
Case Number	19/02022/FUL (Formerly PP-07898501)
Application Type	Full Planning Application
Proposal	Demolition of Banqueting Suite and outbuildings, and erection of a new block of 9no residential apartments (Block A) with associated parking, landscaping works and ancillary works. (Amended Plans and Description) (Omission of Blocks B and C from proposed development)
Location	Kenwood Hall Hotel Kenwood Road Sheffield S7 1NQ
Date Received	03/06/2019
Team	South
Applicant/Agent	Franklin Ellis
Recommendation	Grant Conditionally

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Site Location Plan Ref: KWH-FEA-S1-XX-DP-A-1000 Rev C Scan Date 12 Dec 2019
Proposed Site Layout Ref: KWH-FEA-S1-XXX-DP-A-1210 Rec F Scan Date 12 Dec 2019

Block A Upper and Roof Plans Proposed Ref: KWH-FEA-B1-XX-DP-A-2208 Rev E
Scan Date 12 Dec 2019

Block A Lower Ground and Ground Plans Proposed Ref: KWH-FEA-B1-XX-DP-A-2209 Rev F Scan Date 12 Dec 2019

Block A Elevations Ref: KWH-FEA-B1-XX-DE-A-3710 Rev G Scan Date 06.02.2020

Proposed External Works Ref: KWH-FEA-S1-XX-DP-A-1202 Rev I Scan Date 06.02.2020

Site Section Ref: KWH-FEA-EX-XX-DS-A-3403 Rev D Scan Date 12 Dec 2019

Reason: In order to define the permission.

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

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

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

4. No development (including demolition or other enabling, engineering or preparatory works) shall take place until a phasing plan for all works associated with the development has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved phasing plan.

Reason: In order to define the permission and to assist with the identification of each chargeable development (being the Phase) and the calculation of the amount of CIL payable in respect of each chargeable development in accordance with the Community Infrastructure Levy

5. Before development commences a report shall have 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 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 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 of the development. 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.

6. No development shall commence including any demolition works, until final details of a strategy to control/mitigate dust and emissions from the demolition/construction phases shall be submitted to and approved in writing by the Local Planning Authority.

The demolition/construction phases shall be carried out in accordance with the approved details thereafter.

Reason: In order to help mitigate the effects of dust and construction traffic during the construction phase.

7. 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 Contaminated Land Report CLR 11 (Environment Agency 2004).

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

8. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

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

9. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

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

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

11. Notwithstanding the details on the approved plans, no tree, shrub or hedge shall be removed or pruned that is over 75mm in diameter when measured at a height of 1.5 metres above ground level, without the prior written approval of the Local Planning Authority. This is with the exception of E32, within G10 which is to be removed.

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

12. Details of all boundary treatments shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority and the dwellings shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

13. A sample panel of all proposed masonry/stone shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

14. 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.

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

- (a) External Doors
- (b) Windows
- (c) Window reveals
- (d) Fascias and finials
- (e) Rainwater goods
- (f) Balconies
- (g) Roof Detail

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

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

16. 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.

17. Where any development including demolition commences more than two years from the date of the original protected species surveys, or, having commenced is suspended for more than 12 months, development shall cease, until additional/updated protected species surveys have been submitted to and approved in writing by the Local Planning Authority. Thereafter the proposed development shall

be carried out in accordance with the approved details, including any revised or additional mitigation measures identified.

Reason: To ensure the ecological interests of the site are maintained in accordance with Policy GE11 of the Unitary Development Plan and that no offence is committed in respect of protected species legislation.

18. Prior to the occupation of any of the dwellings hereby approved, full details of bat and bird boxes to be erected/installed on the buildings within the development shall be submitted to and approved in writing by the Local Planning Authority. The agreed details shall be implemented prior to the occupation of the development and permanently retained thereafter.

Reason: In the interests of bio-diversity.

19. No externally mounted plant or equipment, including rooftop plant, shall be fitted to the building unless full details thereof, including screening and acoustic emissions data as relevant, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment should not be altered.

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

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

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

21. Before any above ground level construction works commencing, full details of proposals for the inclusion of public art within the application site, including a timetable for delivery, shall have been submitted to and approved in writing by the Local Planning Authority. The public art proposals shall then be implemented in accordance with the agreed details.

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 the car parking accommodation for 20 cars as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

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

23. The units shall not be used unless the cycle parking accommodation for 10 cycles as shown on the approved plans has been provided in accordance with those plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport it is essential for these works to have been carried out before the use commences.

24. Apartments A5 and A8 shall not be occupied unless the obscure glazed screens to be erected along the western elevations of the recessed balconies serving those apartments have been provided as indicated on drawing:- Block A Elevations Ref: KWH-FEA-B1-XX-DE-A-3710 Rev H. The screens shall be to a minimum privacy standard of Level 4 Obscurity and shall thereafter be retained.

