covered and be compensated for any loss of earnings.
- The premises provide a home for two businesses that provide work and services for other craft businesses in Sheffield, as well as students and the local silversmithing community being forced into another location would have an impact upon costs and efficiencies. It will also encourage the use of carbon emitting vehicles.
- Council documents state that, 'Kelham Island was one of the first industrial conservation areas in the country to be designated, in order to protect its special character and heritage' and that 'It is one of the most important areas across Sheffield, identifying the importance and development of the metal trades industry, which formed a huge part of the city's growth throughout the 18th and 19th Centuries.' It is queried whether in considering/approving this scheme that the Council is undermining this and not protecting the businesses (and their reputation) that built the area?
- The heritage of the city (in both Kelham and the City Centre) is being put aside for housing.

Quality of Accommodation / Design Proposed

- The replacement housing proposed is poor- with demolition and open plan workshops turned into small houses.
- The site is flanked by existing and proposed 1 bedroom and studio units, is there a proportional requirement for larger house?

- A query is raised re the appropriate colour of the window frames relative to the historic context of the site.

The Georgian Group

The Georgian Group has submitted a representation. The Group has raised no objection to the principle of renovation and conversion to residential use, but it makes a formal objection to the proposal in the form submitted.

Specific comments include:

- Hallamshire Historic Buildings have already offered a detailed overview of the significance of the old workhouse buildings and which the Georgian Society has nothing to add.
- It is understood that the building is a non-designated heritage asset of early nineteenth century date with considerable local historic significance. The building has been much altered over its history as part of the early nineteenth century workhouse and possibly incorporating parts of an earlier mill it makes a significant contribution to the character and history of the Conservation Area.
- The group commend the applicant for proposing to re-use the buildings rather than demolish and replace.
- The proposed scheme of works is intensive and invasive. There would be significant remodelling of both the interior and exterior of the old workhouse including removal, enlarging and the insertion of openings, chimney stack removal, internal subdivision and fixtures and fittings inc. staircases. The scheme shows little regard for the building's historic character and will cause significant harm to the character of the building and to the historic character of the wider conservation area.
- The removal of chimney stacks and breasts will cause considerable harm to the historic character of the building. Retention in situ would preserve the character and legibility of the history and plan form of the building.
- Whilst it is recognised that some remodelling, insertions and removals of openings may be required to allow the building to be converted, the planned arrangement completely disregards the historic elevation and its legibility. All openings to the south elevation should be retained in their existing positions. New windows should be inserted to blocked openings and windows to be -infilled should be set back as blind windows to allow for legibility.
- Juliette balconies are inappropriate in character and the loss of fabric required for their creation would cause considerable harm and this harm, in the opinion of the society, is not convincingly justified by the small outdoor space offered by the balconies.
- The proposal is contrary to Core Strategy Policy CS74 regarding the enhancement of the distinctive heritage of the building, as the proposal would erase this distinctiveness.
- The approach to the north elevation is commended and a similar approach should be pursued to the south elevation. However, the windows and doors are not of a type appropriate to the age of the building.
- The window in the eastern elevation is poorly justified and any window should use the existing blocked opening. Similarly, the arched doorway in the western gable should be preserved or recessed as a blind doorway to preserve legibility.

- Further information is requested regarding the condition and survival of internal fixtures and fittings. Any historic fixtures/fittings/decorative schemes should be preserved and incorporated into the renovated building as far as possible.
- S72 (1) Planning (Listed Buildings and Conservation Areas) act 1990 requires LPAs to pay special attention to the desirability of preserving or enhancing the character. The scheme fails to do this. It does not preserve or enhance the conservation area and would cause considerable harm to both the significance and value of the Old Workhouse Building as a non- designated heritage asset, therein harming the Kelham Island Conservation Area.

Hallamshire Historic Buildings

Hallamshire Historic Buildings have made a representation which states:

- The submissions are inadequate and the historical information has been taken verbatim from their comments. There is no acknowledgement for this and there is no analysis. The proposal fails to meet basic requirements of national and local policy.
- Only slate is a suitable roofing material for this property. This should be conditioned.
- Chimneys are described as making a significant space claim but the actual volume is small and not sufficient to affect their viability as dwellings. The claim that they are in poor condition is unsubstantiated. There is no justification for the loss of the large contribution that chimneys make to the significance of a building of his age and type.
- The skylight chimneys are a pastiche that do not protect or celebrate heritage.
- If the brickwork is too poor to be exposed then traditional render should be used and should follow the contours of the building and not impose a modern or rectilinear appearance. It is unclear why a contractor needs to be appointed to specify an appropriate render type.
- The blocking up of openings or their modification without good reason results in substantial and harmful loss to the historic appearance of the building. This is as a result of applying a standardised design rather than working with the asset that they had. Where an opening is truly redundant -rather than by choice of layout – or has been previously blocked up and is to remain so, the opening should be expressed externally by a recess shaped appropriately where the opening is arched.
- The approach to windows should be flexible and reflect the historic structure. It is possible to achieve environmental performance using conservation grade units or secondary glazing – and there are many examples in Sheffield where this has been done. It is not clear what the original scope of window would have been in terms of design, but a conservation architect could advise.
- The applicant states that the brick wall on Alma Street lies outside the development site, but plans show the wall removed and the upper storey of the building with hipped roof lost, whilst the characteristic arched doorway is obscured by a bin store. None of these changes are acceptable. If the wall is to be retained, then a new plan should be submitted showing the wall outside the site.

Sheffield Conservation Advisory Group

Sheffield Conservation Advisory Group were also consulted on the application and have made the following comments:

- Whilst welcoming in principle the desire to bring this building back into use it considered a full Heritage Assessment is required before decisions can be taken. More detail of the interiors is required and more details of the replacement windows and doors would be helpful in assessing the sensitivity of any development of this building which has played an important role in the industrial history of Kelham Island.
- [Note: it has since come to light that the building is still in partial industrial use by Perry, Glossop & Co, silversmiths. Recent photographs show that underneath the external render windows retain flat brick arches and traditional stone sills.]

Historic Buildings and Places

Historic Buildings and Places (working name of the Ancient Monuments Society) have objected, stating:

- The Kelham Island Industrial Conservation Area Statement of Special Interest highlights the development of the site from mill to workhouse and Globe Works as an important contribution to the significance and interest of the area and notes the need to protect unlisted buildings that contribute to the historic character and reflect past industrial use. The building is considered to be a non-designated heritage asset.
- The building was part of the Sheffield Union Workhouse and the platform and location of most fireplaces appear in tact since the publication of the OS Maps for Sheffield, surveyed in 1851 and published in 1853.
- Reference is made to NPPF policies.
- It is noted that the building is in need of modernisation and repair but concern is raised at the approach taken, which does not recognise or seek to enhance the heritage qualities of the site or the conservation area.
- Support is given to the comments made by the Georgian Society and Hallamshire Historic Buildings.
- Original features such as the chimneys should be repaired in situ and the standardisation of the fenestration pattern would be harmful to the understanding of the building, whilst aluminium frames rather than timber would not enhance the character or significance of the conservation area.
- The proposal for new render and a cement fibre roof to match the new buildings adjacent show a lack of understanding about the need for this early 19th century building to breathe and the use of unsuitable modern materials will likely result in issues in the future. All repairs and fixtures should be carried out using appropriate materials for a building of this age, including the use of an approved lime-based render.
- The status of this building is a non-designated heritage asset with a high level of significance - the alterations proposed would result in a level of harm to the character of the conservation area and is clearly contrary to both the local plan and the NPPF and the application should be withdrawn or refused due to its impact on local heritage.

Historic England

Historic England have advised that advice should be sought from the Council's conservation team.

Local Members

City Ward councillor Douglas Johnson has written on behalf of City Ward Councillors Ruth Mersereau and Martin Phipps to object to the proposal. The following concerns are raised:

- Kelham Island Industrial Conservation Area is the recognition of the industrial and manufacturing heritage of the locality and the historical context of residential and employment uses side by side. This has underpinned the success of Kelham's regeneration, and it was named "Great neighbourhood" by the Academy of Urbanism in 2019. It is stated that the regeneration has been successful and avoided any serious criticism of "gentrification" because development has taken place on disused sites without the existing occupiers being forced out.
- It is falsely claimed that the premises are vacant / unoccupied when they are actually home to "expert, traditional craftsmen in niche metalworking specialisms". The councillors consider that this should not be unchallenged and the application should not be considered until a truthful application and documentation set is provided.
- The application threatens traditional manufacturing businesses in Kelham Island, the loss of which would be to the detriment of the area and would not be outweighed by the addition of a relatively small number of homes, welcome though these would otherwise be
- There will be additional traffic within the neighbourhood which will not be catered for. Concern is raised at the reference to free street parking on Alma Street. This would impact on an area that has benefited from traffic calming with a low traffic neighbourhood and which is set to benefit from the forthcoming Connecting Sheffield active route.
- The local streets more widely are already full of on street parking and is an issue that residents, councillors and officers are seeking to address. It also fails to take into account the proposals for the Kelham parking permit scheme.
- With regards to the proposed design, it is queried whether cutting Juliet balconies into the elevation of Alma Street is appropriate or whether it would damage the historic frontage of the buildings?

