



Kelham Neepsend Action Plan

2008-2018



FOREWORD

Kelham Neepsend is a place unmistakably of Sheffield, a place that brings together both its proud history and forward looking business, living and leisure. This document sets out clear guidance for the protection of the area's rich heritage, for the growth and development of its residential and business communities, and for improvements to public spaces and the river. All of this will help build and sustain Kelham Neepsend and its emerging community.

Councillor Tim Rippon

Cabinet Member (Economic Regeneration, Culture & Planning)



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KELHAM NEEPSSEND – A VISION FOR 2018

- ◆ An attractive place to live, with a rich diversity of residents and housing types including affordable flats, executive apartments and student/key worker accommodation.
- ◆ A new inner city village formed around Kelham Square and the goyt where convenience shops, cafes, bars and public event spaces are located.
- ◆ A thriving and accessible business location north of the river housing small manufacturing, service industries, craft and artist workshops, studios, small professional offices and a mix of refurbished and new premises.
- ◆ An area that enjoys good pedestrian and cycle access into the city centre and to well maintained green spaces along the river or in adjacent neighbourhoods.
- ◆ A good place to start and grow businesses.
- ◆ The home of a successful and popular micro-hydro power generation scheme at Kelham Wheel.
- ◆ A well-managed and ecologically-rich River Don, used for a range of leisure pursuits including canoeing, angling, walking and jogging.
- ◆ Kelham Industrial Museum enjoys greatly increased visitor numbers as it is now located in a lively, safe and accessible place on a popular leisure walking route along the river.
- ◆ Kelham Neepsend is nationally well known for its real ale pubs and breweries, gastro-pubs, its open air events focused around Kelham Square and Museum Yard ranging from Victorian markets through to food fairs and music festivals.
- ◆ The streets are well lit, attractively paved and well managed by City Centre Management and Ambassadors.
- ◆ Residents and businesses are confident in the local flood protection measures which have prevented any repeat of the 2007 flood.
- ◆ All Kelham Neepsend's historic building stock has been restored and found new uses.



Images courtesy of Axis Architecture / Raven Group.

KELHAM NEEPSSEND ACTION PLAN 2008 - 2018

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1. INTRODUCTION

1.1 THE ACTION PLAN AREA

The areas of Kelham and Neepsend to which this document relates are important to the city of Sheffield for a number of reasons. The industrial history of Kelham and Sheffield can be traced back to the 12th Century, with Kelham Island's contribution to the development of Sheffield's commercial and architectural character directly influenced by its association with the prosperous steel, cutlery and silverware industries. Kelham Island was designated a Conservation Area in 1985 to preserve some of Sheffield's finest historic industrial buildings and since that time a number of listed buildings have been redeveloped as residential units. The area of Neepsend covered by the action plan is predominantly industrial, although it does contain a diverse mix of businesses, including scrap-yards, recording studios, cutting-edge software developers and the Foundry Climbing Centre.

1.2 WHY AN ACTION PLAN IS NEEDED

Action plans have been prepared for virtually the whole of the city centre and whilst the City Centre Masterplan and Sheffield

Development Framework provide the overall strategy, the action plans provide a finer-grain of planning policy responding to local consultation and development pressures and embracing issues such as area management, local economy and housing tenure as well as land use. After many years of little change Kelham Neepsend is now experiencing rapid redevelopment and pressure for much more.

1.3 WHO THE ACTION PLAN IS FOR

This action plan is for all stakeholders who have a personal, business or professional interest in this unique area.

1.4 CONSULTATION

A critical part of the action plan process is consultation. In October 2006, all residents and businesses in the area were invited to give their views on issues of concern to them and to Kelham Neepsend. This was followed by a wider public consultation. The main findings from the consultation were:

- ◆ Although Kelham's residential community is relatively small, it is now a popular place to live. There is some concern however over the general lack of local facilities.
- ◆ There is a well-established business

community in Neepsend, and some businesses have concerns over pressure from residential developers and the impact on land values/rents and potential conflict with traditional industry.

- ◆ Concerns exist over the style and dimension of a number of recent modern residential developments in Kelham.
- ◆ Kelham residents have a desire to see the retention and re-use of architecturally and historically important buildings.
- ◆ Problems exist in terms of anti-social behaviour, crime, litter, traffic and parking, and a lack of open space.

1.5 STATUS OF THIS DOCUMENT

This action plan is a delivery vehicle for a 10-year vision for the area, and as such will be referred to when determining planning applications and allocating public investment. The action plan also works within existing local, regional and national policies (see Section 2) and will inform the emerging Sheffield Development Framework and City Centre Masterplan review.

2. POLICY CONTEXT

Other policy documents and studies have influenced the contents of this document and should be consulted in conjunction with it.

UNITARY DEVELOPMENT PLAN (UDP) (1998)

The UDP designates this area as a combination of General Industry, Fringe Business and Industry, and Mixed Use. It also designates part of Kelham Neepsend as an Area of Special Character. It should be noted that the industrial character of part of the Kelham Neepsend area has been significantly diluted by non-industrial development.

SHEFFIELD DEVELOPMENT FRAMEWORK

Once adopted, expected by 2010, this portfolio of documents will provide the spatial planning policy for Sheffield and will replace the Unitary Development Plan.

Information relating to the current status of the SDF, and details of the UDP policy for the area, can be found at sheffield.gov.uk. A summary is provided in Section 5.1.

CITY CENTRE MASTERPLAN (2000 & 2007)

The City Centre Masterplan was commissioned in 2000 by the City Council and Sheffield 1 and has provided strategic guidance for the successful regeneration of the city centre. It was strongly focused on the core of the city centre and had little to say about more peripheral areas such as Kelham Neepsend. A review of the Masterplan, to be completed in 2007, includes these areas and provides a new strategic context, and expands the city centre to include Kelham Neepsend. This in effect reclaims the River Don for the city centre, stimulating major job increases in office based employment, research and development activity and digital industries.

SHEFFIELD CITY CENTRE URBAN DESIGN COMPENDIUM (UDC) (2004)

This document includes a Character Study of part of the action plan area and provides guidance for general scale, material and massing for new buildings. The UDC also acknowledges the important role the Kelham area plays in Sheffield's industrial heritage and also recognises the need for greater interaction between the built form and the river.

CITY CENTRE LIVING STRATEGY (2004)

Identifies the advantages of the riverside setting of Kelham and its potential to grow into an established city centre residential community.

AFFORDABLE HOUSING INTERIM PLANNING GUIDANCE (2006)

Sets out the City Council's requirements for the provision of affordable housing across the city, which in brief is that affordable housing will be negotiated for developments which deliver more than 25 residential units or for a development on a site in excess of 1 Ha. The full policy can be found at sheffield.gov.uk.

UPPER DON RIVERSIDE ACCESS STUDY (2007)

Emphasises the importance of the River Don as an asset to Sheffield and proposes a new river crossing and riverside walk from Middlewood Park to Lady's Bridge through Kelham Neepsend, linking with the Five Weirs Walk.

ADJACENT AREAS - POLICY INITIATIVES

In addition to the policy initiatives listed above, a number of action plans and studies have been, or are being, undertaken in the following adjacent areas and have also influenced the contents of this action plan:

- ◆ St Vincents (Approved)
- ◆ Wicker Riverside (Approved)
- ◆ Cathedral Quarter (Approved)
- ◆ West Bar (Approved)
- ◆ Burngreave Housing Market Renewal (Approved)
- ◆ Upper Don Valley Regeneration Strategy (Approved)

3 URBAN DESIGN ANALYSIS

3.1 URBAN CHARACTER

The action plan area is a rich mix of industrial, commercial and leisure activities together with a small residential community. Historically, the requirement of the proximity of a water supply for the metal trades in the area resulted in early riverside development, some of which still remains. In recognition of the industrial and architectural importance of the area, the Kelham Island Industrial Conservation Area (one of the first in the UK) was created in 1985, and extended in 1986, to preserve some of Sheffield's finest historic industrial buildings. Whilst the collection of distinctive and attractive works along Green Lane and Alma Street is well known, the frontage of smaller Victorian steelworks along Mowbray Street and Neepsend Lane is less recognised but equally valuable.

