
Case Number	18/04236/FUL (Formerly PP-07261219)
Application Type	Full Planning Application
Proposal	Part demolition and extension of existing buildings, conversion of existing buildings and erection of a six-storey building to create a total of 97 residential units, ground floor commercial unit and associated landscape works
Location	Harrison Fisher & Co Ltd Eye Witness Works Milton Street Sheffield S3 7WJ
Date Received	08/11/2018
Team	City Centre and East
Applicant/Agent	Mr Andy McMullan
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:

EWW SKM (00) 100 site location plan

EWW SKM (00) 110 proposed site boundary plan

EWW SKM (00) 111 proposed basement plan

EWW SKM (00) 112 proposed ground floor plan

EWW SKM (00) 113 proposed first floor plan

EWW SKM (00) 114 proposed second floor plan

EWW SKM (00) 115 proposed third floor plan

EWW SKM (00) 116 proposed fourth floor plan

EWW SKM (00) 117 proposed fifth floor plan

EWW SKM (00) 118 proposed roof plan

EWW SKM (00) 210 proposed elevations - sheet 01
EWW SKM (00) 211 proposed elevations - sheet 02
EWW SKM (00) 212 proposed elevations - sheet 03
EWW SKM (00) 213 proposed elevations - sheet 04
EWW SKM (00) 214 proposed elevations - sheet 05

EWW SKM (00) window justification statement
EWW SKM (00) design and access statement
EWW SKP 01- 05 cycle storage plan / schedule
EWW SKP 06 retained features plan - ground floor
EWW SKP 07 retained features plan - first floor
EWW SKP 08 retained features plan - second floor
EWW SKP 06 retained features plan - ground floor

Reason: In order to define the permission.

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

3. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:
 - The programme and method of site investigation and recording.
 - The requirement to seek preservation in situ of identified features of importance.
 - The programme for post-investigation assessment.
 - The provision to be made for analysis and reporting.
 - The provision to be made for publication and dissemination of the results.
 - The provision to be made for deposition of the archive created.
 - Nomination of a competent person/persons or organisation to undertake the works.
 - The timetable for completion of all site investigation and post-investigation works.

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

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

4. Intrusive investigations as recommended in the approved Phase 1 Desk Study Report No. 7943/G/01 (Jan 2018) 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 CLR11 (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.

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

6. No development shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

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

7. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved in writing by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to

be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site boundary. The development shall thereafter be carried out in accordance with the approved details.

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

8. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the of the completed development will be obtained from decentralised and renewable or low carbon energy; Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to an approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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

9. No development shall commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the local planning authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document plans and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures. The CEMP shall include strategies to mitigate any residual environmental or amenity impacts that cannot be adequately controlled at source.

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

10. No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority.

Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

11. No development shall commence until details of the site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such areas shall be provided to the satisfaction of the Local

Planning Authority and retained for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

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

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

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

13. No construction work shall commence until a detailed Employment and Training Strategy, which is designed to maximise local opportunities for employment from the construction phase of development, has been submitted to and approved by the Local Planning Authority.

The Strategy shall include a detailed implementation plan, with arrangements to review and report back on progress achieved to the Local Planning Authority. Thereafter the Strategy shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for local communities from the proposed development.

14. No above ground works shall commence until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site before the development is brought into use. The

footways shall be reconstructed using secondary palette materials in line with Sheffield City Council's Urban Design Compendium.

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

15. No above ground works shall commence, or an alternative timeframe to be agreed in writing by the Local Planning Authority, until full details of proposals for the inclusion of public art within the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

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

16. 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.

17. A sample panel of the proposed masonry 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 before any masonry works commence and shall be retained for verification purposes until the completion of such works.

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

18. 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:

Windows, window reveals and window surrounds;
Doors and door surrounds;
Rooflights

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

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

19. 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.

20. Prior to the installation of gates or barriers at either end of Egerton Lane, details of the gates or barriers shall first be submitted and approved in writing by the local planning authority.

Reason: To ensure access is available at all times.

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

a) Be based on the findings of approved the Noise Assessment report ref. P17-609-R01v2 (Aug 2018).

b) Be capable of achieving the following noise levels:

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

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

Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours);

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

External Areas: LAeq (16hour) 55dB

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

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

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

22. Before the use of the development is commenced, Validation Testing of the sound attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:

a) Be carried out in accordance with an approved method statement.

b) Demonstrate that the specified noise levels have been achieved.

In the event that the specified noise levels have not been achieved then, notwithstanding the sound attenuation works thus far approved, a further scheme of sound attenuation works capable of achieving the specified noise levels and recommended by an acoustic consultant shall be submitted to and approved by the Local Planning Authority before the use of the development is commenced. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before the use is commenced and shall thereafter be retained.

Reason: In order to protect the health and safety of future occupiers and users of the site it is essential for these works to have been carried out before the use commences.