Consultation – December 2022

Following the submission of amended plans, a further round of consultation was undertaken by the Council in December 2022. An additional two public representations have been received at the time of writing, including from a cabinet maker who occupies a workshop inside the subject building;-The comments are:

- Longstanding tenants should be notified of the application, this has not been the case.
- The on-site situation is dangerous and access to the workshop premises is

dangerous.

- The situation is stressful and uncertain and the maker's livelihood depends upon access to the workshop and machinery there, alongside a water supply and toilet and this is not being honoured. The objector has been a tenant for 16 years and feels that their rights are being ignored.
- It is queried what protection will be offered if planning permission is granted.
- The proposal seeks to replace a busy and fully functioning silversmithing workshop with domestic accommodation. The site is part of a protected area of Sheffield which ensures that noise from silversmiths and metalworkers is accepted as part of the city's industrial heritage.
- Silversmithing is recognised by the Heritage Crafts association as viable, but at risk and is on their red list to highlight the need for its protection.
- Cultural heritage across the country is under threat by the greed of developers which causes problems, not just by pushing traditional skills out of its original site but by removing central city locations it prevents allied trades from collaborating and for young makers to get accessible training.
- This application, in the opinion of the objector, is immoral and threatens the future of silversmithing not only on this site but across the city. Diminishing the city's most famous trade is dangerous and contrary to every effort of national organisations involved in supporting craft.
- The council should protect its industrial heritage and culture which the Conservation Area status sought to protect.

PLANNING ASSESSMENT

National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning priorities for England and how these are expected to be applied. The key principle of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

Policy Context

The Council's development plan comprises the Core Strategy (CS) which was adopted in 2009 and the saved policies of the Unitary Development Plan (UDP) which was adopted in 1998. The National Planning Policy Framework is also a material consideration.

Paragraph 11 of the NPPF makes it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Paragraph 12 continues that where a planning application conflicts with an up-to-date development plan permission should not usually be granted.

Paragraph 219 of the NPPF confirms that policies should not be considered as out-of-date simply because they were adopted or made prior to the publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. Therefore, the closer a policy in the development plan

is to the policies in the Framework, the greater the weight that may be given.

The relevant policies of the statutory Development Plan are set out below under each sub-heading, along with an assessment of their degree of consistency with the policies in the NPPF. Conclusions are then drawn as to how much weight can be given to each policy in the decision-making process in line with the requirements of NPPF paragraph 219.

The assessment of this development proposal also needs to be considered in light of paragraph 11 of the NPPF, which states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, planning permission should be granted unless:

- (i) The application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed, or
- (ii) Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

The 'certain areas or assets' referred to in (i) includes Conservation Areas and Listed Buildings.

Key Issues

The main planning issues to be considered in this application are:

- The acceptability of the development in land use policy terms,
- The design of the alterations and extensions and their impact on the building itself, the street scene and surrounding Conservation Area,
- The effect on future and existing occupiers' living conditions,
- Whether suitable highways access and off-street parking is provided.

Land Use Principle

Unitary Development Plan

The application site falls within an area identified as General Industry Area B in the Unitary Development Plan (UDP). Policy IB5 'Development in General Industry Areas' sets out that B2 and B8 uses will be the preferred use in this area. However, it is necessary to note that this policy designation is no longer appropriate following the adoption of the Core Strategy, which identified via policy CS6b that this is an area within the city centre where manufacturing should be encouraged to relocate. This approach is further supported by policy CS17j, which identifies the area as one formerly dominated by industry but now becoming the focus for new housing, and Policy CS27(a), which identifies the area specifically for housing.

Therefore, whilst the concerns of objectors are noted regarding the gentrification of the area and the heritage impact of industry/manufacturing being forced out of the area, it is the case that the Core Strategy contains an established policy intention that the area should change to become housing-led. These policies supersede the UDP, have been

through a formal consultation and are considered consistent with the NPPF. As such, they are given substantial weight in assessing the principle of the change of use hereby proposed. Furthermore, this policy approach has been consistently applied in Kelham Island over recent years as the area has changed in line with the vision described above.

In addition to the Core Strategy, the Sheffield City Centre Strategic Vision, sets out the City's plans for a thriving, liveable and sustainable city centre, which includes the site. The document was consulted on in 2022 and the vision has now been approved by the Council. The Vision is intended to form part of a suite of documents for the city, which inform the emerging Sheffield Plan, and it places a strong focus on the City Centre's capacity to deliver new homes (at least 20,000 quoted). It sets out that Area One 'Kelham Island, Neepsend, Philadelphia and Woodside' is a growing residential area characterised by its industrial heritage, which will be protected. The document sets out that there is scope for significant residential growth in this area of a mix of apartments and townhouses, for sale and to rent.