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

Other Compliance Conditions

25. The dwellings shall not be occupied unless the car parking areas of the site have been constructed of a permeable/porous material (including sub base). Thereafter the approved permeable/porous surfacing material shall be retained.

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

26. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

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

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. 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.

Site Location



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LOCATION AND PROPOSAL

The application site is located within the grounds of the Kenwood Hall Hotel. The site is allocated as a Housing Area within the Unitary Development Plan, and also falls within the Nether Edge Conservation Area. The wider parkland/garden on the southern side of the hotel is a Historic Park and Garden. The wider area is characterised by large properties that are set within large grounds which are surrounded by mature trees and landscaping. The properties are generally set back from the road and behind strong boundary treatments. This application site is slightly different to the immediate surrounding area as it is read in conjunction with the Hotel use, within its substantial grounds.

The originally submitted application included much more extensive proposals for this, within the wider application site, which included the demolition of buildings and the erection of new residential blocks (Blocks A, B and C), and associated car parking and landscaping works. This included the demolition of the existing banqueting suite which faces onto Kenwood Road, and the erection of a replacement building having a similar footprint. This replacement building is referred to as Block A, and consists of the erection of a three storey building when viewed from Kenwood Road with additional basement parking, to provide 9 units in total, 3no. 3 bed flats and 6no. 2 bed flats. It was then proposed to demolish outbuildings which are located to the south west of the site and clear an area of land to erect a four storey building referred to as Block B and C. Block B and C were essentially one building, and provided between them 27 units made up of 8No. 3 bed flats, and 19No. 2 bed flats.

Following negotiations throughout this planning application, Block B and Block C have been omitted from the proposal, and it is only Block A which is to be assessed and considered under this application. Amended plans have been received and there remains some associated works including landscaping, and provision of car parking spaces.

RELEVANT PLANNING HISTORY

There is an extensive planning history relating to the hotel and its grounds. Pre-application advice was sought on this site for the erection of Blocks A, B and C with associated works. This concluded that the principle of the demolition of the banqueting hall and outbuilding could be supported, and that replacement with a good quality new built element that respected the Historic Park and Garden and the Conservation Area could be supported.

The most relevant planning permission is for "Demolition of existing garages and alterations and extensions to stable block to form 2x dwelling houses, erection of 1x dwelling house and landscaping works to form car parking and amenity area" (Ref 19/02022/FUL) This application was considered by the planning committee in November 2019.

SUMMARY OF REPRESENTATIONS

Original Proposals

Following the posting of site notices, and neighbour notification on the original submission which included Blocks A, B and C for the 36 residential units, in total 138 representations were received. 136 objected to the proposal and 2 supported the proposal.

Objections

Those which objected included the following reasons:

(Note: whilst not possible with most comments to extrapolate those specific to Block A, those which only refer to the now deleted Blocks B and C appear in italics)

Design

- Kenwood Hall is a significant historic building and any development must be in keeping and appropriate to the existing site. The scale of the proposal is out of keeping with the adjacent properties which are single occupancy in 2/3 storey buildings.
- The site is on the Sheffield City Councils list of Historic Parks and Gardens. (1998, Swallow Hotel), and has been inadequately considered.
- The design with flat roofed blocks is completely unsympathetic to the locality and the conservation area. It is not the place for urbanisation and modernisation on this scale.
- Block A does not act as a 'good neighbour' in design terms and does not sensitively pick up on the architectural language of the adjacent buildings.
- The application wrongly suggests the site is a brownfield site, and this is incorrect - it's an important wildlife and green space.
- This is part of an historic site within a conservation area and it should be preserved to avoid altering the character of the building and neighbourhood in general. It was created by one of Sheffield's leading industrialists and to despoil the estate which he created would be a wanton destruction of a much appreciated piece of local history.
- The proposal represents needless overdevelopment of the area, and the site should be protected for the city and local community.
- The development will drastically change the nature of what is a quiet residential area.
- The drawings are poor, and it's difficult to tell what visual impact the new buildings will have.
- The proposal is for further fragmentation of an important historic park, which therefore will no longer be appreciated as the holistic design it originally was.
- The amount of car parking so close to the entrance will have a significant negative visual impact on the conservation area, with a vista of parked cars.
- The Council should seek solutions to reducing the number of units significantly as previous pre-application advice has been for 2 storeys for Blocks B and C.

Highways

- The proposal to create 64 parking places to serve 36 units is insufficient, with no space for any visitors.
- The proposed use of a one way system for vehicles, with an entrance on the corner of Kenwood Road and Cherry Tree Road, will significantly increase the likelihood of accidents on what is already a dangerous junction, with very restricted views in both directions along Cherry Tree Road.
- The Transport Statement uses an algorithm based on generalised national data and it vastly overestimates existing traffic volumes. Conferences and events only introduce a small amount of additional traffic at irregular intervals.
- There are on-going traffic problems in the area, and this proposal will greatly increase traffic in the area.
- There have been several accidents on the 5 –way junction opposite the gate house, and the significant increase in traffic would further increase the likelihood of accidents.
- The surrounding roads are almost entirely parked up 9-5 on weekdays.
- There will be overspill parking onto the adjacent roads, causing more congestion.
- Car parking is insufficient on the site already for the Hotel use and will result in a dangerous increase in traffic on the cross roads of Cherry Tree Road, Kenwood Road and St Andrews Road.
- There will be an increased risk to pedestrians, which is of particular concern considering the close proximity to local schools.