There are three distinct character areas within the action plan boundary each with their own local dynamic and identity, which, for the purpose of this action plan are labelled as Woodside, Core Neepsend and Kelham Riverside. These character areas are identified in Fig 1.

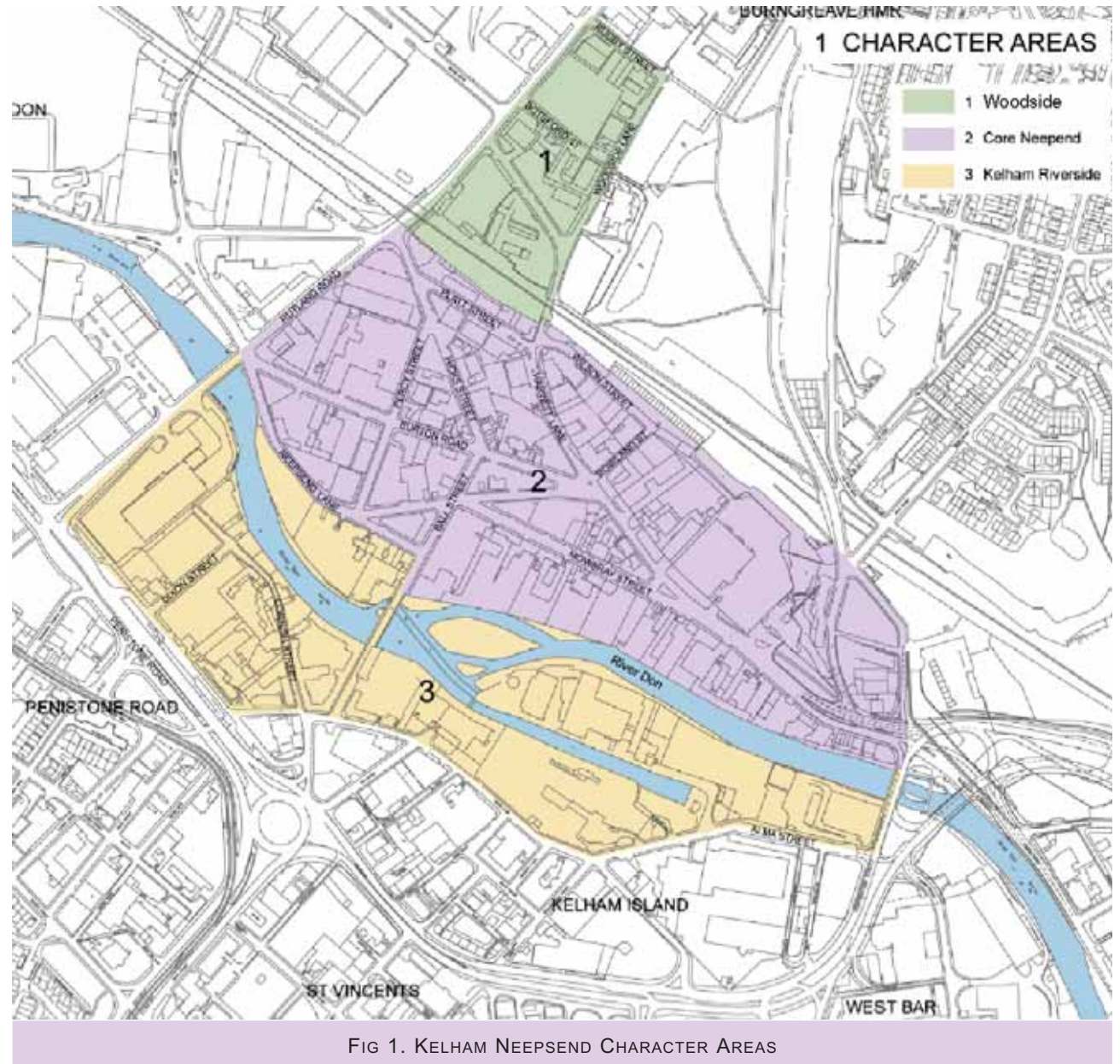


FIG 1. KELHAM NEEPSEND CHARACTER AREAS

3.1.1 WOODSIDE

The Woodside area is predominantly industrial in nature and is located on a key route to the Burngreave Housing Market Renewal Area. The railway line to the south effectively severs Woodside from the remainder of the action plan area, although there is some potential in improving access to the adjacent Stanley Fields.

Key characteristics and issues:

- ◆ Predominately industrial in character.
- ◆ Rutland Road provides a key connection to the Burngreave Housing Market Renewal area.
- ◆ Severed from the rest of Kelham Neepsend by the railway line.
- ◆ Benefits from high visibility due to its topography and has potential to access large areas of underused open space at Stanley Fields.
- ◆ The two tunnels, under the railway viaduct at Rutland Road and Harvest Lane, are the only access routes for vehicles and pedestrians.



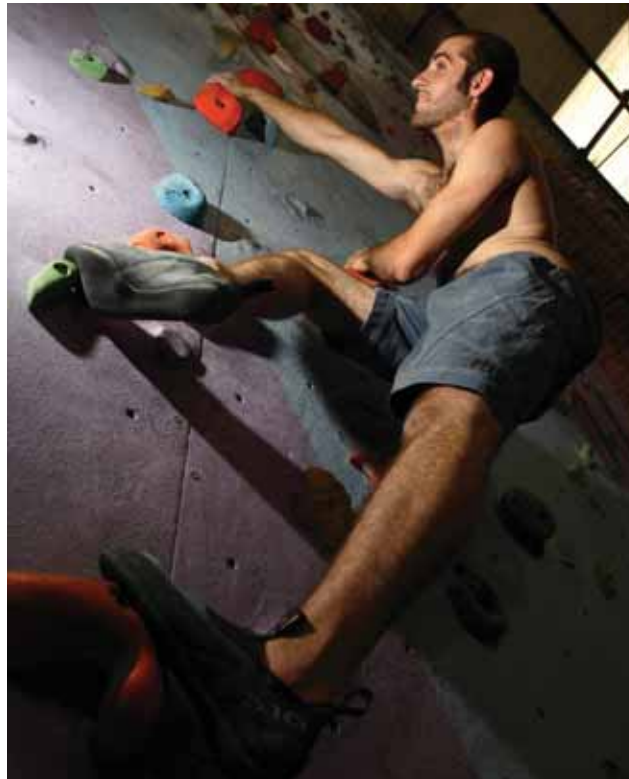
3.1.2 CORE NEEPSSEND

Core Neepsend is predominantly industrial, although it does contain a diverse mix of businesses, including scrap-yards, recording studios, cutting-edge software developers and the Foundry Climbing Centre. However, other than a ribbon of riverside development, it has seen little activity of any real quality in recent years.

Key characteristics:

- ◆ Industrial activity and diversity of other uses provides Core Neepsend with its distinctive character.
- ◆ The area has valuable river frontage, although there is limited interaction between existing riverside buildings and the river itself.
- ◆ Historically significant streetscapes, such as Mowbray Street, remain largely intact constituting one of the city's most complete 19th Century industrial areas still in active use.
- ◆ The area contains an established and diverse business community with significant interconnections and a strong desire to remain.

- ◆ There are a number of buildings of character that are important to Sheffield's heritage. These are identified in Figure 2 on page 12.
- ◆ North of Neepsend Lane there are areas of open storage and poorer quality 20th Century warehousing that, whilst lacking coherence, do house some productive businesses.



3.1.3 KELHAM RIVERSIDE

The conversion of the historic Cornish Place and Brooklyn Works in Kelham Riverside are amongst the earliest successful examples of city centre living in Sheffield. This well established residential community is expanding through the significant developments along Alma Street and Green Lane. With the closure of several engineering plants in 2006/07 residential is rapidly becoming the dominant



use in Kelham Riverside, although other activity in the area which help preserve its distinct character include the Kelham Island Industrial Museum and a number of real ale pubs, together with the award winning Kelham Island Brewery.