23. The residential units shall not be occupied until details of a scheme have been submitted to and approved by the Local Planning Authority to ensure that future occupiers of the residential units will not be eligible for resident parking permits within the Controlled Parking Zone. The future occupation of the residential units shall then occur in accordance with the approved details.

Reason: In the interests of highway safety and the amenities of the locality it is essential for this scheme to be in place before the use commences.

24. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent dwellings from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- a) Details showing the location of the external flue ducting and termination, which should include a low resistance cowl
- b) Acoustic emissions data for the system.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.
- e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building.

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

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

25. 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.

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.

Other Compliance Conditions

27. The development shall not be used unless the car parking accommodation 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 purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

28. The development shall not be used unless the cycle parking accommodation 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.

29. No customer shall be permitted to be on the premises of any commercial use adopted within the building outside the following times: 0700 hours to 2330 hours Monday to Saturday, and 0800 hours to 2300 hours on Sundays and Public Holidays.

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

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

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

31. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2300 on Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

32. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

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

33. No amplified sound or live music shall be played within the commercial use(s) hereby permitted at above background levels, nor shall loudspeakers be fixed externally nor directed to broadcast sound outside the building at any time. The specification, location and mountings of any loudspeakers affixed internally to the building shall be subject to written approval by the Local Planning Authority prior to installation.

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

34. Surface water and foul drainage shall drain to separate systems.

Reason: To ensure satisfactory drainage arrangements.

Attention is Drawn to the Following Directives:

1. The applicant is advised that, where development commences more than two years from the date of the original protected species surveys, an additional survey should be carried out to ensure that the ecological interests of the site are maintained and that no offence is committed in respect of protected species legislation.
2. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:
 - (i) Reference to permitted standard hours of working: 0730 to 1800 Monday to Friday; 0800 to 1300 Saturday; and no working on Sundays or Public Holidays.
 - (ii) Prior consultation procedure (EPS & LPA) for extraordinary working hour's arrangements.
 - (iii) A communications strategy for principal sensitive parties close to the site.
 - (iv) Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for:
 - Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
 - Vibration.
 - Dust - including wheel-washing/highway sweeping; details of water supply arrangements.

- (v) A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- (vi) A noise impact assessment - this should identify principal phases of the site preparation and construction works and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- (vii) Details of site access & egress for construction traffic and deliveries.
- (viii) A consideration of potential lighting impacts for any overnight security lighting.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.admin@sheffield.gov.uk.

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

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

The notice should be sent to:-

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

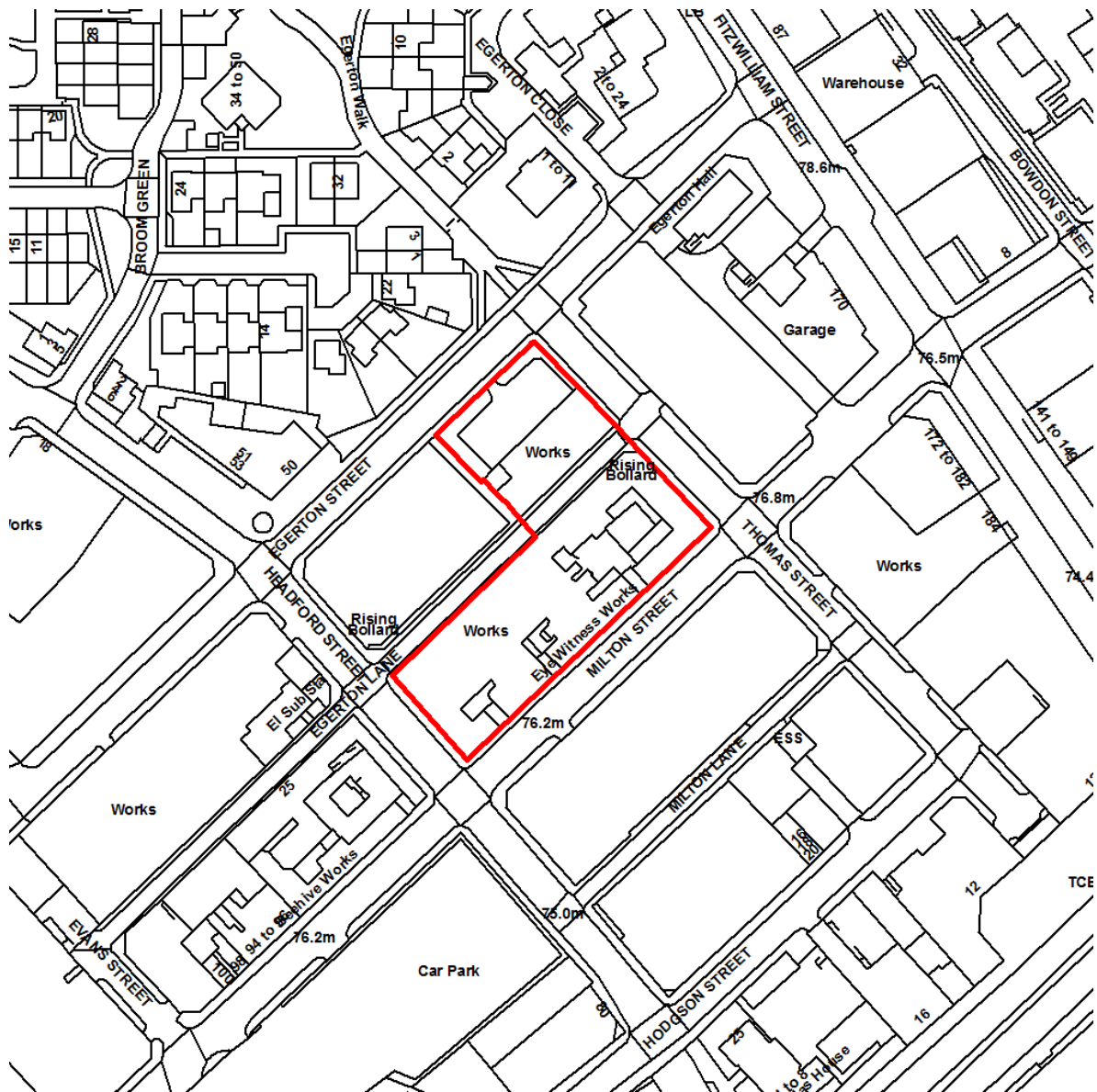
Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