Residential Amenity

- The nature and siting of the 3 blocks will negatively impact on neighbouring properties their gardens and terraces, particularly given their height and use of external balconies.
- The proposed balconies on Block B and C are large, and could be used on a regular basis, causing significant levels of noise disturbance.
- Car parking for Block B and C is very close to the rear boundary of the site and will cause significant increase in noise, disturbance and pollution and a loss of privacy at all times of the day.
- This green piece of Sheffield helps to filter the air of traffic pollution in the immediate area which is much needed. The increase in traffic will create more pollution in the area.
- Some of the large windows and balconies will overlook neighbouring properties.
- There will be a noise, disturbance and an increase in heavy vehicles during the construction period.
- The proposal will create light pollution to neighbouring properties with increased and extra lighting around the site.
- The amount of general traffic would increase noise pollution in the surrounding area.
- The site is open to the public at the moment, and the proposals include the removal of wheelchair access to the park and garden.

Landscape

- The loss of the tree canopy to facilitate the development is completely out of keeping with the spirit of the Conservation Area, with the remediation plans proposed being insufficient.
- The destruction of so many trees is unacceptable, reducing wildlife habitat and against the current Sheffield Tree and Woodlands Strategy.
- Blocks B and C would have a serious impact on this historical landscaping of the garden and the views around the general area.
- Climate change is high on the agenda, and keeping as many mature trees as possible and planting more should occur.
- Many of the proposed parking bays extend into the root protection areas for the retaining trees.
- The proposal will constitute further fragmentation of the historic designed landscape, after other parts have been sold off separately. The result is that the area can no longer be 'read' as a designed landscape (Robert Marnock)

Ecology

- The development will involve damage to wildlife habitats, with this green space being an important wild scrub area.
- Badgers have been seen many times over recent years and badger activity is well known to locals in the immediate area. There are badger setts in nearby neighbouring gardens.
- Nether Edge hosts the largest concentration of Tawny Owls in the UK and they depend on green spaces like this.
- There is a large variety of birds and animals including foxes and grey squirrels which use the site.
- The Ecological Survey which has been carried out is wholly inadequate, and lacks any detail.
- The Bat survey was prepared at the wrong time of the year, and no specific bird survey has been undertaken.
- There are no biodiversity enhancements, with no assessment made of the proposed developments impact on wildlife, and no net gain has been demonstrated.
- There have been sightings of Great Crested Newts within the proposed development area.

Other Issues

- The local schools and medical centres would not be able to cope with an increase in demand, they are already full, with insufficient staffing and resources.
- There are already too many flats in the area.
- Will these dwellings be affordable to help young Sheffielders get a roof over their heads?
- There is a building omitted from the plans which is in front of the Lyon Apartments on Kenwood Road.
- The proposal had the potential to de-value neighbouring properties.

- The application has not been sufficiently well advertised and it should have been much more visible to the community for property public consultation to take place.

4 of the 138 representations of objections did state that they had no objection to Block A in principle.

Support

2 letters of support were received on the original set of plans, with comments including:

- In principle it seems to be a sensitively considered proposal with any visual impact kept to a minimum by keeping the proposed buildings only 3 or 4 storeys.
- The use of cars in Sheffield should be reducing, and in this instance the site is within easy cycle distance to the city centre, improved cycle storage should be included.
- This is a very good use of the space which at present looks out of date and in need of a fresh approach. The proposed development will make the area look appealing, and add a modern touch to a beautiful location.

Historic England

The grounds of the site have been encroached upon by 20th century development related to the Kenwood Hall Hotel although much of the original garden layout is still legible. The area for the proposed apartment Blocks B and C has not previously developed, apart from the glasshouses and later garages. These proposed blocks have the potential to cause some harm to the conservation area and the locally designated heritage asset of the historic garden, which also sit forward of the principal elevation of Kenwood Hall. This harm could be reduced by reducing the height and bulk of the buildings and considering their position within the site. As such, Historic England has concerns regarding the application on heritage grounds.

Conservation Advisory Group Comments

The Group considered that the submitted scheme did not preserve or enhance the character of the heritage asset and would in fact cause great harm to the property. The Group felt that the proposed Block A was one storey too high. It was considered that the development would be a gross intrusion on a historical landscape and would have an adverse impact on the heritage asset and the core of the Nether Edge Conservation Area. The Group felt that Kenwood Park was the heart of the Conservation Area, but was also distinct from it. The Park retained its original character as laid out by Robert Marnock, in spite of previous incursions. The Group felt that the scheme showed a lack of understanding of the quality of the landscape.