The site is in an area which is marked as 'predominantly residential with community and amenity uses'. The document goes on to say that the housing will be predominantly low to mid-rise and include townhouses (as are proposed here). The document does talk about supporting maker and creative jobs but specifies this as being particularly in the Burton Road area to protect the creative character. It is considered that this document is a material consideration, albeit with limited weight. The inference of the policy is that creative character will be primarily aimed at the Burton Road area and similarly that the industrial heritage to be protected will be in design terms rather than through the retention of manufacturing and industry.

The site sits just outside the boundary of the area covered by the Kelham Neepsend Action Plan 2008-2018, whilst not yet withdrawn, the time period and the superseding documents such as the Strategic Vision discussed above mean that this document carries only very limited weight now.

In considering the above, and noting the concerns of representations received, it is considered that there is a policy basis for supporting the conversion of this building from light industrial use to residential accommodation. Re-use of the site for housing (Use Class C3) is therefore acceptable in principle.

However, it should be noted that whilst the principle is acceptable, any proposal is also subject to the provisions of Policy IB9 'Conditions on Development in Industrial and Business Areas' being met. These issues are considered in more detail later in this report.

Core Strategy

Policy CS23 of the Core Strategy 'Locations for New Housing' states that new housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure. Policy CS24 'Maximising the Use of Previously Developed Land for New Housing' prioritises the development of previously developed (brownfield) sites. Housing on greenfield sites should not exceed more than 12% completions, and part (b) be on small sites within the existing urban areas, where this can be justified on sustainability grounds.

Policies CS23 and CS24 are open to question as they are restrictive policies, however the broad principle is reflected in paragraph 119 of the Framework, which promotes the effective use of land and the need to make use of previously-developed or 'brownfield land'.

Therefore, given the presumption in favour of sustainable development, it is considered that the proposal is consistent with the aims of the Land Use policies in the Development Plan and as such the proposal is acceptable in principle.

Housing Land Supply

The NPPF in paragraph 11 requires local authorities to plan positively to meet development needs and paragraph 119 requires policies and decisions to promote an effective use of land in meeting the need for homes and other uses.

The Council has released its revised 5-Year Housing Land Supply Monitoring Report. This figure includes the updated Government's standard methodology which includes a 35% uplift to be applied to the 20 largest cities and urban centres, including Sheffield.

The monitoring report released in December 2022 sets out the position as of 1st April 2022 – 31st March 2027 and concludes that there is evidence of a 3.63 years' supply of deliverable housing land. Therefore, the Council is currently unable to demonstrate a 5-year supply of deliverable housing sites.

Consequently, the most important Local Plan policies for the determination of schemes which include housing should be considered as out-of-date according to paragraph 11(d) of the NPPF. The so called 'tilted balance' is therefore triggered, and as such, planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

In this instance, the site falls within a protected area (namely the Kelham Island Conservation Area) which must be taken into consideration in the tilted balance process.

In this context the following assessment will:

- Assess the proposal's compliance against existing local policies as this is the starting point for the decision-making process. For Sheffield this is the UDP and Core Strategy.
- Consider the degree of consistency these policies have with the NPPF and attribute appropriate weight accordingly, while accounting for the most important policies automatically being considered as out of date.
- Apply 'the tilted balance' test, including considering if the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, having particular regard to the impact of the proposals on the designated heritage asset (the Kelham Island Conservation Area).

Efficient Use of Land

Policy CS26 'Efficient Use of Housing Land and Accessibility' of the Core Strategy encourages making efficient use of land to deliver new homes at a density appropriate to location depending on relative accessibility. The density requirements are a gradation flowing from highest density in the most accessible locations down to lower densities in suburban locations with less accessibility. This is reflected in paragraph 125 of the NPPF and therefore Policy CS26 is considered to carry substantial weight in the determination of this application.

Paragraph 124 of the NPPF promotes making efficient use of land taking account of a number of factors including identified housing needs; market conditions and viability; the availability of infrastructure; the desirability of maintaining the prevailing character of the area, or of promoting regeneration; and the importance of securing well designed places.

The development proposal is considered to balance the need for the effective utilisation of an existing building and the dense, urban character of the area. The proposal is therefore considered to be satisfactory in respect of Policy CS26 and the NPPF.

Design and Impact on the Character of the Conservation Area

The Council has a statutory duty contained under Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) to have special regard to the desirability of preserving heritage assets and their setting or any features of special architectural or historic interest which they possess.