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

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

6. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.
7. The 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.
8. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

Site Location



© Crown copyright and database rights 2016 Ordnance Survey 10018816

LOCATION AND PROPOSAL

Located on the north-western side of Milton Street, between Headford Street and Thomas Street, the L shaped application site comprises of Eye Witness Works and Ceylon Works, two grade II listed former cutlery works which form part of an important cluster of former cutlery works that also includes Beehive Works and Milton Works (both grade II*) to the west.

Plots to the south east and north east, on the opposite sides of Milton Street and Thomas Street respectively, are currently vacant, used only for car parking and the storage of materials.

To the north of the application site, on the opposite side of Egerton Street and partially screened by a row of mature trees, is two and three storey family housing. To the west is the car park and premises of Pryor Marking Technology (makers of marking and identification solutions).

The aforementioned Beehive Works has been divided up into small offices and workshops, plus a small sandwich shop at its eastern end, whilst Milton Works is now in residential use.

Planning and listed building consent are sought for the partial demolition and extension of the existing buildings, the conversion of existing buildings and the erection of a six storey building to create a total of 97 residential units and 1 ground floor commercial unit (classes A1 – A5).

RELEVANT PLANNING HISTORY

18/04214/ADV & 18/04207/LBC letter In January 2019, advertisement and listed building consent were granted for 2 internally illuminated individual name signs and 4 non illuminated painted letter signs in association with the applications for conversion.

18/02342/ADV & 18/02349/LBC In September 2018, advertisement and listed building consent were granted for a temporary period of 3 years for the erection of non-illuminated banner sign in association with the applications for conversion.

SUMMARY OF REPRESENTATIONS

The application was advertised by way of press and site notice and neighbour letters. No representations were received.

Historic England

In their consultation response, Historic England welcome the proposals to reuse the existing buildings, which are nationally important and make an important contribution to the story of the metal trades industry in Sheffield.

They consider the proposals to have developed out of an understanding and appreciation of the special character and significance of the buildings, but offered the following advice on aspects of the scheme which involve demolition and those which may impact upon the setting of the Grade II* listed Beehive Works.

- Removal of roof covering to south-west courtyard: originally the courtyards would have been used for loading and unloading, general circulation and to provide light into the narrow workshop ranges. Over time structures were constructed in the yards to meet the needs of the expanding business. The south-west courtyard is now entirely covered. The structure dates from the twentieth-century and so there is no objection to its removal, which could actually enhance the appreciation of the workshop ranges.
- Removal of structures from central courtyard: these structures are of greater interest with their pitched roofs and segmental brick arch headers to the windows. Their removal would therefore cause some minor harm to the significance of the listed building which would need to be justified in the context of facilitating the conversion of the spaces within the surrounding workshops.
- Retention of building in north-east courtyard: this is a positive aspect of the scheme. The primary contribution this structure makes to the significance of the listed building lies in its location, scale and form. We would not have any objection to some alteration of the structure to facilitate its reuse and the application drawings appear to be sympathetic to the scale and character of the complex.
- Internal alterations to Eyewitness Works: from the plans provided the proposals appear to work with the existing building structure. Any reuse of the buildings is likely to result in some harm due to subdivision, removal or relocation of historic features, but this has been minimised by taking a bespoke approach to each part of the building. Another positive aspect of the proposals is the layout of most of the units allows an appreciation of the full width of the ranges within the apartments.