Amended Proposals

Following the omission of Blocks B and C from the scheme, a further round of consultation was carried out for the demolition of the banqueting hall, and erection of the 9 units within Block A, including associated car parking and landscaping works.

One representation has been received from a resident within Kenwood Court who objects to the scheme on the following grounds:

- Welcome the reduction in the scale of the proposal down to 9 units, and if this is truly all they want to develop, then this addressed the main ecological and over-development concerns.
- The plans remain muddled as they are tacked onto the end of the previous application.
- The design of the Cherry Tree Road entrance is not safe or suitable, with poor visibility.
- The modern character and excessive mass of the development contravenes advice set out in the Nether Edge Conservation Area Appraisal which identifies flat roofed apartment buildings and buildings of excessive mass threaten the conservation area.
- The proposal has balconies which are often used as storage areas and can quickly become untidy.
- The design should take inspiration from other developments such as Kenwood Court opposite that have mimicked the character of existing building.
- There is a total lack of detail regarding the "landscaping" on the Block B and C site. Is it being left as it is, or are the outbuildings being removed?
- The badger sett in the locality needs to be properly protected during construction works.
- Headlights from cars driving up the hill towards the Kenwood Road exit will shine directly into the apartment windows on the opposite side of the road, disrupting resident's quiet enjoyment of their properties.

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 revised in February 2019 (NPPF) is a material consideration.

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.

Paragraph 12 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 213 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 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:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development, or
- 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.

As Sheffield does not currently benefit from a five year housing land supply the most important policies for determining this application are automatically considered to be out of date, as made clear in footnote 7 of paragraph 11. As such the two Paragraph 11 tests, often referred to as 'the tilted balance' (a presumption in favour of sustainable development), will apply.

In this context the following assessment will:

- Assess the proposals 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 as detailed above.
- Consider the degree of consistency these policies have with the Framework and attribute appropriate weight accordingly, while accounting for the most important policies automatically being considered as out of date.
- Apply 'the tilted balance' tests, including considering if the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits.

Key Issues

The main issues to be considered in this application are:

- The acceptability of the development in land use policy terms.

- The design, scale and mass of the proposal, and its impact on the existing listed buildings, historic park and garden, conservation areas and street scene.
- The effect on future and existing occupiers living conditions.
- Whether suitable highways access and off-street parking is provided.
- The impact of the proposal upon the existing landscaping and ecology of the site and its surroundings.

Land Use

The application site falls within a Housing Area, redeveloping the site for housing (Use Class C3) is in line with the preferred use identified within UDP policy H10 'Development in Housing Areas'. It is therefore acceptable in principle.

The application site is considered to be brownfield land, in that it is previously developed and contains the existing banqueting hall and car parking on it. 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.

Policy CS23 and CS24 is open to question as it is a restrictive policy based on outdated housing need figures. However the broad principle is reflected in paragraph 117 of the Framework, which promotes the effective use of land and the need to make use of previously-developed or 'brownfield land'. Therefore the promotion of brownfield development aligns strongly with the NPPF, in particular paragraph 118 c) which gives substantial weight to the value of using brownfield land within settlements for homes and other identified needs.

In this regard CS23 and CS24 can be offered some weight, and the principle of developing this brownfield site within an existing urban area, and sustainable close to a regular bus route is supported in policy terms.

Housing Land Supply

Core Strategy Policy CS23 'Locations for New Housing' identifies that new housing will be concentrated where it would support urban regeneration and make efficient use of land with the main focus of development being on sustainably located sites within or adjoining the main urban area of Sheffield. Core Strategy Policy CS22 relates to the scale of the requirement for new housing and sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained.

The NPPF requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method.

The Council is in the process of updating its 5 year housing land supply position and in light of the recently changed assessment regime further detailed work is required.

The Council's most recent assessment of supply, contained in the SHLAA Interim Position Paper (2017), showed a 4.5 year supply of sites.

In the absence of a 5 year housing land supply and in light of paragraph 11 of the NPPF, all policies that are most important for determining this application are automatically considered to be out of date and are summarised at the end of this report.

Notwithstanding this, the proposed development of 9 dwellings will make a positive contribution towards the Council's housing land supply of deliverable sites.

Housing Density

Core Strategy Policy CS26 requires that housing development makes efficient use of land requiring appropriate housing densities to ensure this.

For a site such as this, which is within an urban area but more than 400 metres away (as you would walk rather than as the crow flies) from a District Shopping Centre or high-frequency bus route, CS26 (d) states that a range of 30-50 dwellings per hectares is appropriate.

Policy CS31 'Housing in the South West Area' identifies that the density of development should be in keeping with the area. This part of Nether Edge and the immediate surroundings is generally characterised by lower density development due to the presence of a high number of large dwellings which are set in substantial plots.

CS31 and CS26 part (d) can be viewed to limit/restrict development with maximum densities proposed but are otherwise in broad compliance with the NPPF and are afforded moderate weight in the determination of this application.