Core Strategy Policy CS74 'Design Principles' requires development to enhance distinctive features of the area, which is backed up through UDP Policy BE5 'Building and Design Siting' which expects good quality design in keeping with the scale and character of the surrounding area.

Chapter 12 of the NPPF requires well designed places and paragraph 126 states that good design is a key aspect of sustainable development, creates better places to live and work and helps make development acceptable to communities, which contribute positively towards making places better for people. Paragraph 134 states that planning permission should be refused for development that is not well designed and where it fails to reflect local design policies and government guidance on design. Paragraph 134 also sets out that significant weight should be given to development which does reflect these policies and guidance and outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area so long as they fit within the overall form and layout of their surroundings.

The application site itself falls within the Kelham Island Conservation Area which is a heritage asset. Policies BE16 'Development in Conservation Areas' and BE17 'Design and Materials in Areas of Special Architectural or Historic Interest' of the UDP are relevant. These seek to ensure that development would preserve or enhance the character or appearance of the Conservation Area, and that traditional materials are used.

Chapter 16 of the NPPF considers the conservation and enhancement of the historic environment and states that when considering the impact of a development on the

significance of a heritage asset, great weight should be given to the asset's conservation, and (para 200) that any harm to the asset from development within its setting should require clear and convincing justification.

Paragraph 202 further sets out 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 including, where appropriate, securing its optimum viable use.

It is considered that the design and conservation policies within the UDP and Core Strategy reflect and broadly align with the guidance in the NPPF although the NPPF goes further, such that the local policies can be afforded moderate weight.

Proposed Building Design / Alterations

The works to the building to facilitate its conversion will include alterations to the roof and re-roofing, repairing the chimneys, inserting an additional chimney to the roof-plane, insertion of rooflights, solar panels to the roof, the relocation and blocking up of some existing openings, the enlargement of some openings, including to the rear elevation to facilitate the creation of Juliette balconies, the creation of new openings, the insertion of new window frames, the re-rendering of the elevations, the formation of an upper balcony over a bin store, the creation of an access route to the rear ground floor, alongside general improvement works including guttering and drainage arrangements.

The above works are accepted to be works necessary to secure the conversion of the building into residential accommodation and to improve the energy efficiency and sustainability credentials of the building. There have been several iterations of the plans during the course of this application, seeking to respond to the concerns of officers. The current proposal is considered to achieve an appropriate balance between the need for the preservation of the historic character of the building and the requirements for the conversion of the building to residential use to secure a viable future for this important building, which is currently in a poor condition.

The key elements which externally add to the character of the building and the Conservation Area, such as the slate roof and chimneys, will be retained and improved/replaced. The rationalisation of the openings to the front elevation to Alma Street is limited and the proposed re-rendering of the building will be required to be of a specification that ensures that it reflects the age of the building and will not appear as a contemporary rendered building with sharp edges. The final details and specification of these key elements are proposed to be secured by the imposition of appropriately worded conditions.

Overall, following the updated proposals submitted, it is considered that the proposal will result in less than substantial harm to the overall character and appearance of this building and the value that it has within the Kelham Island Conservation Area. This harm needs to be weighed against the public benefits of the proposal which are considered later in this report. Nevertheless it is considered that the alterations to the building in design terms are appropriate.

Impact on Significance

Setting is the surroundings in which an asset is experienced. This does not depend on there being public rights or an ability to access or experience that setting. Settings of heritage assets which closely resemble the setting at the time the asset was constructed are likely to contribute strongly to significance. Paragraph 195 of the NPPF requires the local planning authority to identify and assess the particular significance of the heritage asset that may be affected by the proposal, and this should be taken into account when considering the impact on the heritage asset to avoid or minimise conflict between the asset's conservation and the proposal.

The Kelham Island Conservation Area is an industrial conservation area and as such seeks to protect buildings and features which contribute to the industrial heritage of the area, as well as ensuring that new buildings also contribute to this setting and character. It is relevant to note therefore that whilst located within the Kelham Island Conservation Area, there has been significant new construction around the subject site, including directly to the rear and adjacent. These buildings have all been permitted on the basis that they will not harm the character, setting and significance of the heritage asset (Kelham Island Conservation Area, including the subject site, and the Fat Cat Grade II Listed public house). Where a degree of harm has been identified with schemes in the locality, this harm has been weighed against the public benefits in each case.

The new buildings which surround the subject site therefore add to the significance of the subject building as a historic building within the Conservation Area, but equally provide a context for conversion and amendment noting that the building itself is not a listed building and has been the subject of earlier alterations.