The proposed townhouses at the north of the Milton Street range will create a 'bookend' with the Grade II listed terraces and back-to-backs at the south end of the street (adjacent to Beehive Works). The area surrounding the works would historically have been densely covered by terraces and back-to-backs and the reintroduction of this type of dwelling would be of benefit to the area.

The rhythm of the multiple windows along the front range of Eyewitness Works, which then continues into Beehive Works, is a key feature of both buildings and the impact on this should be carefully considered, whilst recognising that there is a desire to provide a contemporary intervention to differentiate these dwellings. At pre-application stage we saw an option for the treatment of the fenestration on the townhouses which retained the existing sash windows and introduced a contemporary door surround at ground floor level. We were supportive of this option as it retained the existing windows and the rhythm of fenestration along Milton Street. This would be our preferred option.

- Internal alterations to Ceylon Works: the proposed plans indicate there is little demolition proposed which we welcome.

- Proposed new build block: the principle of a new build block in the location proposed is acceptable. This area would historically have been very densely developed with back-of-pavement industrial and residential buildings and the existing use of the site for surface car parking is detrimental to the setting of the listed buildings.

The Thomas Street elevation shows that the existing buildings step up from Eyewitness Works to Ceylon Works. However we are concerned that the height of the proposed new build will overshadow Ceylon Works, particularly the rear ranges and in the view along Thomas Street. Large, deep and flat-roofed blocks of development are uncharacteristic of metal trades buildings and the height of the proposed block is increasing the impact.

The proposed open access decks would reduce the overshadowing impact to an extent and the exposed staircases are reminiscent of the external access stairs of the metal trades complexes which we welcome. The height of the proposed new build element should be justified, as a building with one less storey would sit more comfortably with the listed buildings in townscape terms.

Historic England refer to paragraph 192 of the National Planning Policy Framework, which highlights the "desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation". Overall they are supportive of the scheme for the repair, conversion and reuse of Eyewitness and Ceylon Works and consider that the proposals have considered the significance and character of the buildings. They believe some aspects of the proposals would cause less than substantial harm to the significance of the buildings and that this harm should have a "clear and convincing justification" and be weighed against the public benefits of the scheme

Conservation Advisory Group

Sheffield's Conservation Advisory Group (CAG) considered the proposals at their meeting on 11 December 2018. The Group welcomed the proposal to bring the listed Works back into use, but expressed concern at the height and scale and, especially, the facades of the new development on Milton Street and the treatment of the building to the rear. The Group considered that the landscaping proposals, for the internal courtyard, were inappropriate and should be reconsidered. They also opposed the use of aluminium windows within the new development.

PLANNING ASSESSMENT

Land Use

The revised National Planning Policy Framework (NPPF) reinforces the general presumption in favour of sustainable development as well as the Government's objective to significantly boost the supply of housing.

NPPF paragraph 73 requires local authorities to identify a supply of specific deliverable sites sufficient to provide a minimum of 5 years' worth of housing

against their housing requirement with an additional 5% buffer. This scheme will contribute towards the 5 year supply.

Core Strategy Policy CS22 relating to the scale of the requirement for new housing sets out Sheffield's housing targets until 2026 and identifies that a 5 year supply of deliverable sites will be maintained. However, the NPPF now 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. Using this method, the latest monitoring shows that the city has a 5.04 year supply of deliverable housing sites.

The statutory development plan for Sheffield currently comprises of the Core Strategy (2009) and saved policies from the Unitary Development Plan (1998).

The site lies in a Fringe Industry and Business Area as defined in the Unitary Development Plan (UDP). Policy IB6 of the UDP (Development in Fringe Industry and Business Areas) relates to development in such areas and advises that business (B1), general industry (B2) and warehouse uses (B8) are the preferred uses of land but that housing is also considered to be acceptable in principle.

Policy IB9 of the UDP (Conditions on Development in Industry and Business Areas) expects the preferred uses of land to remain dominant. However, general industry and warehouse uses are no longer preferred in this location, the UDP having been superseded by the more up to date Core Strategy.

Policy CS6 (f) of the Core Strategy (Manufacturing and the City Centre – Transition Areas) identifies the area as one from which manufacturing should be encouraged to relocate, while policy CS17(f) (City Centre Quarters) which now promotes a wide mix of uses in the area including city living, niche shops, restaurants and bars and a variety of business uses.

The application site is classed as previously developed and so the proposed development will help to achieve the aims of Core Strategy policy CS24, which seeks to maximise the use of previously developed land for new housing.

Core Strategy policy CS41 (Creating Mixed Communities) (a) aims to promote the creation of mixed communities by providing for a broad range of smaller households in the City Centre. Typically this means that no more than half the new homes in larger developments should consist of a single house type. In this city centre location it is considered that provision should be made for a wide range of smaller households and the proposal for 42 one bed, 43 two bed and 12 three bed dwellings in a mix of apartments, duplex and town houses is considered to meet the aims of the policy.

Design and Impact on Heritage Assets

The National Planning Policy Framework (NPPF) advises that good design is a key aspect of sustainable development that creates better places in which to live and work and helps make development acceptable to communities (para. 124).