Paragraph 122 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.

Where there is an existing shortage of land for meeting housing needs, as is the case in Sheffield, the para 123 of the NPPF places increased emphasis on avoiding low density housing development and ensuring that developments make optimal use of the potential of each site.

The application site is approximately 0.63 of a hectare, and the 9 proposed units would give a density of approximately 14 dwellings per hectare. This is significantly below the suggested range, however a large proportion of the site area is taken up by the access road, or contains mature trees and landscaping within a historic park and garden. This scheme is for the demolition of an existing building, and erection of a replacement building on a similar footprint and scale, and it is considered that the proposed range reflects the character of the area and as such is within the spirit of

Policies CS26 and CS31 of the Core Strategy and para 123 of the NPPF which is afforded more weight.

Design and Conservation Policy Context

The hotel and its grounds are located within Nether Edge Conservation Area which is a Designated Heritage Asset. The Council has a commitment to the conservation of the character and appearance of this area which is supported by the addition of an Article 4 Direction on the domestic properties of townscape merit within the conservation area.

UDP Policy BE1 'Townscape Design' states that a high quality townscape will be promoted with a positive approach to conservation and a high standard of new design.

The Core Strategy policy CS74 'Design Principles' requires development to enhance distinctive features of the area, which is backed up through UDP policies H14 'Conditions on Development in Housing Areas' and BE5 'Building and Design Siting' which expect good quality design in keeping with the scale and character of the surrounding area.

As the site also falls within the Nether Edge Conservation Area, Policy BE16 'Development in Conservation Areas' and BE17 'Design and Materials in Areas of Special Architectural or Historic Interest' of the UDP are relevant. These policies require high quality developments which would respect and take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, and which also seek to preserve or enhance the character of conservation areas and the city's heritage.

Policy BE21 'Historic Parks and Gardens' within the UDP states that the character, setting and appearance of Historic Parks and Gardens will be protected.

Consideration needs to be given to these important design and conservation policies and how closely these reflect the design policies in the NPPF.

Chapter 12 of the NPPF requires good design, where para 124 states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Para 130 requires that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area. Paragraph 131 goes on to say that great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally so long as they fit in with the overall form and layout of their surroundings.

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 194) that any harm to the asset from development within its setting should require clear and convincing justification.

It is considered that the design and conservation policies within the UDP and Core Strategy reflect and align with the guidance in the NPPF, and therefore whilst out of date, these policies can be afforded full weight and are an important consideration.

It should be noted at this point that footnote 6 to paragraph 11(d) of the NPPF, referred to above and which identifies that where a development plan or its policies are out of date, planning permission should be granted unless 'policies to protect areas or assets of particular importance' provide a clear reason for refusing permission, applies to those within the NPPF, not the Council's Development Plan policies. It is also noted that in such cases where there is clear conflict with the heritage policies within the NPPF, the titled balance does not apply.

Design, Townscape and Conservation Area Issues

Firstly, the principle of the demolition of the unsympathetic and dated banqueting hall is acceptable, and its loss will not impact negatively on the appearance of the conservation area.

The surrounding area is characterised by a mixture of building styles and designs, with the predominant buildings within the conservation area being three storey Victorian properties. There are a number of more modern apartment schemes in the wider area, and there is the Hotel itself and its gardens.

The existing banqueting hall is positioned close to the boundary with No. 51 Kenwood Road. Block A is to be erected on a similar footprint, however is moved slightly away from the western boundary of the site. The building is designed with three floors of accommodation facing Kenwood Road, and an additional basement level on the rear elevation (southern elevation). The existing access point onto Kenwood Road closest to No. 51 is to be blocked up and a new wall to be erected.

The proposal takes a contemporary approach, with the massing reflecting that of the previous building and those in the wider area. The overall height of the proposed building will be approximately the same height as those within the immediate street scene which have pitched roofs.

The main building material within the Nether Edge conservation area is natural stone. This application proposes a natural Ashlar stone to the front elevation facing Kenwood Road with the wide elevations broken up with a contrasting material. High quality detailing will be required in terms of windows, doors, rainwater goods, window reveals etc, and samples of all materials including the stone to ensure the quality can be secured through relevant conditions if Members are minded to grant planning permission.

The proposed building will be visible in the street scene and will contribute towards its character, however it is considered that it will sit comfortably between the neighbouring buildings, respecting the character of the surrounding street scene and wider conservation area.

Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, greater weight

should be given to the asset's conservation. Paragraph 194 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 its setting. Paragraph 196 goes on to say that where a proposed development will lead to 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.

It is considered that the proposal creates less than substantial harm to all identified heritage assets. Public benefit would accrue from the construction of 9 new residential units whereby there is a shortfall in the 5 year supply in Sheffield. There is also the benefit of removing the less sympathetic banqueting hall and replacement with a high quality contemporary scheme which will improve the overall appearance of the site. These benefits are significant and given the improvements undertaken to the design of the scheme, and the reduction of its impact, are considered to outweigh any harm created by the proposal on the heritage assets.