Key characteristics:

- ◆ Kelham Riverside is a mixed-use area, dominated by an established and growing residential community with some limited commercial activity and leisure uses.
- ◆ The area has seen a significant amount of development activity in recent years building on its riverside location whilst retaining a significant proportion of its' urban form and distinctive buildings.
- ◆ The area contains a number of listed structures, including three bridges and a 12th century weir, and features that are an important link to Sheffield's industrial past, such as the Kelham goyt and its intact wheel-pit, both of which are in need of substantial restoration.
- ◆ The area enjoys a prominent riverside location, although a number of the buildings on the river have little or no interaction with it.

- ◆ The environmental quality of the Don has improved substantially but suffers from litter, invasive plant species and lack of management.
- ◆ The new sections of riverside walk planned and under construction will create a safe pedestrian route along the river or goyt linking to the Upper Don Walk.

Common Issues:

There are a number of issues that are common to all three character areas, in particular Kelham Riverside and Core Neepsend:

- ◆ Whilst riverside frontage is seen as an asset, there is some concern over the maintenance of the river environment, which does not legally fall under the remit of one agency.
- ◆ Perceived and real problems exist in terms of safety, anti-social behaviour and criminal activity often associated with prostitution and drug abuse.
- ◆ Traffic and parking problems, including concerns over accessibility and on-street commuter parking.
- ◆ Lack of open space for residents.
- ◆ Poor pedestrian and vehicle connection to the city centre.
- ◆ A perceived neglect of the public realm.

3.2 KEY ROUTES AND LINKAGES

There are a number of key routes through the area that help define the character of Kelham Neepsend. These key routes also link Kelham Neepsend with neighbouring areas and the city centre:

- ◆ Rutland Road
- ◆ Mowbray Street
- ◆ Burton Road
- ◆ Ball Street
- ◆ Alma Street/Green Lane
- ◆ The emerging Upper Don Walk
- ◆ Kelham to Victoria Quays



VIEW OF KELHAM NEEPSSEND FROM PYE BANK

3.3 KEY VIEWS

There are several important views into, and within, Kelham Neepsend that characterise the uniqueness of the area:

- ◆ Woodside
- ◆ Pye Bank
- ◆ Rutland Road
- ◆ Penistone Road
- ◆ Ball Street Bridge
- ◆ Mowbray Street
- ◆ Ring Road

These key routes and views are identified in Fig 2.

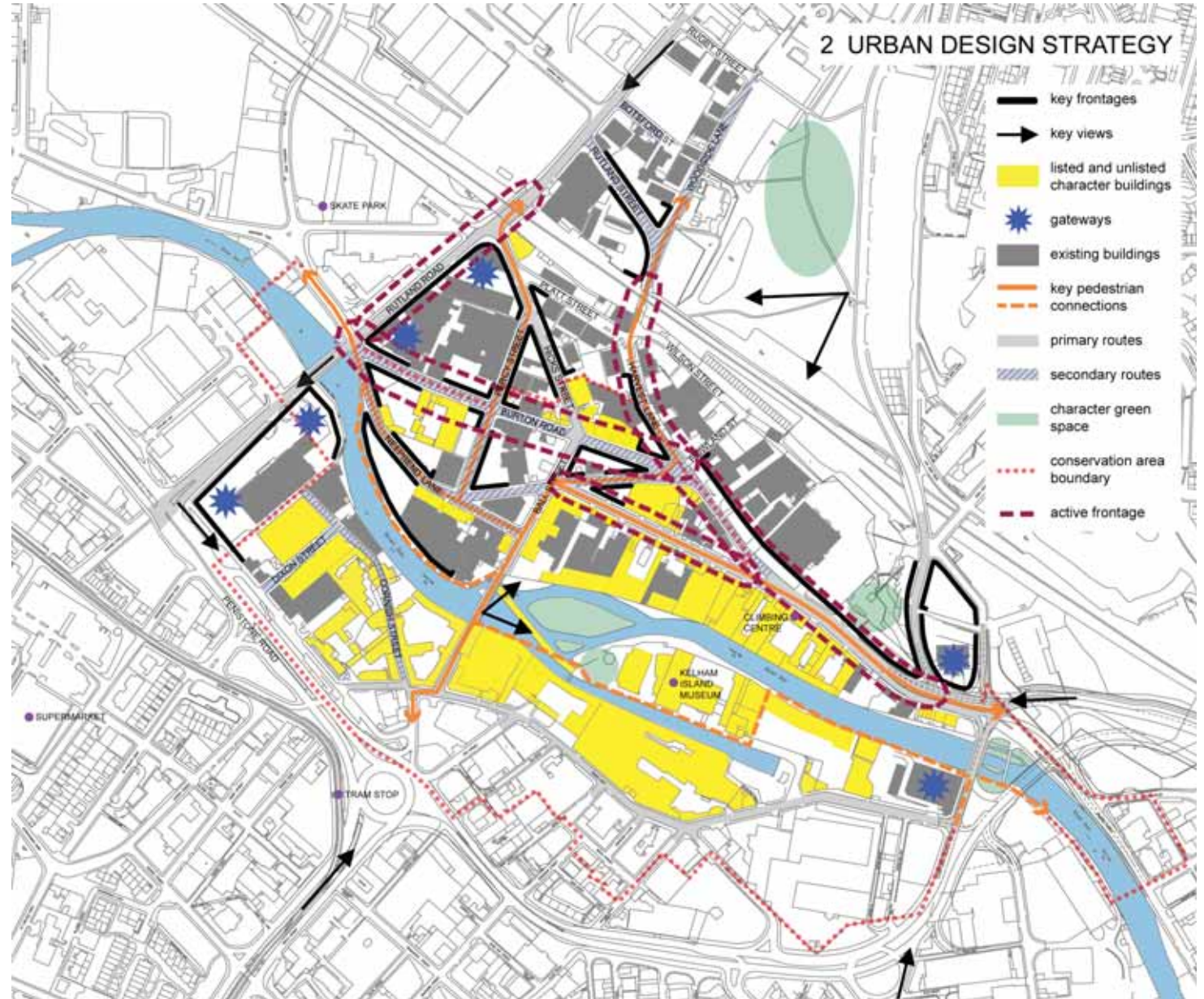


FIG 2. URBAN DESIGN STRATEGY

4. AIM AND OBJECTIVES OF THE ACTION PLAN

As outlined in Section 1, the action plan plays an important strategic role in the delivery of the vision for Sheffield city centre and Central Riverside. In a more local setting, the action plan's main roles are to provide a fine grain planning policy framework and to identify key interventions as part of an implementation strategy.

In the context of current and emerging planning policy and development pressure, and by drawing on the conclusions of the comprehensive consultation exercise, there is a need to produce a clear and robust area policy to support the established and growing residential and business communities in Kelham Neepsend. It is proposed therefore that the key aim of this action plan is:

'To build on the area's assets: its special architectural identity; its strong links with Sheffield's industrial heritage; the river; its well established and diverse business community; its growing residential community; to create a distinctive and sustainable mixed use area, and thus contribute to the regeneration of the city centre and adjoining neighbourhoods'

This aim will be met by achieving the following core objectives:

Objective 1

To retain, re-use, and restore buildings and townscape of architectural importance

Objective 2

To encourage sustainable and fully inclusive development that is sympathetic to its surroundings and that delivers high quality commercial accommodation to support business development in the area

Objective 3

To provide guidance on the volume, mix, style and location of future residential development

Objective 4

To address the increasing need for local shopping, health and community facilities, to improve access to open space and to address anti-social behaviour, crime and transportation issues and to increase the opportunity for recycling of waste

Objective 5

To heighten awareness of the River Don, its three listed bridges and listed weir and mill goyts in the area, to explore the potential for new river crossings, to improve flood protection and access to the river and to roll out an environmental management scheme

Objective 6

To improve the quality and connectivity of the public realm to accommodate movement and special events

Section 5 below sets out key principles and identifies a number of practical interventions which, if implemented, will contribute to the delivery of the objectives of this action plan.