Policy BE5 of the UDP (Building Design and Siting) advises that good design and the use of good quality materials will be expected in all new developments while policy CS74 of the Core Strategy (Design Principles) advises that high-quality development is expected which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

In relation to the buildings listed status and its proximity to grade II* listed Beehive and Milton Works, chapter 16 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies for the historic environment. Paragraph 193 states that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation ... irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.' It goes on to say that any harm to the significance of a heritage asset requires 'clear and convincing justification' and that, 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal' (para. 196).

A similar duty is required by Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990, which states that that the local planning authority shall have 'special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

Policy BE15 of the UDP (Areas and Buildings of Special Architectural and Historic Interest) advises that buildings and areas of special architectural or historic interest will be preserved or enhanced and development that would harm their character or appearance will not be permitted. Similarly, policy BE19 (Development Affecting Listed Buildings) expects proposals for internal or external alterations, which would affect the special interest of a listed building, to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest.

Both Eyewitness Works and Ceylon Works are grade II listed buildings which together are an important and extensive example of a metal trade's complex, a form of development for which Sheffield is nationally renowned. The surrounding streets, though compromised by some large vacant plots, have a distinct character, with the streets set out in a gridded pattern with a clear hierarchy – i.e. wider streets alternating with narrower lanes.

The list description for Eye Witness Works states that it was constructed in phases between the early 1850's and c. 1890 and it continued to evolve until the mid-1900s. The complex comprises of a series of largely three storey red brick buildings arranged around three courtyards with Ceylon Works, a smaller red brick building, located across Egerton Lane and close to the corner with Thomas Street. The principal elevation, to Milton Street, houses the site's office and financial functions, packing rooms and a tool shop. A key feature of this elevation is the strong rhythm of the multiple windows, which also incorporates classical motifs, such as the Venetian windows that were fashionable at the time and used to reinforce a sense of status.

The courtyards are accessed from Milton Street via arched and gated cart entrances. The southern courtyard is flanked to the north-east by the tallest part of the complex, a four storey range with adjoining chimney. It is now fully enclosed and houses a number of machinery items.

The central courtyard incorporates a series of ancillary extensions, now dilapidated, whilst a two storey detached building occupies much of the northern courtyard, which again has been altered over time. The north-eastern end of Eye Witness Works, fronting Thomas Street, comprises of a 1950s range which is of little historic interest, but is nicely proportioned with large window openings and characteristic detailing.

Ceylon Works comprises of two distinct building types, a three storey frontage to Thomas Street that was designed to look like a pair of semi-detached houses with two doors and sash windows and a workshop and warehouse range to the rear. The land at the corner of Thomas Street and Egerton Street, adjacent Ceylon Works and within the site boundary is vacant.

The external fabric of the complex has been subject to some damage and has suffered from a lack of maintenance; however the building is understood to be in a reasonable condition having been in full time use up until a year ago. A number of openings have been in-filled and some original windows have been replaced. The south facing elevations of both Eyewitness Works and Ceylon Works have areas of cracking, with the elevation on Eyewitness Works having been rendered in recent times.

Most of the original structural fabric of the building – floors, columns, roof trusses - remains largely intact and some internal features of interest also remain, including fireplaces, chimney breasts and coving in the administrative block, a range, work benches and machinery.

The proposed development comprises of the conversion of the existing buildings and the erection of a six storey building to create a total of 97 residential units, including duplex apartments and townhouses and a ground floor commercial unit (classes A1 – A5) within the 1950s range fronting Thomas Street. The windows within the commercial unit will be lowered to ground level to create a shopfront like appearance and increase interaction with the street. In addition, a rooftop extension to the 1950's range will provide 2 two bedroom apartments with private terrace areas. It is considered that the form and finish of the rooftop extension, which is to be clad in aluminium, sits comfortably against the host building and wider complex.

The internal layouts have been designed to re-use as many of the existing walls and structures as possible but, in order to facilitate the conversion, there is a need to remove some existing structures and internal partitions, particularly at ground floor level and in the southern and central courtyards.

Many of the structures identified for removal are later additions and so do not raise any concerns in relation to the impact on the significance of the heritage assets.

Historic England commented that the removal of some structures from the central courtyard would cause some minor harm to the significance of the listed building. However, it is considered that the level of demolition, particularly within a complex of this scale, has been kept to a minimum, that the courtyards will benefit from an enhanced sense of space and that the resulting bespoke dwellings will retain a strong sense of the character of the original Works.

In Eye Witness Works the existing cart horse entrances will become points of entry for residents, though the townhouses will have their own front doors. The courtyards will be landscaped to provide shared outdoor amenity space and it is the applicant's intention to display existing machinery within the courtyards as art installations.

Dwellings within the converted buildings will feature exposed brickwork, timber beams and trusses and existing staircases will be re-used despite providing access to only a handful of apartments in each case.