Therefore it can be concluded that overall the proposal is acceptable in respect of UDP and NPPF policies, and Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990.

Highways Issues

UDP Policy H14 part (d) seeks to ensure that development would provide safe access to the highways network and appropriate of street parking and not endanger pedestrians. Policy H5 'Flats, Bed-sitters and Shared Housing' in the UDP part (c) requires that permission will be granted for the creation of flats where there would be appropriate off-street car parking for the needs of the people living there.

Core Strategy Policy CS51 'Transport Priorities' sets out six strategic priorities including developing alternatives to the car, containing congestion levels and improving air quality.

Policy CS53 'Management of Demand for Travel' also seeks to make the best use of the road network, promote good quality public transport, walking and cycling and use travel plans to maximise use of sustainable forms of travel and mitigate the negative impacts of transport.

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 paragraphs 105 and 106 requires consideration to be given to accessibility of the development, the development type, availability of public transport, local car ownership levels and states that maximum standards for residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or optimising density in locations well served by public transport.

The NPPF also states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (para 109).

The Council's revised parking guidelines set out maximum standards in accordance with Core Strategy Policy CS53, and for a 2-3 bedroom dwelling outside of the city centre 2 spaces are required as a maximum, with 1 space per 4 units for visitors.

In this case, 9 x 2/3 bedroom units are proposed which would give a maximum figure of 20 spaces (18 spaces for the units, plus 2 visitor spaces) in accordance with the guidelines. In total 20 parking spaces are proposed which is considered acceptable.

The main entrance to the hotel is by the signposted access along Kenwood Road. The Banqueting Hall which could accommodate up to 200 guests, is then serviced by two access points (which are currently gated) onto Kenwood Road which are located approximately 90 metres to the west of the main hotel entrance. A further access point is located along Cherry Tree Road close to the junction with Kenwood Road and St Andrews Road. These access points have historically provided access and egress from the site.

It is proposed to access the development from Cherry Tree Road, with this access point remaining unaltered. A one way route through the site would lead around to Block A, and then egress from the site would take place onto Kenwood Road from the eastern access point which is to be retained. The western access point which is closest to No. 51 is to be blocked up and a new boundary wall inserted into the existing opening.

The existing use of the access points is currently low due to limited use of the Banqueting Hall, however when the Banqueting Hall was in use, it would see quite intensive use of the access points.

Nonetheless, the car journeys associated with the creation of 9 units is not considered to give rise to any adverse impact on the surrounding highway network, with the one way route through the site improving the access/egress from the site which is considered favourable.

Secure and covered cycle parking is provided within a separate room within the basement level layout, which is welcomed and is provided at a higher ratio of 1 space per unit.

On this basis, the proposal would be considered to meet Policies H14(d), and CS53 and does not have the level of impact that would justify refusal of permission on highway safety grounds as required by the NPPF.

Living Conditions

Policy H5 'Flats, Bed-sitters and Shared Housing' of the UDP states that planning permission will be granted only if living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours.

H15 'Design of New Housing Developments' states that the design of new housing developments will be expected to provide adequate private gardens or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met for all residents.

Paragraph 127 within the NPPF states that the planning system should always seek to secure a high standard of amenity for existing and future users.

These UDP policies are therefore considered to align with the requirement of paragraph 127 so should be given significant weight.

The guidelines found in the adopted Supplementary Planning Guidance on Designing House Extensions are not strictly applicable in this instance owing to them relating to house extensions. However they do suggest a number of detailed guidelines relating to overbearing and overshadowing, privacy and overlooking, and appropriate garden sizes. These guidelines include a requirement for two storey dwellings which face directly towards each other to have a minimum separation of 21 metres. Two storey buildings should not be placed closer than 12 metres from a ground floor main habitable window, and a two storey extension built along site another dwelling should make an angle of no more than 45° with the nearest point of a neighbour's window to prevent adverse overshadowing and overbearing. These guidelines are reflected in the South Yorkshire Residential Design Guide (SYRDG), which Sheffield considers Best Practice Guidance, but which is not adopted as Supplementary Planning Guidance.

Future Occupiers

Having assessed the submitted information in terms of internal layouts and the positioning of buildings, it is considered that occupiers will be afforded good living conditions in terms of space standards, outlook, light and privacy. There are some windows in the east elevation which overlook the driveway however these are secondary windows with the main aspect taken from the front and rear of the building. All units have balconies which are approximately 10 square metres, which meets the requirements of SYRDG. Furthermore, occupiers of the proposed units will have access to the hotel grounds, which are open to members of the public.

The Hotel use adjacent does host weddings and other functions, and so inevitably there could be some noise breakout from the Hotel building. This is considered not to be to a detrimental level and will not cause significant harm to future residents, who in addition, would be aware of that when they were choosing to live within the grounds of a Hotel use.