5. DELIVERY OF ACTION PLAN OBJECTIVES

The principles and interventions referred to above have been grouped together under the following headings:

- ◆ Land Use
- ◆ Building Design Principles
- ◆ Public Realm & Open Space
- ◆ Public Safety
- ◆ The River
- ◆ Transportation

5.1 LAND USE

5.1.1 Current Land Use Allocation

The Unitary Development Plan (UDP) predominantly designated Kelham Riverside as a Mixed-Use Area with small pockets of General Industry. This is reflected in the volume of residential development activity in recent years. The Core Neepsend and Woodside areas are on the whole designated for industrial use.

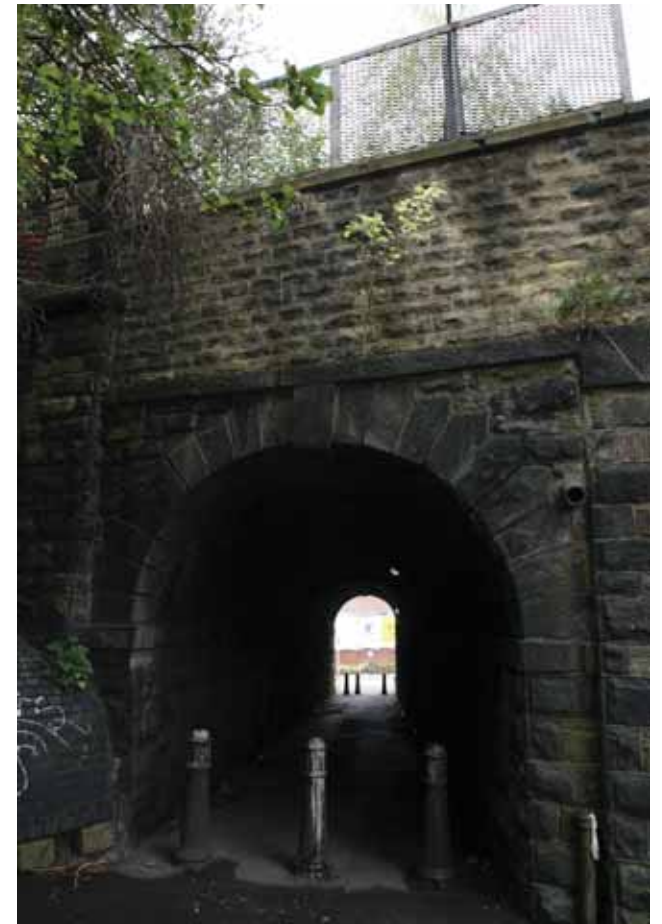
5.1.2 Sheffield Development Framework (SDF)

Currently the subject of a lengthy and comprehensive consultation exercise, the SDF will fully replace the UDP in 2010. The SDF City Policies and Proposals Map have reached the Preferred Options stage, and in most parts of the action plan area are proposing significant changes to the UDP. Kelham Riverside is proposed as a Business and Housing Area, where offices and housing are preferred uses. Core Neepsend is mainly proposed as a Business Area, where office development is preferred, although the riverside is proposed as a Business and Housing Area. Woodside is proposed as a Business and Industrial Area where manufacturing and distribution/warehousing uses are preferred.

These proposed changes are in recognition of the extension of the city centre to include Kelham Neepsend and the need to introduce uses which are more appropriate to a city centre environment.

5.1.3 Action Plan - Land Use Proposals

This action plan presents an opportunity to manage, at a finer grain level, the transition from the current development plan for the city



(the UDP) to its forthcoming replacement, the SDF. As such, it is proposed that the land use allocations, for the purpose of the delivery of this action plan's objectives, follow the land use principles currently being established by the SDF. Taking each character area in turn:



5.1.3.1 Woodside

In land use terms, Woodside will continue to be commercial in nature and residential is not considered to be an acceptable use. The provision of higher quality commercial premises to encourage the retention of existing businesses, and to attract businesses into the area, will be particularly encouraged.

5.1.3.2 Core Neepsend

Other than a growing ribbon of riverside development, Core Neepsend has seen little development of any real quality in recent years. The land use principles contained in the draft SDF present an opportunity to introduce further, but limited, residential development into Core Neepsend.

However, any residential proposals will be considered in the context of Objectives 2 and 3 in this action plan. These objectives seek to support business development in the area and to control the location of future residential accommodation. Core Neepsend has a well established and diverse business community, some in expanding sectors, and is an important economic asset and employment provider for the area. Consultation has revealed however that many commercial tenants in the area occupy their premises on very short leases or simply by verbal

agreement, which leads to uncertainty of tenure and a fragile business plan. To compound this problem, Core Neepsend has seen little in terms of quality commercial development in recent years, and a number of cleared sites have been used for open storage or parking. It is proposed therefore that the dominant use in the area will continue to be commercial, and that the provision of higher quality business premises in Core Neepsend will be supported. Whilst all B1 type uses are appropriate, it is considered that B1b and B1c uses (non-office business development, for example light industrial) could be particularly important and relevant to Core Neepsend. In mixed-use schemes, the B1 element (B1a, B1b, B1c) will form the majority of the development. New developments for B2 use (General Industry) are unacceptable; over time some of the larger metalworking firms may choose to relocate to modern and more appropriate premises elsewhere in the city and the area is expected to move naturally towards lighter industry, services, studios and small hybrid office/workspace.

Whilst recognising the value of activity such as scrap and breakers yards in the area, as the area develops there will be a requirement for more environmental responsibility from those activities which seriously impact on the

amenity of other users of the area.

Although it is proposed that the principal land-use will continue to be commercial, to ensure continued vibrancy and vitality of key routes in Core Neepsend (as identified in Fig. 2 on page 12) active frontages will be encouraged in the form of small scale A1/A3 units, particularly at corner locations and junctions. Primary pedestrian entrances to new developments on these routes should be from the main street as opposed to a rear car-park or internal courtyard.

Residential development will only be considered as part of mixed-use schemes. It is also recognised that the river provides an important visual and leisure amenity for local residents in an otherwise harsh and industrial environment, and as such the case for residential development weakens the further away from the river a development site sits, particularly in Core Neepsend. The case for residential is weakened further in the area towards the railway line which currently presents a poor environment, particularly in the evening. For the above reasons, residential development is not considered acceptable in the area bounded by the railway line, Hicks Street, Burton Road and Rowland Street, whilst the residential amenity in this area remains poor.

Where residential development is considered acceptable as part of a mixed development, the configuration of the development should be given careful consideration to ensure that the objective of maintaining the commercial character of Core Neepsend is preserved. Proposals with residential units on upper floors above commercial premises, or to the rear of a mixed-use development, will be encouraged.





RIVERSIDE DEVELOPMENT OPPORTUNITY

5.1.3.3 Kelham Riverside

In recent years there have been a number of large and predominantly residential developments approved in Kelham Neepsend. As such, the majority of available sites in the area have been developed for residential, or have approval for residential development. However, to maintain a commercial presence in the area, and to ensure consistency with the emerging SDF, proposals for further large scale and single-use residential development will generally be resisted. However, single-use residential development may be considered acceptable if there are demonstrable heritage benefits, for example to secure the retention and re-use of a listed or character building. There remains some potential for riverside residential development in the vicinity of Waterloo Walk and Dixon Street, however any development would be required to include an element of at least 50% B1 (commercial). For reasons of residential amenity, the commercial element of larger mixed-use schemes in the location of Waterloo Walk/Dixon Street would be aligned along the busy Rutland Road and Penistone Road.

5.1.4 Community Facilities

A relatively small and permanent residential community now exists in Kelham Neepsend but has yet to attract a significant level of

local facilities in terms of shops, healthcare services, and places to eat and drink. In acknowledgement of this, and in anticipation of a growth in the number of residents in Kelham Neepsend and adjacent areas, the provision of accommodation for the delivery of local services (food & drink, small shops, health care facilities, nurseries and so on) is supported, particularly as part of a mixed-use development. It is proposed that a focus for such services will be a new public space adjacent to the Fat Cat pub, to be known as Kelham Square.

5.2 BUILDING DESIGN PRINCIPLES

5.2.1 Architectural Style and Materials

The retention and re-use of the existing historic built form will be encouraged to enhance and strengthen the character and quality of Kelham Neepsend. Contemporary buildings in an historic setting, where appropriate, can provide a striking contrast to the existing built form. In all instances, architectural fashion and pastiche development is to be avoided to ensure a timeless and lasting urban form.