Whilst both the visual and social significance of the building is fully recognised; for the reasons described above it is considered that the building works, as proposed in the latest set of amendments, will not result in significant harm to the significance and setting of the Conservation Area nor the subject building itself. It is relevant to note that the quality and appearance of the building works (including key details and specifications) proposed, to ensure a positive impact upon the heritage asset's setting and significance, can be secured by appropriately worded conditions.

Paragraph 199 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset (Kelham Island Conservation Area in this instance), greater weight should be given to the asset's conservation. Paragraph 200 specifically states "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification. Significance can be harmed or lost through development within the heritage asset's setting. Paragraphs 201 and 202 go on to say that where a proposed development will lead to substantial harm, or less than substantial harm to a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In this instance, it is considered that there will be less than substantial harm to the heritage assets. The public benefits of the proposal are to enable the future security and retention of the building with improvements to the structure and fabric of the building; the creation of jobs through the construction process; and the provision of new housing units at a time when the City falls far short of the required 5-year housing supply (only 3.63 years identified).

Overall, the refurbishment will result in a well-designed development and, subject to high quality and appropriate materials being used, it is considered that a successful scheme will be achieved. The proposals are therefore considered to comply with Policies BE5, BE16 and CS74 together with the above quoted paragraphs of the NPPF.

South Yorkshire Archaeology

SYAS have requested that a condition be applied to require a scheme of written investigation and building recording works to ensure that this historic building is appropriately recorded. An appropriate condition is therefore recommended.

Highways

Policy CS51 'Transport Priorities' identifies strategic transport priorities for the city, which include containing congestion levels and improving air quality.

UDP Policy IB9 'Conditions on Developments in Industry and Business Areas' requires that permission only be permitted where the development would be adequately served by transport facilities and provide safe access to the highway network and appropriate off-street parking.

The NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. Paragraph 111 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.'

Those policies broadly align with the aims of Chapter 9 of the NPPF (Promoting Sustainable Transport) although it should be noted that in respect of parking provision, the NPPF at paragraph 108 refers to maximum parking standards for residential developments only being set where there is a clear and compelling justification that they are necessary for managing the local road network or for optimising the density of development in city and town centres and other locations that are well served by public transport. Policy CS51 can therefore be given significant weight and IB9 moderate weight.

The site is near to public transport facilities, including the Supertram network, at Shalesmoor, and local amenities. There is no parking proposed as part of this scheme as this is simply not possible given the constraints of the site, but it is recognised that this scheme will be in the area covered by the Kelham Parking Permit Scheme, which is close to implementation. This will see a parking permit scheme implemented for the benefit of the area. The developer has agreed to pay a financial contribution (£1,360) towards the cost of implementation of this scheme and this will be secured by section 106 agreement. This is based on a rate of £85 per bedspace and there are 16 bedspaces in this case (12 x 1 bed plus 2 x 2 bed = 16). The legal agreement to this effect is within the process of being drafted. Residents of this scheme are unlikely to be able to secure a permit in the scheme and this is specified in an informative.

The proposal is not considered to pose a severe impact on the surrounding highway network or on highway safety, therefore complying with UDP, Core Strategy and NPPF

policies as listed above.

Living Conditions

Policy IB9 'Conditions on Development in Industry and Business Areas' part (b) requires that changes of use do not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions.

The NPPF at paragraph 130 Part (f) requires a high standard of amenity for existing and future users. The UDP policy is therefore considered to align with this requirement and should be given significant weight.

Impact on Neighbouring Occupiers

The properties across Alma Street are a mix of apartments and student accommodation, whilst to the rear the redevelopment of the wider site is ongoing for residential dwellinghouses. Directly adjacent to the site is Globe Works for which a planning application has been submitted to change the premises to a music venue and bar. This application has yet to be determined.

The works proposed are limited in terms of the impact upon amenity. The amendments to openings or the creation of new openings is likely to have the greatest impact on both existing and future occupiers.

As an existing building, with no increase in height proposed, it is not considered that overbearing is an issue to neighbouring properties, and the relationship will already be established in the case of future occupiers.

Existing and new windows in the proposed development are positioned to ensure that there will be no detrimental overlooking between future residents and existing neighbouring properties. The properties currently under construction on the site face 'end on' to the subject property and the facing apartments across Alma Street are set across a public highway.

Amenity for Future Occupiers

The proposed dwellings are considered to provide an acceptable outlook from main habitable rooms, with sources of natural light and ventilation. There is limited external space, but it is considered that this is to be expected in this denser urban environment.

The Environmental Protection Service have recommended conditions in respect of sound attenuation and validation of these works alongside testing or potential land contamination to ensure the provision of an appropriate environment for residents.