Based on the above, the proposal is considered to offer a good level of amenity of future occupiers.

Neighbouring Occupiers

The closest neighbouring properties to Block A are No. 51 Kenwood Road which is located immediately adjacent to the site to the west, The stable block which has

permission for conversion into 3 units to the east, and the houses on the opposite side of Kenwood Road.

No. 51 is set within substantial grounds, and at present the banqueting hall is located close to the shared boundary. This application seeks to demolish the existing building, and replace it with a building which is moved away from the shared boundary by between 2 and 4.6 metres (taking account of the footprint of the building). The proposal is considered to not create any adverse overbearing or overshadowing to occupiers of No. 51.

The proposal has no openings in this elevation, with rooms taking their aspect towards the front and rear of the building. Three external balconies are proposed at the front of the building in the north west corner, which could create some overlooking from the side of the terraces. A condition on any approval can ensure that privacy screens are erected so that no adverse overlooking is created.

The houses on the opposite side of Kenwood Road are at the closest 40 metres away and are separated from the development by a wide tree-lined highway. Whilst the proposal has windows and terraces on this front elevation, owing to the separation distance they are not considered to have an overbearing or overshadowing impact or create overlooking to occupiers on the opposite side of Kenwood Road.

Permission has recently been granted for the conversion of the stable blocks located to the east of Block A. No new main windows were proposed in the side of the stable block looking towards the proposed development, and as such as no adverse overbearing or overshadowing will be created by the proposal. The private amenity space afforded to occupiers of the proposed stable block is positioned on the other side of the stables and it is considered that the windows in the side elevation of Block A on the east elevation which overlook the driveway are acceptable.

All other properties in the vicinity are sufficient distance away from the proposal.

Therefore it is considered that the proposed development, will not impact on the amenities of occupiers of neighbouring properties, or future occupiers of the proposed units. The scheme accords with Policy H5, and H14 of the UDP, and Paragraph 127 of the NPPF.

Sustainability

Policy CS63 'Responses to Climate Change' of the Core Strategy sets out the overarching approach to reduce the city's impact on climate change. These actions include:

- Giving priority to development in the city centre and other areas that are well served by sustainable forms of transport.
- Giving preference to development on previously developed land where this is sustainably located.
- Adopting sustainable drainage systems.

The NPPF attaches great weight to mitigating the effects of climate change. When determining planning applications para 153 of the NPPF makes it clear that local planning authorities should expect new development to comply with local requirements for decentralised energy supply unless it is not feasible and viable, and that buildings are designed to minimise energy consumption. This policy can therefore be given substantial weight.

The site is in a sustainable location within the main urban area, and is within reasonable walking distance of local amenities.

In addition, the site is previously developed and the scheme will incorporate permeable/porous car parking areas which will result in reduced surface water run-off rate (see Drainage Section below).

Core Strategy 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.

Previously residential developments had to achieve Code for Sustainable Homes Level Three to comply with Policy CS64. This has however been superseded by the introduction of the Technical Housing Standards (2015), which effectively removes the requirement to achieve this standard for new housing developments.

Policy CS65 'Renewable Energy and Carbon Reduction' of the Core Strategy sets out objectives to support renewable and low carbon energy generation and further reduce carbon emissions. 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.

This policy is compliant with the aims of paragraphs 148, 150 and 153 of the NPPF and this policy can therefore be given full weight.

The applicant has confirmed that the 10% target will be achieved across the scheme and this will be a pre-commencement requirement within any planning conditions. Measures to achieve this include a highly performing insulated building envelope and windows and doors, energy efficient heating and lighting systems, and whole house ventilation systems incorporating heat recovery.

Overall, it is considered that the proposal meets the local sustainability policy requirements, and those of the NPPF.

Landscaping

Policy GE15 'Trees and Woodlands' within the UDP states that trees and woodlands will be encouraged and protected. This is supported through Policy BE6 'Landscape Design' which seeks at part (c) to integrate existing landscape features in the development including mature trees and hedges. The aim of these policies firmly aligns with the broad aims of Chapter 15 (Conserving and Enhancing the natural

Environment) and specifically paragraph 175. As such these policies can be given full weight.

The proposal seeks to remove 1 tree, E32 as marked on the proposed site location. This tree is 12 metres high Yew which is damaged and is to be removed to allow the group of trees adjacent to develop fully.

A condition on any approval can ensure that the relevant trees are to be retained, and that suitable details of tree-protection areas are provided including a method statement for any construction works within the root protection zones. Details of re-planting as part of the soft landscape works for the scheme can also be controlled through a condition.

Based on these circumstances, the proposals are considered to be acceptable from a landscape perspective.

Ecology Considerations

Policy GE11 'Nature Conservation and Development' of the UDP requires development to respect and promote nature conservation. Paragraph 175 (d) of the NPPF encourages opportunities to incorporate biodiversity improvements in and around developments so can be given significant weight.