New development should provide robust street frontages to reinforce the historical

street pattern in the area.

Articulation of building facades with projections or recessions in the elevations, or through the use of fenestration, balconies etc. will soften the facades, breaking down the appearance of building mass and providing visual interest.

Pitched, rather than flat roofs, are contextually appropriate, will provide architectural interest and therefore are preferred and will be supported.



Materials used for developments within, and immediately adjacent to, the Kelham Island Conservation Area will be of a high quality to complement the prevailing palette of materials in the area, such as brick, stone and slate. Some high quality modern materials, such as steel and glass and timber cladding, may be appropriate, provided they are used sensitively.

Other vernacular features such as rounded corners, arched accesses, saw-tooth and clerestory rooflines, brick chimneys and so on will reinforce the area's heritage and will be supported in new developments.

Development away from the Conservation Area, in Core Neepsend and Woodside, should be contextual in terms of layout, massing, architectural treatment and use of materials.

5.2.2 Building Height

New developments must respect the scale, height, proportion and materials of the existing historic built form to ensure the retention of the area's distinctive character, in accordance with Sheffield City Council's Urban Design Compendium. Generally, building heights will not exceed the existing maximum of 5 storeys.

5.2.3 Layout and Arrangement

New buildings should generally adhere to the courtyard form of arrangement. Deep plan forms, which are non-contextual and unsustainable, will be resisted. The building layout should ensure good quality lighting and natural ventilation is available to its occupants.

Any development proposals that significantly compromise the key views and routes identified in Sections 3.2 and 3.3 will be strongly resisted.



5.2.4 Conservation

Part of the action plan area falls within the Kelham Island Conservation Area and, as part of the action plan process, a Character Area Study appraisal has been carried out. This has resulted in the identification of all buildings and features that contribute to the character of the area (Fig. 2, page 12). It has also resulted in the spot-listing of back-to-back housing on Mowbray Street which is of significant importance not only to the area, but also to the city's architectural and industrial heritage, and it is this rich architectural heritage which gives the area its uniqueness. Therefore, future development in the area will be expected to observe the following principles:

- ◆ Buildings that are listed or add character to the area will be retained and reused wherever practical.
- ◆ New buildings that sit alongside listed buildings or buildings of character will be required to be sensitive to their location, particularly in terms of height and materials, and will be of an exemplary and innovative design.

The City Council will also use listed building legislation, such as repair notices, to ensure

that the fabric of redundant listed buildings that are awaiting new uses will be maintained in at least a wind and weathertight condition and are secured from vandalism. There are a number of valuable buildings that have been identified as being at risk:

- ◆ Wharncliffe Works
- ◆ Cornish Works
- ◆ Back-to-back housing on Mowbray Street
- ◆ Globe Works (rear)



The City Council will continue to work with the owners of these properties to bring forward their early redevelopment and supports their retention and re-use, and if necessary will consider the use of a wide range of legislative and planning powers at its disposal to ensure that these important buildings are not lost to the city.

5.2.5 Sustainability

Sheffield's Environmental Excellence strategy produced by the Sheffield First partnership (sheffieldfirst.org.uk), and the City Council's environmental policies, make carbon reduction and adaptation to climate change key priorities. The action plan supports this strategic approach, and will encourage the implementation of these relevant policies and principles. By their practical application in Kelham Neepsend, progress will be made towards a low carbon community that is adapting to climate change.

It is anticipated that new development within the action plan area will meet the BREEAM criteria for residential and commercial buildings, and will follow the City Council's sustainability guidelines, and those contained in the emerging Sheffield Development Framework (SDF). Both can be found on the City Council's website at sheffield.gov.uk.

5.2.6 Flood Risk

The majority of the action plan area falls within an Environment Agency defined 'Flood Zone'. As such, it is a requirement of national planning policy (Planning Policy Statement 25) that 'vulnerable uses', for example residential development, will only be permitted in a flood zone if it addresses and satisfies the Sequential and Exception Tests. The Sequential Test must demonstrate that there are no reasonably available sites with a lower risk of flooding that would be appropriate to the type of development or land use proposed. The Exceptions Test then provides a method for managing flood risk whilst still allowing necessary development to occur.

In addition to national planning policy, the current advice from the Environment Agency is that any planning application for a site flooded in June 2007 will require the following supporting information:

- ◆ A full-scale investigation as to why the site flooded.
- ◆ To what depth and extent it flooded
- ◆ Details of proposed mitigation measures to ensure any proposed new development doesn't flood, and assurances that these measures will not adversely affect other properties.

It is anticipated that the Environment Agency's investigations into the June floods will be concluded by mid 2008 when the above advice will be reviewed.



5.3 PUBLIC REALM AND OPEN SPACE

5.3.1 Public Realm

The quality of public realm improvements is key in repairing the historic streetscape and in raising expectations of the quality and type of activity in the area, particularly in relation to residential developments. In addition to raising expectations for the area, high quality public realm will improve and encourage pedestrian movement, further contributing to public safety objectives and in some instances attract visitors and special events.

In terms of the material palette for new developments, the Kelham Neepsend area will generally adhere to the palette and street furniture suite for Secondary Zones as set out within the Sheffield Urban Design Compendium. (sheffield.gov.uk)

However, in the Conservation Area, the use of contextually appropriate materials (such as natural stone paving) will be used where possible to improve the streetscape on key routes, for example Green Lane/Alma Street, the proposed Kelham Square and Mowbray Street.