All of the proposed dwellings exceed the minimum space standards set out within the South Yorkshire Residential Design Guide, as follows:

Studio 37.14m² (design guide minimum 33m²)
Min 1 bed: 46.86 m² (design guide minimum 46m²)
Max 1 bed: 57.75 m² (design guide minimum 47m²)
Min 2 bed house 68.42 m² (design guide minimum 62m²)

Max 2 bed: 92.30 m² (design guide minimum 62m²)

The dwellings will therefore offer a good standard of accommodation, appealing to a range of occupiers.

It is considered that the proposed development would not adversely impact on the amenities of existing occupiers to an unacceptable level, and would provide occupiers of the proposed new dwellings with a good standard of amenity. Accordingly, the proposal complies with UDP Policy IB9 and Paragraph 130 of the NPPF.

Sustainability

The NPPF advises that there is a presumption in favour of sustainable development. This comprises of three dimensions which must be considered together. These are an economic role, a social role and an environmental role.

In this instance, the site will provide additional housing stock which has both economic and social benefits, upgrade and secure the re-use of an existing heritage building, which whilst occupied by tenants is within private ownership, whilst also improving the energy efficiency of the building and provide opportunities for renewable energy generation as part of its conversion.

Policy CS63 of the Core Strategy 'Responses to Climate Change' gives priority to developments that are well served by sustainable forms of transport, that increase energy efficiency, reduce energy consumption and carbon emissions and which generate renewable energy. Policy CS64 'Climate Change, Resources and Sustainable Design of Development' sets out a suite of requirements in order for all new development to be designed to reduce emissions. Policy CS65 'Renewable Energy and Carbon Reduction' sets out objectives to support renewable and low carbon energy generation and further reduce carbon emissions. These policies are consistent with the NPPF and can be given significant weight.

New developments are expected to achieve the provision of a minimum of 10% of their predicted energy needs from decentralised and renewable, low carbon energy, or a 'fabric first' approach where this is deemed to be feasible and viable.

A fabric first approach is to be implemented in this instance, together with renewable energy provision to the roof in the form of solar panels. Overall, it is considered that the proposal meets the local sustainability policy requirements of CS63, CS64 and CS65.

Ecology

UDP Policy GE11 'Nature Conservation and Development' states that the natural environment should be protected and enhanced and that the design, siting and landscaping of development needs to respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

Core Strategy Policy CS74 (Design Principles) identifies that high-quality development will be expected, which respects, take advantage of and enhances the distinctive features of the city, its districts and neighbourhoods, including important habitats.

GE11 and CS74 align with the NPPF and can be given substantial weight. To clarify, NPPF paragraph 170 parts a) and d) identify that planning decisions should contribute to and enhance the natural and local environment, minimise impacts on and provide net gains in biodiversity. Furthermore, paragraph 175 a) identifies that if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused. Part d) of paragraph 175 goes on to state that opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.

It is acknowledged that on site opportunities are limited but that an element of biodiversity net gain can be secured by condition, which could include the provision of bird / bat boxes for example.

Landscaping

Policy BE6 (Landscape Design) expects good quality design in new developments in order to provide interesting and attractive environments, integrate existing landscape features, and enhance nature conservation. Paragraph 130 b) of the NPPF requires developments to be visually attractive, including with appropriate landscaping, meaning that the local policy can be given significant weight, being in alignment with the NPPF.

The site is tightly constrained in a close-knit urban environment with only the access path to the rear of the site being within the red-line boundary. The adjoining area is part of the previously approved scheme for the former Richardson's site and is therefore included in the landscaping proposals for that site.

In this respect there is no requirement for a specific landscaping scheme for this development.

Flood Risk/Drainage

Policy CS67 'Flood Risk Management' of the Core Strategy states that the extent and impact of flooding should be reduced. It seeks to ensure that more vulnerable uses (including housing) are discouraged from areas with a high probability of flooding. It also seeks to reduce the extent and impact of flooding through a series of measures including limiting surface water runoff, through the use of Sustainable drainage systems (Suds), de-culverting watercourses wherever possible, within a general theme of guiding development to areas at the lowest flood risk.

Policy CS67 is considered to align with Section 14 of the NPPF. For example, paragraph 159 states that inappropriate development in areas at risk of flooding should be avoided and development should be directed away from areas at the highest risk. Paragraph 167 states that when determining applications, it should be ensured that flood risk is not increased elsewhere with relevant applications being supported by a Flood Risk Assessment. Paragraph 169 expects major developments to incorporate sustainable drainage systems unless there is clear evidence to demonstrate otherwise.