In order to distinguish between the apartments and townhouse units, the applicant proposes to insert new steel sleeve surrounds to some doors and window openings within the townhouse facades. The 6mm thick steel plate surrounds which will project approximately 150mm beyond the building facades will act as a new, contemporary layer celebrating the building's new lease of life. While there is no objection to these additions along Headford Street, a relatively short elevation which has been subject to much change, concerns were raised by Historic England that they would interfere with the rhythm of windows along the long Milton Street elevation, which then continues along Beehive Works.

Historic England appreciate the desire to provide a contemporary intervention to differentiate these dwellings, but stated a preference for a simpler scheme which provides surrounds to the doors only. However, it is considered that the proposed window and door surrounds do not interrupt the strong linear proportions of the Milton Street façade and, because they are removable and located at the north-eastern end of the range, furthest away from Beehive Works, it is felt that their impact would not cause significant harm to the significance of the listed building or the setting of its grade II* listed neighbour.

As submitted, a large number of roof lights were proposed within the front slope of the pitched roof to Milton Street. These roof lights would have been visible from the adjoining streets and it was considered that they would have a detrimental impact on the character of the listed building. The applicant agreed to reduce the number of roof lights and they are now located on inward roof slopes only.

Also as submitted, the wholesale replacement of existing windows with new aluminium windows was proposed. While there are some metal windows within later additions of the complex, the wholesale introduction of new aluminium windows was not supported and it was felt that, in order to protect the character of the listed buildings, original windows should be re-used where possible and any new windows should be constructed from timber and reflect the original design.

The applicant submitted a revised window strategy which identified a number of problems with the existing windows including the high number of styles and patterns, reflecting the evolution of the complex but also the subsequent poor replacements, a large number of very thin profile metal and timber frames which are difficult to adapt, many timber frame windows beyond reasonable repair or altered beyond the point of reasonable reconstruction, warped windows which have twisted out of vertical alignment and windows which do not provide adequate weatherproofing, offer very poor thermal performance, air tightness and acoustic integrity.

The revised strategy therefore proposes the removal all of the existing windows, replacing them with high-performance double glazed aluminium windows in a style to match the relevant period, with the exception of the Milton Street elevation and its return gable onto Thomas Street and the elevation of Ceylon Works facing onto Thomas Street and the return gable onto Egerton Lane, which will receive new double glazed box-sash or casement timber framed windows (painted grey).

Replacement windows to internal courtyards are proposed to be aluminium casement windows suitable for the size/shape of the existing openings.

Whilst it would have been desirable to retain the original windows, only a small number appear to be capable of retention. The revised strategy retains timber windows on the key facades and all replacement windows will be designed to reflect the appropriate era, with cills, rails and window sections matching the dimensions of the originals as far as possible. Installing new windows will also have significant environmental benefits. The revised strategy is therefore considered to be acceptable.

The existing parcel of land to the north of Ceylon Works is the site of the new build residential block. It reaches 6 storeys in height and comprises of a simple flat roofed brick building which will house 37 apartments and townhouses. As previously noted by Historic England, this area would historically have been densely developed with back-of-pavement industrial and residential buildings and the existing use of the site as a car park is harmful to the setting of the listed buildings. Building on this plot would repair the fragmented streetscape and so is considered to be acceptable in principle.

The new building is clad in brick to reflect the prevalent material in the locality, while the simple detailing – large window openings, horizontal brick banding and soldier coursing – has been designed to add visual interest but not compete with the slightly more ornate listed buildings. The use of a grey multi-brick identifies this element of the scheme as a contemporary addition to the complex and ties it in to other modern interventions including the grey roof top extension to the 1950s block, the new grey timber and aluminium windows and the new grey/black render to Headford Street.

Most residents will access the new building and the converted Ceylon Works, from Thomas Street via a new glazed entrance featuring a yellow surround. This leads into a small landscaped courtyard which allows the listed building some breathing space and creates a secure and pleasant route to the individual units. A northern

bank of townhouse units will be accessed directly from Egerton Lane, providing activity and surveillance to the street. Some of the townhouse windows will feature the projecting steel surround, creating some additional depth and rhythm across the facade.

Whilst controlled and subtle facing the street, the rear elevation of the new building is more playful with a striking yellow balustrade to the staircases serving the steel framed access decks and a green wall to the otherwise blank gable wall closest to Thomas Street. The introduction of deck access has helped to reduce the depth of the building and allow more light to penetrate the entrance courtyard space and the units themselves.

Historic England are concerned that the height of the proposed new build will overshadow Ceylon Works, particularly the rear ranges and in the view along Thomas Street.

The new build block occupies a corner plot at the junction of Thomas Street and Egerton Street and it is considered appropriate for the architectural response to mark this position. The gradient of the land rises slightly from south to north and existing buildings and roof lines step up Thomas Street. Whilst the step up to the new build is a more significant 2 storeys, the visual impact is reduced by setting it back from Ceylon Works to create the courtyard entrance. The scale of the new build, which is similar in height to the chimney towards the southern end of the complex, also benefits from the context of a line of mature trees on the northern side of Egerton Street.