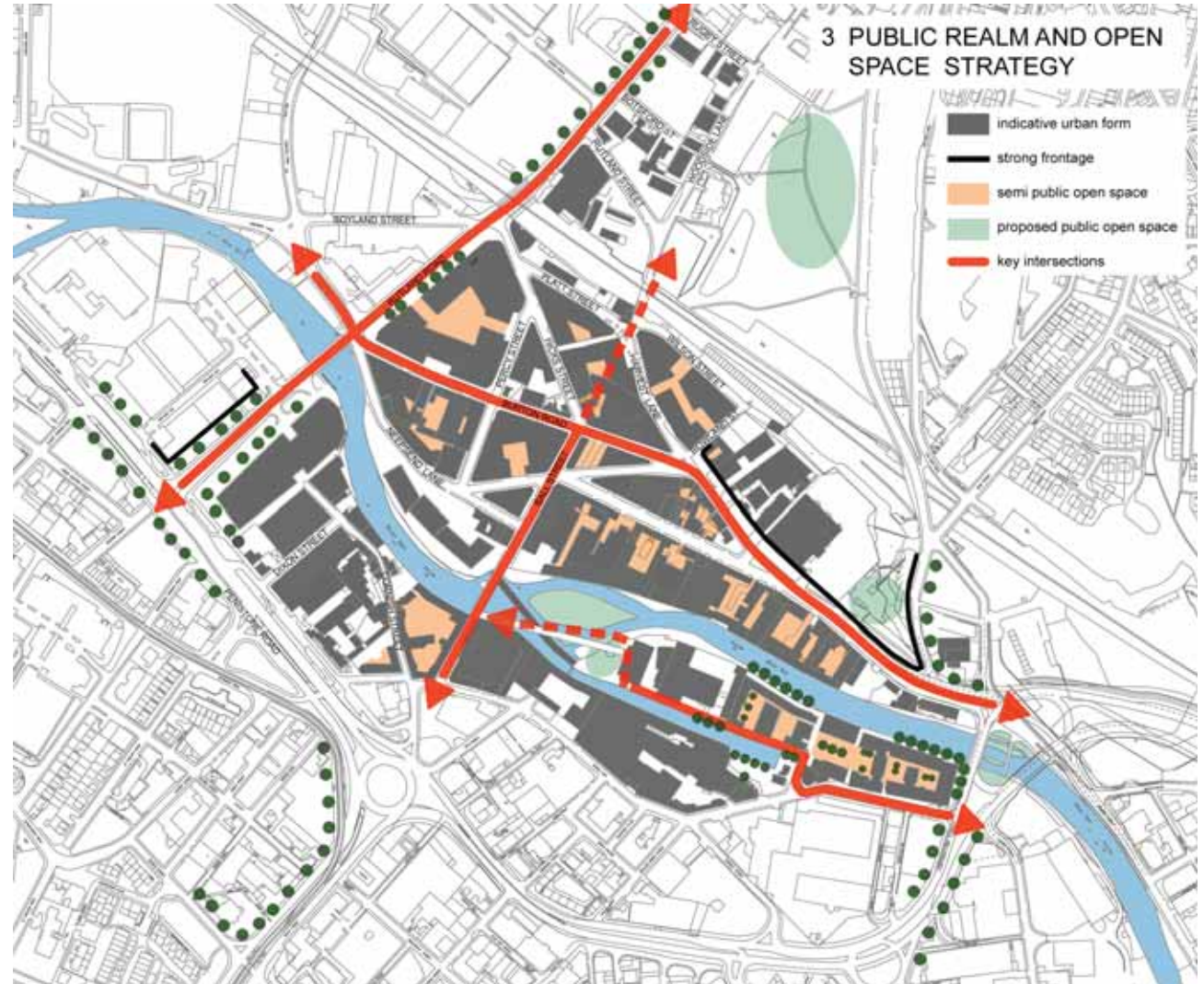


FIGURE 3. PUBLIC REALM AND OPEN SPACE STRATEGY

5.3.2 Open Space

It is acknowledged that there is a limited supply of open or green space within the action plan area, which is a reflection of its historic and recent role as a densely built industrial location. The ongoing transformation of the area to a mixed-use community, will increase the demand for improved amenity for residents, of which open

space is just one element. The river and the Kelham goyt do provide a unique 'green corridor' in the area, and the potential to capitalise on this asset is acknowledged by Objective 5 above. It is not appropriate or viable to introduce new large areas of open space into the area, although a number of opportunities are emerging to provide small, well designed areas of public open space.

As part of its ongoing operational development, it remains the desire of the Kelham Island Museum to improve the small area of open space at the Western end of Kelham Island. Plans have been prepared for a small park at the end of the proposed Brooklyn Bridge, a green space that would be available to residents, workers and visitors to the area. Completion of the Brooklyn Bridge, and the proposed connection across the goyt from the residential development in Green Lane Works, would make this space available 24 hours a day.

TIMESCALE: 2009/2010
FUNDING OPPORTUNITIES:
PRIVATE DEVELOPMENTS, SCC
(SECTION 106)

Kelham Square & the Goyt

The completion of major residential schemes on Alma Street and Green Lane will result in the creation of a new public space in the area, Kelham Square. This new square will be predominantly hard-paved and will be a place for people to sit and relax. To complement this, and as part of the residential scheme on Green Lane, improvements will be made to the Kelham goyt. This will include dredging the main



KELHAM ISLAND PARK ('SOUTH PIER PARK')

goyt, repairs to the goyt's physical infrastructure (sluice gates, walls etc.), new soft landscaping. The improvements also contain proposals for future ecological and landscape management to ensure the goyt becomes an attractive and natural environment for wildlife and is a sustainable green space for Kelham.

The creation of Kelham Square will also provide a setting for future events in the area, either linked to the Kelham Island museum or independent of it.

Access to Existing Open Space

Given that there is limited scope for new open space in Kelham Neepsend, it is particularly important that access to existing and established areas of open space will be improved through better lighting and more attractive pedestrian routes. For example, the Rutland Road and Harvest Lane pedestrian routes under the railway line are very poor and perceived as unsafe. If improved, these routes could provide better access to Stanley Fields, a large and underused public space that has been identified in the Burngreave Housing Market Renewal brief as having potential for better integration with the immediate area.

Similar principles apply to other existing public and green spaces that are within a reasonable distance from Kelham Neepsend (e.g. Parkwood Springs and Ponderosa in Crookesmoor). Improved routes to these spaces, and also improved routes to public transport hubs serving these spaces, in terms of better lighting and signage will help local residents access these well established green spaces.

TIMESCALE: 2008 - 2012
FUNDING OPPORTUNITIES:
PRIVATE DEVELOPMENTS, SCC
(SECTION 106)



STANLEY FIELDS

Access to Proposed Green Space

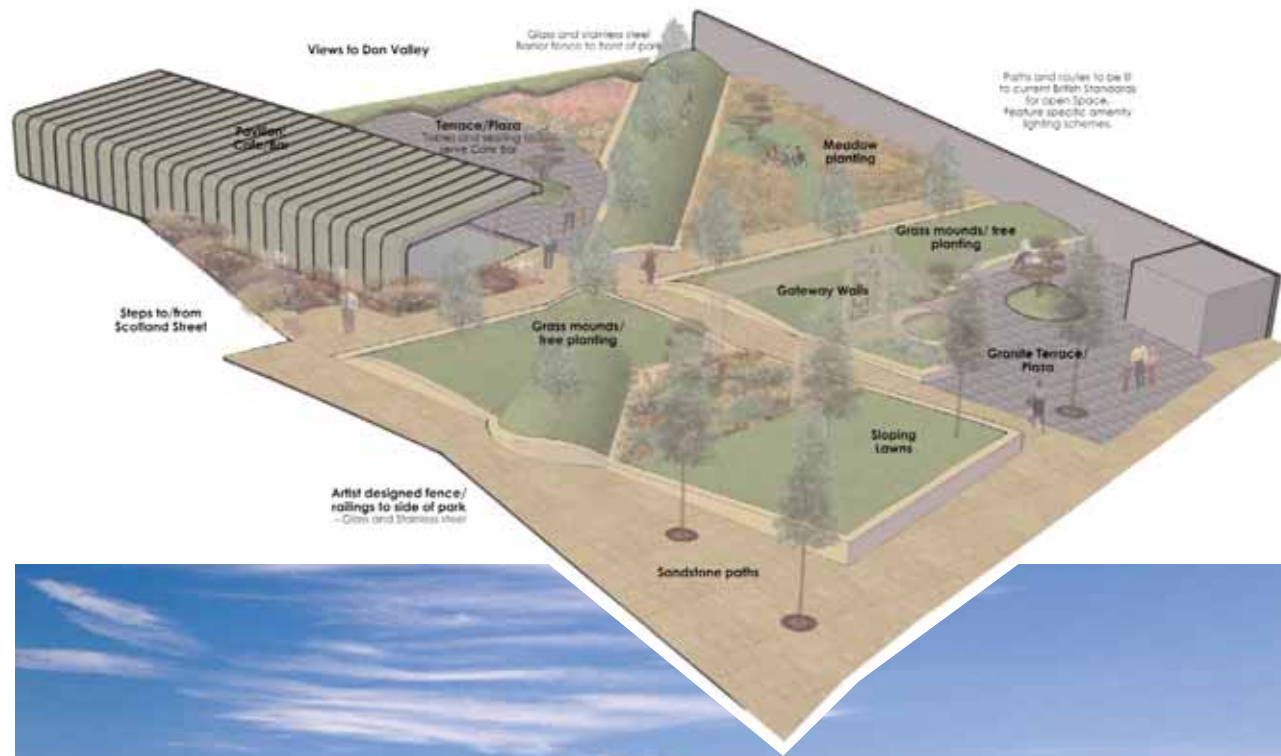
In addition to existing green spaces identified above, advanced proposals are in place for two innovative green spaces in Sheffield city centre which are both within reasonable distance of Kelham Neepsend:

St Vincent's Park

The park will be Sheffield's first public park/open space located on top of a multi-storey car park with a green facade. The structure will also incorporate commercial space, residential units, public lift and a new stepped pedestrian route.

Nursery Street Park

As part of the public realm improvement for Wicker Riverside it is proposed to create an area of informal landscaping on the riverside at Nursery Street. It is envisaged that part of the open area will be stepped down to the river to improve access for fishing and water sports and the scheme has potential to contribute to flood prevention.