The site falls within flood zone 2, which would affect the principle of the development

and is a 'more vulnerable' use. A Flood Risk Assessment has been carried out. A sequential test is not required as the proposal is for a change of use.

The site is at medium risk from fluvial flooding. The 2007 floods were a 150-200 year event and did affect the site but the FRA states that this was the only recorded instance of flooding to the development. The risk of flooding from all other sources is considered to be low and the FRA states that where surface water flooding may occur it is unlikely to be high enough to flood properties. To mitigate flood risk it is proposed that the Finished Floor Level be set at a minimum of 49.79mAOD as part of the refurbishment, with further consideration given to the installation of temporary flood barriers to entrances and the use of 'anti flood' devices on service vents and ducts as well as double sealed lock down inspection chambers and non-return valves on pipework.

The FRA sets out that the development is not anticipated to be severely affected by flooding up to a 1 in 200 year event, as a result of the mitigation measures. It is also noted that the works proposed are to an existing building, and as such, are not anticipated to increase flooding to the surrounding area.

The FRA has considered the potential for a sustainable drainage system but the nature of the proposal is such that this is not feasible.

Improvements to surface water collection will be required by condition - noting that the existing rainwater spouts direct water over the footway, which is clearly unacceptable and needs to be addressed as part of the redevelopment works. It is considered that this will be an improvement on the current situation and will be secured by condition.

It is considered that the imposition of an appropriately worded condition will be sufficient to address matters relating to surface water run-off and flooding. Therefore, the proposal complies with Policy CS67 and the provisions of the NPPF.

Affordable Housing

Core Strategy Policy CS40 'Affordable Housing' requires that all new housing developments over and including 15 units should contribute towards the provision of affordable housing where this is practicable and financially viable. The development proposes only 14 units and therefore this policy is not relevant to the determination of this application.

Community Infrastructure Levy (CIL)

CIL applies to all new residential floor space and places a levy on all new development. The money raised will be put towards essential infrastructure needed across the city as a result of new development which could provide transport improvements, new school provision, open space etc. In this instance the proposal falls within CIL Charging Zone 4. Within this zone there is a CIL charge of £50 per square metre, plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010.

RESPONSE TO REPRESENTATIONS

It is considered that the key material planning issues raised are addressed in the assessment above.

In respect of the removal of the existing tenants of the silversmith and cabinet making businesses to facilitate the proposals; whilst this is clearly a difficult and upsetting situation; the Council does not own the building and, as such has no control over the tenancy matters in this case. It is confirmed that this is a private civil matter and not a planning matter and, as such, can have no weight in the determination of this planning application.

SUMMARY AND RECOMMENDATION

The application seeks permission to convert an existing building currently in use as light industry to 14 residential units within the Kelham Island Conservation Area.

In the absence of a 5-year supply of housing land the tilted balance is engaged in accordance with Paragraph 11 of the NPPF and the positive and negative aspects of the scheme must be carefully weighed unless, in this case, harm to the designated Heritage Asset (Kelham Island Conservation Area) gives a clear reason for refusal.

The above assessment has already demonstrated that there will be less than substantial harm to the heritage asset and, as such there is no clear reason for refusal on this basis if the public benefits outweigh that harm.

There would be a number of benefits that will arise from this application including:

- The scheme would deliver 14 new residential units which would be affordable and go towards addressing identified city-wide need. The units are all larger than the minimum space standards identified in the South Yorkshire Residential Design Guide.
- The development would contribute to delivering the vision for the neighbourhood (as set out in the City Centre Strategic Vision)
- The building is in a poor state in a prominent position in the Kelham Island Conservation Area. The proposals will secure the repair and long-term future of the building
- The site is in a very sustainable location and would constitute efficient use of a building which is currently under-utilised.
- Future residents would generate local spend within the economy.
- The construction process would create employment opportunities.

The disbenefits of the scheme relate primarily to the lack of any external amenity space or parking facilities but these are offset by the benefits in this case and residents would not be eligible for permits within the new parking scheme in the area.

In applying the tilted balance in favour of sustainable development in NPPF Paragraph 11 (d), greater weight is given to the benefits of the scheme and, in this case, the balance falls clearly in favour of scheme

It is therefore concluded that the proposals accord with the provisions of the

Development Plan when considered as a whole and that the policies which are most important in the determination of this application are consistent with the aims and objectives of the National Planning Policy Framework.

It is therefore recommended that planning permission be granted subject to a legal agreement with the following Heads of Terms and to the listed conditions.

Heads of Terms

The developer shall make a contribution of £1,360 towards the implementation of the Kelham Island and Neepsend Parking Permit Scheme.