An ecology survey has been carried out relating to this site which has been subsequently updated and amended. The main body of the ecology survey identifies a number of species which are located away from Block A, and the proposed parking areas. Blocks B and C, and the associated car parking along the driveway are now omitted from the plans, and the existing landscaping is to be retained.

The Banqueting Hall has been surveyed for bats, with no evidence of any roosts. There will be a loss of some trees and shrubs which could provide foraging areas, however there remain sufficient green areas within the site, and the surrounding area to support local wildlife. Furthermore, a condition can be attached to any approval which requires details of biodiversity enhancements such as bat/bird boxes to be submitted.

On this basis the scheme is considered to comply with the aims of policy GE11.

Flood Risk and Drainage

Policy CS67 'Flood Risk Management' of the Core Strategy states that the extent and impact of flooding should be reduced. This policy firmly aligns with Chapter 14 'Meeting the Challenge of Climate Change, Flooding and Coastal Change' of the NPPF and can be afforded significant weight.

The site itself is located within Flood Zone 1 and therefore is not at any significant risk of flooding, and as such does not require a Flood Risk Assessment. In this instance, the areas of hardstanding for car parking could be constructed from a porous material, which would restrict surface water run-off, and this can be controlled through a relevant condition to any approval.

Air Quality

Policy CS66 'Air Quality' of the Core Strategy seeks to improve air quality within the city. This is mirrored within para 181 of the NPPF which seeks to improve air quality and mitigate impacts.

Pollutants and particulates are only likely to result from residents vehicular movements and, as identified in the above Highways Section, vehicle movements associated with the development will be low and would not be notably different from the previous use. It is not therefore considered that the proposed use for 9 dwellings will have an adverse impact on the air quality.

A further consideration in respect of air quality relates to dust during development and in order to tackle this, a planning condition is proposed to secure dust suppression measures for both the demolition and construction phases.

Community Infrastructure Levy (CIL)

CIL has now been formally introduced; it applies to all new 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 movements, school places, open space etc. In this instance the proposal falls within CIL Charging Zone 3. Within this zone there is a CIL charge of £30 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'.

Other Matters

Policy BE12 "Public Art" of the UDP requires that public art should be provided as part of the development and integrated into the landscaping and treatment of the public spaces. No details of any public art have been submitted to date. This can be the subject of a condition on any approval.

RESPONSE TO REPRESENTATIONS

The majority of issues raised through the representations are discussed in the above report. Those which are not, are addressed in the section below.

- Noise and disturbance are a potential consequence of construction activity however, separate legislation (Environmental Protection) applies to this.
- The 9 units proposed in this application are not considered to create a significant demand on local services in the area.
- Devaluation to adjacent properties is not covered under planning legislation.

SUMMARY AND RECOMMENDATION

The application seeks planning permission for the demolition of the existing building on the site, and its replacement with a 3 storey building containing 9 units in total.

The assessment of this development proposal has been considered in light of paragraph 11 of the NPPF, which identifies that when making decisions a presumption in favour of sustainable development should be applied. Paragraph 11 goes on to state 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, as is the case here as Sheffield does not currently benefit from a five year supply of housing land, planning permission should be granted unless any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

In the absence of Sheffield currently being able to demonstrate a 5 year supply of housing land the tilted balance is in play in accordance with paragraph 11 of the NPPF as the most important policies for determining this application (housing supply, design, amenity and heritage) are considered to be out of date. Therefore the positive and negative aspects of the scheme must be carefully weighed.

The principle of demolition of the banqueting hall and erection of a replacement 3 storey building containing 9 residential units is considered acceptable in land use policy terms. The proposal would represent efficient use of land, in a sustainable location within the main urban area. The proposed development will not have a detrimental impact on the amenities of occupiers of neighbouring properties, with future occupiers of the proposed development afforded a good level of amenity. The level of car parking accommodation is acceptable and would avoid any severe implications in highway safety terms.

The proposal is considered to create less than substantial harm to the Conservation Area, with the removal of the less sympathetic banqueting hall from the site being welcomed, and the creation of a high quality appropriate scaled residential development which would have a positive impact on the immediate area, along with the wider conservation area.

The delivery of 9 housing units would make a small but positive contribution to the city's housing stock which is significant at a time when Sheffield cannot demonstrate a 5 year supply of housing land. It would result in redevelopment of an underused and deteriorating building on a previously developed site in a sustainable location, containing sustainable design features.

The public benefits listed above are considered to outweigh the less than substantial harm and in this context there is no conflict with paragraph 196 of the NPPF and no clear reason for resisting the proposals on those grounds. The tilted balance therefore applies.

In applying the tilted balance in favour of sustainable development in accordance with paragraph 11 (d) of the NPPF, it is considered that the benefits of the scheme outweigh the minor adverse impacts in this instance and it is considered that the scheme represents sustainable development, in line with the key policies contained in the Development Plan and the provisions of the NPPF.

It is therefore recommended that planning permission is granted conditionally.