ST. VINCENT'S PARK



PROPOSED GREEN SPACE, NURSERY STREET

5.3.3 Public Art

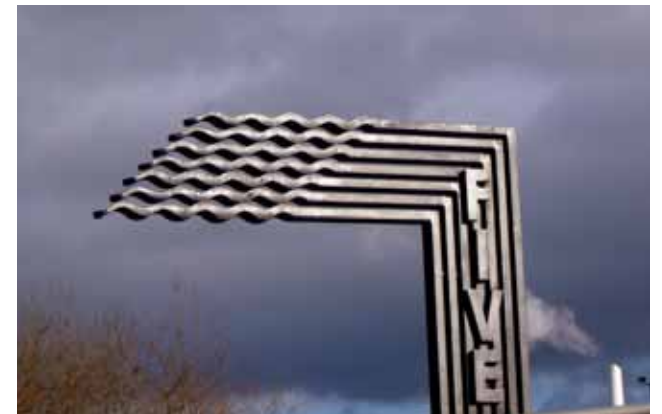
Public art can play a key role in unifying the public realm and helping to enhance and reveal the unique character of Kelham Neepsend. A vibrant vision and aspiration for public art that engages with the historic and contemporary uses of the area can have a positive impact on the area's economic development and regeneration.

It is proposed that a holistic and strategic overview is adopted for the provision of public art in Kelham Neepsend, rather than a development-specific one. This is for the following reasons:

- ◆ On-site works of public art are not appropriate to all developments and, in order to gain the maximum benefit, this action plan proposes an option to commission works off-site (but within the action plan area) and the pooling of funds to create works within the public realm.
- ◆ For a coherent and integrated approach that supports a long-term vision for the area and builds on the success of public art in Sheffield.
- ◆ To give confidence to developers that there is a clearly agreed plan for the administration and use of funds from Development Agreements to enhance Kelham Neepsend, to add value, and to attract additional investment.

Whilst not restricting opportunities for artists, public art initiatives and proposed principles include:

- ◆ The unification of the public realm.
- ◆ Heightened awareness of the river and the goyt.
- ◆ Increased connectivity – lighting of bridges, signage, points of orientation.
- ◆ Heritage – preserving, interpreting, revealing, materials, processes, crafts.
- ◆ Craft and artists' workshops.
- ◆ Vibrant activity – street banners for festivals, events, temporary art works to draw attention to features, events, manufacturing, social history.
- ◆ Public art that is relevant to the growing residential community and to other distinct activity in Kelham Neepsend, for example the real-ale pubs and micro-breweries.



5.4 PUBLIC SAFETY

5.4.1 Lighting

The lighting levels in the relatively new residential area of Kelham Riverside are below those normally found in longer-established neighbourhoods. This is in part a legacy of the area's former industrial role where lighting requirements are generally lower than for residential areas. The consultation process also revealed that local residents have safety concerns relating to lighting. As such, there is a clear need to improve the quality of street lighting in the area, particularly where residential development is focused.

Where new street-lighting is proposed, either by the City Council Street Lighting section or as part of a new development, the following principles should apply:

- ◆ Wherever possible, reduce the number of lighting columns and encourage wall mounted lighting fixtures.
- ◆ On listed buildings, new lighting should match any existing original equipment in terms of look and quality.

- ◆ To address public safety concerns, a gradual shift from traditional sodium lighting to white lighting should be implemented, with priority given to key pedestrian routes, particularly those leading to public transport hubs and other local facilities. The images below show typical examples of the benefits of replacing low level sodium lighting with

white lighting. In addition to safety benefits, the switch to this type of lighting will also result in power saving and a more economically efficient system.



TIMESCALE: ONGOING
FUNDING OPPORTUNITIES:
PRIVATE DEVELOPMENTS.
SCC



5.4.2 City Centre Ambassadors

It is acknowledged that the area does have a number of anti-social behaviour problems, and in recognition of this the City Centre Ambassador initiative has been extended into action plan area. The Ambassadors, highly visible in their distinctive uniforms, have established a permanent base in Kelham Neepsend area and, working closely with the police, patrol the area on foot between midday and 10 p.m. Strong links have already been established between the Ambassadors and the business and residential communities in the area, with the key roles of the Ambassadors including:

- ◆ To report, monitor and, where necessary, issue Fixed Penalty Notices for littering, fly-posting and graffiti
- ◆ To be a source of information and assistance to the general public with reference to all aspects of the area
- ◆ To liaise with the local community and stakeholder groups in order to increase community involvement and to promote the area and its environment.
- ◆ To assist in the reduction of street crime and the fear of street crime by working in partnership with agencies such as South Yorkshire Police

- ◆ When required to provide verbal and written evidence in support of any legal action.
- ◆ To assist in the collection of information, subsequently turned into intelligence, to be used in the fight against street crime and anti social behaviour.
- ◆ Referral of vulnerable people to appropriate support and health agencies



AMBASSADORS PATROLLING THE KELHAM NEEPSSEND AREA

It is anticipated that the Ambassadors' long-term presence in the area will be critical as Kelham Neepsend becomes more established as a residential community and as a place to work and visit. The extension of the Ambassador scheme has to date been funded by voluntary contributions from the developers of residential schemes in the Kelham area. Contributions from future residential schemes in the action plan area will continue to be negotiated at the rate of a one-off payment of £200 per residential unit.

In addition to this, and in reaction to the concerns of businesses in the area regarding the safety of their staff, it is also proposed that a contribution to the Ambassador initiative will be negotiated with the developers of commercial accommodation in the area. Based on research carried out on behalf of the regeneration agency English Partnerships, it is estimated that one worker in an industrial unit would require approximately 30 sq m of working space, whilst an officer worker would require approximately 20 sq m. It is proposed therefore that a minimum contribution of £200 for every 30 sq m of industrial development and £200 for every 20 sq m of office development will be negotiated with the developer.

To remove uncertainty, and to ensure a sustainable level of support to ensure the continued presence of the Ambassadors in the area, it is proposed that the contributions outlined above are secured through Section 106 agreements.

TIMESCALE: 2007 -
FUNDING OPPORTUNITIES:
PRIVATE DEVELOPMENTS

5.5 THE RIVER

The River Don, and the historic Kelham goyt, is one of the area's most valued features, and is an economic, leisure, environmental and educational asset and adds a very distinct quality to Kelham Neepsend. The Upper Don River Access Study (2007) acknowledges this and proposes that access to the river is improved and maintained. This action plan supports the principle of providing better access to the river and of making better use of this important asset, and a number of interventions are proposed:

5.5.1 New Developments

Where future riverside developments are proposed, the City Council will negotiate with developers to secure access to the river as part of their development. If direct access is not required or cannot be integrated into the

development, a financial contribution will be agreed which will be spent elsewhere in the action plan area to improve existing, or provide new, access to the river. New development will also respond positively with the river by facing it and interacting with it whilst respecting and enhancing the distinctive nature of the waterway.

Riverside development may also be required to deal with intrusive species such as Japanese knot-weed, and to bring about habitat improvements such as otter holts, kingfisher holes and tree planting.

5.5.2 Flooding

For development proposals in areas affected by the floods in June 2007, please refer to Section 5.2.6.

The Kelham Island Industrial Museum suffered significant levels of damage during the floods with a loss of large stretches of its flood defences. To guard against future flooding, public funding will be sought to improve the flood wall between the museum and the river.

5.5.3 New River Crossings

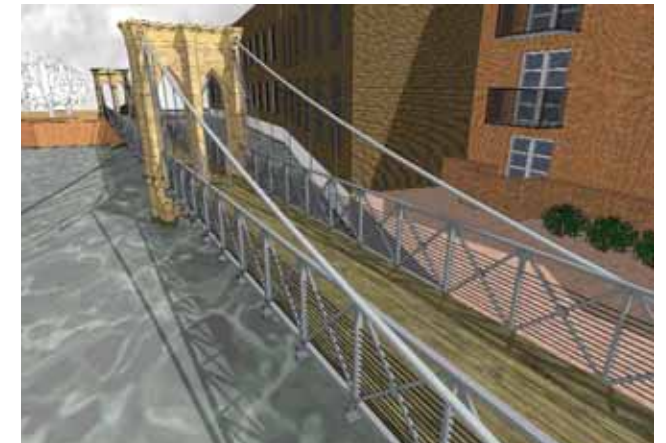
Proposals are in place for the creation of

three new river crossings in the Kelham Neepsend area:

The New Brooklyn Bridge

The Upper Don walk is a proposed six-mile walk between the City Centre and Oughtibridge. The sections that have so far been achieved include a stretch between Lady's Bridge weir (The Wicker) and Borough Bridge (Corporation Street), and also sections completed as part of private sector developments on Alma St and Neepsend Lane.