It is therefore considered that, at 6 storeys, the height of the new build block is not inappropriate. The ability to appreciate Ceylon Works as an important metal trades building would not be harmed by the change to its setting and the significance of the building would be preserved.

It is also considered that the new build block would not impact on the strong sense of enclosure created by the frontages of the Eye Witness and Beehive Works along Milton Street, a key characteristic of this collection of metal trades buildings. Indeed, the proposed new building would not be visible from Milton Street, other than at the junction of Thomas Street.

Similarly, while the new building may creep into view from the western side of the courtyard serving the grade II* listed Beehive Works, this is a distant view that would likely be obscured if Pryor's car park is redeveloped.

Therefore, while the new building will result in some change to the settings of neighbouring listed buildings, it is considered that change would not harm the ability to appreciate or experience their significance and would preserve their special architectural and historic interest.

Thus it is considered that the character and appearance and thereby the significance of the listed buildings will be preserved that the proposed works accord with Policy BE15 and BE19 of the UDP and guidance within the NPPF.

Residential Amenity Considerations

Policy IB9 of the UDP (Conditions on Development in Industry and Business Areas) states that new development and changes of use will be permitted provided that they do not cause residents to suffer from unacceptable living conditions.

This scheme largely involves the conversion of former metal trades buildings, which are grade II listed. It could be expected that their conversion to residential use might raise some issue in terms of the amenities of future residents. However, the building form, which comprises in large part of a series of narrow floorplate three storey buildings arranged around three courtyards, appears to be capable of conversion and provide appropriate levels of outlook and privacy. Separation distances across the internal courtyards fall short of the standard 21 metre privacy distance, but this is considered to be acceptable given the listed nature of the building and its urban setting, where residents do not expect the same levels of privacy.

The one area where there was an issue was the relationship of the retained detached two storey building in the northern courtyard with the rear of the 1950s block as only 3 metres or so separate the two. In order to address this, openings within the detached block are to be infilled on the north-east facing elevation, with windows in the courtyard facing elevation providing the bulk of the outlook.

At ground floor level, habitable room windows face directly onto streets, communal courtyards and entrance areas. While this is not ideal and will have some impact on residential amenity, it is a consequence of the building's location and listed status as well as the desire to not introduce more commercial uses at ground floor level. Again it is considered that future occupants are likely to forgo levels of amenity to live in a building of considerable character and historic interest.

The main noise source affecting the site is traffic, though there is also some light industrial noise from surrounding properties to the east. The Environmental Protection Service (EPS) is satisfied that noise can be adequately mitigated by good acoustic design and a suitable scheme of sound insulation works, which can be secured by condition.

The proposed commercial unit is unlikely to have a harmful impact on the amenities of proposed residents or the occupiers of neighbouring buildings subject to appropriate hours of use and controls on the playing of live music and amplified sound.

Sustainability

Policy CS63 of the Core Strategy (Responses to Climate Change) gives priority to developments that are well served by sustainable forms of transport, that increase energy efficiency, reduce energy consumption and carbon emissions and that generate renewable energy.

Similarly policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings and conversions of existing buildings to

be energy efficient and to use resources sustainably, while policy CS65 (Renewable Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, with 10% of predicted energy needs provided from decentralised and renewable or low carbon energy.

The application site is located within the city centre, in very close proximity to a wide range of services within the Devonshire Quarter and on the Moor. The site is also very well served by public transport with a busy bus corridor to the south on Charter Row and the tram running along West Street to the north.

The proposed works to Eye Witness and Ceylon Works, which include the installation of high performance double glazed windows, will result in improvements to the building's thermal performance. In addition, photovoltaic (PV) panels are to be incorporated on the flat roof of the new build element of the scheme, which will provide over 20% of that building's predicted energy needs (which equates to 5% of the entire development's energy needs).

Whilst the District Heating Network runs close to the application site and there is an existing connection to Eye Witness Works, the constraints of the building's listed status and the costs of upgrading the connection make this solution unviable.

The proposals are considered to be acceptable and in the spirit of policies CS63, 64 and 65, given the constraints of working with listed buildings.

Highway Matters

Policy IB9 of the UDP (Conditions on Development in Industry and Business Areas) expects new development to be adequately served by transport facilities, provide safe access to the highway network and appropriate levels of off-street car parking, while the City Council's Car Parking Guidelines, which are to be interpreted as maximum standards, states that in the city centre up to one space per dwelling is appropriate.

Egerton Lane, the narrow cobbled lane that runs along the rear of Eye Witness Works, separating it from Ceylon Works and Pryor's car park, is not public highway. Adopting a one-way system, the applicant intends to provide 10 parking spaces along the southern edge of the lane, made secure by installing gates or bollards at either end. Whilst unconventional, the proposed parking arrangements are considered to be acceptable.