The proposal to erect a 1/10th scale replica of New York's Brooklyn Bridge between Kelham Island and Brooklyn Works is part of the Upper Don riverside walk. This bridge will not only provide better access to the river, it will also stand alone as a visitor attraction and



THE NEW BROOKLYN BRIDGE

bring more people into the area. Its completion will allow pedestrians and cyclists to pass through the heart of Kelham Island and past the museum for the first time.

TIMESCALE: 2008
FUNDING OPPORTUNITIES:
UPPER DON WALK TRUST/CITY
COUNCIL/PRIVATE

Kelham Island Museum to Mowbray Street

An aspirational objective of Sheffield Island Museum Trust is the construction of a new footbridge linking Kelham Island to Mowbray Street. The recently listed back-to-back house on Mowbray Street could potentially be restored to provide an educational and heritage resource. If this is achieved, the new bridge would in effect link the Museum, which shows how people used to work in the area, to the back-to-back which would show how they lived. The bridge would also form part of a heritage trail through the area and could deliver economic benefits to the museum and SCEDU (Sheffield Community Enterprise Development Unit) on Mowbray Street. It will also improve access to public transport routes.

TIMESCALE: 2009/2010
FUNDING OPPORTUNITIES:
SCC/PRIVATE/KELHAM ISLAND MUSEUM

Neepsend Lane to Waterloo Walk

A financial contribution has been secured from the developer of the Derwent Housing scheme on Neepsend Lane towards a new bridge linking the residential development to Waterloo Walk on the West bank of the river. This proposed new river crossing will further improve the permeability of the area and create better access to public transport and local facilities.

TIMESCALE: 2009/2010
FUNDING OPPORTUNITIES: SCC/PRIVATE

5.5.4 River Stewardship Scheme

Funding has been secured to establish a River Stewardship scheme encompassing the river Don between Kelham Island and Tinsley Viaduct. The project is a partnership between Sheffield City Council, The Environment Agency, Groundworks, Sheffield Wildlife Trust and the Five Weirs Walk Trust aimed at engaging local businesses and trying to encourage investment to improve the river corridor. The project will also work closely with residents to allow them to become directly

involved in improving the river through community volunteer days as well as organising events and educational events along the river. The stewards will undertake regular patrols, providing a uniformed presence, giving a point of contact and monitor any potential issues to ensure the sustainability of the river corridor as an important asset to the city.

TIMESCALE: ONGOING
FUNDING OPPORTUNITIES:
SCC/PRIVATE/COMMUNITY FUNDING



5.5.5 Kelham Water Wheel

The original Kelham Island water wheel is one of the earliest uses of waterpower in Sheffield and is thought to date back to the 11th century. Whilst the original water wheel no longer exists, the water wheel pit together with a water supply from the goyt remains and presents an opportunity to reintroduce the use of waterpower into Kelham. The

feasibility of installing a modern, state of the art waterwheel in the old pit and using it to generate electricity has been undertaken, and the potential for local businesses (for example the Kelham Brewery) to use the power generated is also being explored. The potential to power the lighting of public spaces in the immediate area, in particular the new Kelham Square adjacent to the Fat Cat pub, will also be discussed with private

developers. In addition to providing renewable energy for local use, the restored wheel, using contemporary micro-hydrology technology, can become both a demonstration project and a visitor and educational attraction.

TIMESCALE: 2008-2009
FUNDING OPPORTUNITIES:
SCC/PRIVATE/INCOME GENERATION



PHOTOMONTAGE OF KELHAM WATERWHEEL

5.5.6 Bridges and Weir



The action plan area is unique to Sheffield in that it contains three Grade II listed bridges (Ball Street Bridge, Rutland Road Bridge and Borough Bridge on Corporation Street) and a 12th Century Grade II listed weir. The position and functionality of the weir presents little opportunity for intervention, other than a desire to keep it free from debris, something achievable by the River Stewardship Scheme. The proposed Brooklyn Bridge will also provide an excellent viewing platform for the weir.



The three listed bridges do however have a real potential to become landmark features in the area, and the images above demonstrate the effect that could be created with imaginative lighting and the removal of unwanted vegetation. This idea fits within the larger context of proposals for similar improvements to Lady's Bridge and the Wicker Viaduct.



TIMESCALE: 2008
FUNDING OPPORTUNITIES:
SCC/PRIVATE SPONSORSHIP

5.6 TRANSPORTATION AND ACCESS

The completion of the northern section of the Inner Relief Road (IRR) in late 2007 is the most significant and influential traffic management development in the city in recent years and will have some impact on Kelham Neepsend.

A change in traffic management of this scale will require careful monitoring to assess its performance, and as such a review of the operation of the IRR will be carried out post-completion, including its impact on access to and from Kelham Neepsend.

In view of the current and proposed residential developments in the Kelham Island area, there is a need to consider a variety of transport and highway issues including vehicular, pedestrian and cycle access. The action plan area falls within the City Council's peripheral parking zone and as such, given the level of current and proposed residential development activity, as well as from community parking in the area, there is a recognised need for parking controls in the future.

To ensure that local needs are fully considered, it is proposed that a transport working group is established and will be composed of city council officers and representatives from the local community. This working group will assist the City Council to develop proposals that could be funded by contributors secured from developments in the area.

TIMESCALE: 2008 -
FUNDING OPPORTUNITIES: SCC
(SECTION 106/278)



5.7 DELIVERY MATRIX

Proposal	Theme	Timescale	Funding Opportunities	Delivery Agency
South Pier Park (p23)	Open Space	2009/2010	Private/SCC	Kelham Island Museum
Improved Lighting (p27)	Public Safety	Ongoing	Private/SCC	SCC
City Centre Ambassadors (p28)	Public Safety	Ongoing	Private	SCC
Brooklyn Bridge (p29)	River	2008	UDWT/SCC/Private	UDWT/SCC
Mowbray Street Bridge (p30)	River	2009/2010	Museum/SCC/Private	Museum/SCC
Waterloo Walk Bridge (p30)	River	2009/2010	SCC/Private	SCC/Private
River Steward Scheme (p30)	River	Ongoing	SCC/Private/Community	SCC
Kelham Water Wheel (p31)	River	2008/2009	SCC/Private	SCC
Bridges & Weir (p32)	River	2008	SCC/Private	SCC
Transportation and Access (p33)	Transportation	2008 -	SCC/Private	SCC

6. TOURISM AND VISITOR ATTRACTIONS

The City Council will continue to work with its partners, and the local community through the Kelham Island Community Association (KICA) and other organisations, to develop Kelham Neepsend as a place to visit. In addition to attractions centred on the river outlined above, other options to be explored in more detail include:

- ◆ The role and promotion of the Kelham Museum and surrounding area.
- ◆ Heritage walks, Furnace Trails etc.
- ◆ Building on existing activity, the promotion of brewing as a growth sector in Kelham Neepsend.
- ◆ Creation of a pub/restaurant circuit linked with the Wicker and Victoria Quays.
- ◆ Public events such as music festivals and themed markets.



7. COMMUNITY INVOLVEMENT

As part of the Action Plan process, comprehensive consultation of residents and businesses was carried in September 2006. This initial consultation only marked the beginning of community engagement in the area, and the recently formed Kelham Island Community Association (KICA) presents an opportunity to continue the dialogue with local stakeholders. In particular, KICA will be a useful forum for local residents and businesses to comment on:

- ◆ Future reviews of the action plan.
- ◆ The contents of briefs for further feasibility work.
- ◆ Major planning applications in the area.
- ◆ Use of funding, such as developer contributions and community funding secured by KICA through the local Area Panel.
- ◆ Promotion of the area, future events etc..

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