The level of parking provision is low (approximately 10%), but further provision within the application site is not possible or desirable given that it would impact on the setting of the listed building range.

Because of the low provision, the development will remain car free and the applicant will be required by condition to ensure that future occupiers are aware that they will not be eligible for resident parking permits within the designated Permit Parking Zone. However, as described above, the site lies in very close proximity to the full range of city centre facilities and public transport options and, as on street parking adjacent the site is already controlled by parking restrictions

and pay and display parking spaces, it is considered unlikely that any demand for parking space by residents will be displaced onto the local highway network.

The development can be adequately serviced from the adjoining streets and no alterations are proposed to the layout of the adjoining highway, however the resurfacing of all adjoining footways will be reserved by condition.

As submitted, the applicant proposed a single wall mounted cycle rack within each dwelling, where possible. However, in many cases this is considered to be impractical, particularly above ground floor level where cycles would have to be carried up narrow staircases.

Whilst the applicant still intends to provide cycle mounts within dwellings where requested, they have amended the scheme to provide communal parking stores at ground level – two within the existing footprint of Eye Witness Works and one beneath the staircase serving deck access to the new build block. The dedicated stores will provide space for 43 cycles, which is considered to be acceptable given the limitations of working with this listed complex.

Archaeology

In the most part, the proposed development involves the conversion of listed buildings and so there is limited potential to consider below ground archaeological remains. However, the submitted archaeological assessment has identified areas of potential archaeological interest, including the site of a former crucible furnace as well as the area proposed for new build block on Egerton Street which was a residential court and pub (the Brunswick Hotel) when this area was first developed in the 19th century. Further investigations will be secured through condition.

Ecology

The application site was subject to a daytime bat survey and ecological scoping survey, which accompanied the application for planning consent. Whilst potential bat access points were found on the exterior of the buildings, rainwater ingress has made the entire upper floors damp and it was concluded that the buildings offer negligible suitability for a bat roost. No evidence of other protected species was found on site.

Impact on Adjoining Land

The proposed development abuts the eastern boundary of the surface level car park which serves Pryor Marking Technology. The south west facing elevation of the new building block is built up to this boundary and features a number of habitable room windows.

During pre-application discussions the applicant was advised that introducing habitable room windows along the common boundary was unacceptable and that they ought to be removed. Whilst the applicant would not be able to invoke rights to light until these windows have received natural daylight for 20 years or more (unless granted by deed), it is likely that they would prejudice the development of

the adjoining land – ruling out a continuous frontage to the back edge of the footway along Egerton Lane, which would be the most characteristic form of development on this plot.

Case law suggests that, as there are no local development plan policies requiring development on one piece of land not to prejudice development on an adjacent piece of land; the principle is simply one of good planning practice.

Moreover, while the proposed development would limit the form of development on the adjoining land, it would not prevent the development of the site.

It has had to be concluded, therefore, that we cannot insist on the removal of the proposed windows along the common boundary and that the applicant's insistence that they be retained, in order to provide appropriate levels of light and outlook to the correspondence dwellings, is not in itself a reasonable reason for refusal.

Affordable Housing

Core Strategy policy CS27 (f) (Housing in the City Centre) supports further expansion of City Centre living, with a mix of tenures and sizes of unit, including affordable housing, as part of a mix of uses in the CIQ.

Policy CS40 sets out the Council's specific policy approach to the provision of affordable housing, together with the Supplementary Planning Document on CIL and Planning Obligations. The application site falls in an area of the city centre where there is a requirement to provide 10% of the units as affordable housing, subject to a viability assessment.

The Council's independent viability expert undertook an assessment and concluded that, even allowing for what could be regarded as optimistic sales values, reduced build costs and a reduced benchmark land value, the scheme cannot afford any affordable housing provision.

Community Infrastructure Levy (CIL)

The site lies within an area of the city centre where CIL is charged at £30 per square metre.

SUMMARY AND RECOMMENDATION

This application seeks planning permission and listed building consent for the conversion of existing buildings and the erection of a six storey building to create 97 residential units and 1 ground floor commercial unit. It is considered that the proposals, as amended, will make a positive contribution to the visual amenities of the local area and will secure the buildings' long term future. It is also considered that the proposals have developed out of an understanding and appreciation of the special character and significance of the listed buildings and that the special character and thereby the significance of the listed buildings will be preserved.

As per paragraph 15(1) of DETR Circular 01/2001: Arrangements for Handling Heritage Applications-Notification and Directions by the Secretary of State and Circular 08/2009: Arrangements for Handling Heritage Applications Direction 2015, this application is not subject to referral to the Secretary of State as it does not involve the demolition of the principal building, the demolition of a principal external wall of the principal building, or the demolition of all or a substantial part of the interior of the principal building.

Members are therefore recommended to grant planning permission and listed building consent, subject to the listed conditions.

This page is intentionally left blank