



SHEFFIELD CITY COUNCIL Planning & Highways Committee

Report of: Head of Planning

Date: 30 August 2016

Subject: Sheffield Retail Quarter (SRQ)

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Summary:

To provide Members with an update on the progress of the SRQ and to seek a resolution to endorse the current proposals

Reasons for Recommendations:

To confirm the general acceptability of the proposals submitted to date, whilst recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of the Local Planning Authority.

Recommendations:

That the Planning and Highways Committee endorses the principles of the current development proposed for the SRQ

Background Papers:

Applications 15/02917/OUT, 15/02941/FUL and 15/02942/LBC (20-22 Cambridge Street), 15/02939/FUL and 15/02940/LBC (32 Cambridge Street) and 15/02938/FUL (demolition of non-listed buildings in the conservation area)

Category of Report: OPEN

SHEFFIELD RETAIL QUARTER – UPDATE AND RESOLUTION TO ENDORSE CURRENT PLANNING APPLICATION PROPOSALS

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1. The Applications and Request for Endorsement

Applications

- 1.1 This report deals with all six of the applications submitted in relation to the proposals for the Sheffield Retail Quarter (SRQ) in August 2015. They are:

15/02917/OUT

The Outline planning application for a comprehensive retail-led mixed use scheme, including demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities.

15/02941/FUL and 15/02942/LBC

Applications for works to stabilise and repair Leah's Yard (20-22 Cambridge Street), a grade II* listed building.

15/02939/FUL and 15/02940/LBC

Applications for the demolition of part of the former Sunday School (32 Cambridge Street), a grade II listed building, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk.

15/02938/FUL

Application to demolish non-listed buildings in the conservation area, including 78 - 82 Pinstone Street, 24 - 26, 28 (facade), 30, 32 -34 (rear), 36, 38 - 40 and 35 - 41 Cambridge Street, 2 - 4 and 10 - 16 Wellington Street, 4 - 8, 1 - 11 and 19 Charles Street, 31 Burgess Street, John Lewis Store, Barker's Pool and Multi Storey car park, 11 - 21 Barker's Pool, Barker's Pool House, Burgess Street and 14 Cross Burgess Street and for the retention of building facades at 30 - 42, 88 - 92 and 94 -104 Pinstone Street.

- 1.2 The main application is the one for outline planning permission (15/02917/OUT). Outline consent was sought because of the scale and complexity of the scheme, and the fact that it is likely to be delivered in phases over a number of years. Outline consent would secure the principles of the development, with detailed matters of appearance, landscaping, layout, scale and access (save for details of vehicular access to and from the site) reserved for subsequent approval.

- 1.3 The outline application is based on the identification of parameters, which in this case consider the key elements of the proposals including maximum floorspace areas, building heights and building lines. The setting of parameters or 'limits' for the development allows us to robustly assess its impacts (and provides a context for the accompanying Environmental Impact Assessment), whilst retaining sufficient flexibility to allow it to respond to what will be a changing economic, commercial and architectural context over the next 10 years. Reserved matters applications are required to detail the development that falls within these parameters.
- 1.4 Whilst the intention behind the submission of an outline application, and the identification of parameters, was to build in flexibility, details of an illustrative scheme, which sits within the parameters, was submitted. This illustrative scheme provides a vision for how the SRQ *could* be developed and brought forward within the defined parameters that will control it. However, it does not define the exact scale or appearance of the built scheme.
- 1.5 In addition, applications were submitted which would control, in detail, work to the listed buildings and to unlisted buildings within the conservation area which are required to deliver the scheme. These applications sought consent for:
- Repair and reinstatement works to the Grade II* listed Leah's Yard (15/02941/FUL and 15/02942/LBC);
 - The partial demolition of the Grade II listed former Sunday School at 32 Cambridge Street, with the retention of the façade (15/02939/FUL and 15/02940/LBC); and
 - Demolition of various unlisted buildings within the Sheffield City Centre Conservation Area (15/02938/FUL).
- 1.6 The documents submitted in support of the above applications included:
- Planning Statement
 - Environmental Statement
 - Parameter Plans
 - The Design and Access Statement
 - The Plot Specific Design Codes
 - Urban Design Code
 - Public Realm Design Code
 - Transport Assessment, including draft Travel Plan
 - Retail Statement
 - Statement of Community Involvement
 - Heritage, Townscape and Visual Effect Assessment
 - Arboricultural Survey
 - Draft Construction Management Plan

- Drainage Strategy
- Energy and Sustainability Statement
- Flood Risk Assessment
- TV Reception Survey

1.7 As a result of discussions with Council Officers and the views expressed by consultees and the public, the application was formally amended on 24th February 2016.

The amendments, additional information and corrections are contained in the following documents:

- ES Addendum and Appendices A (Revised Access and Circulation Parameter Plan), B (Bat Report and Ecological Mitigation Strategy) and C (Flood Risk Assessment, Drainage Strategy, Arup Technical Note on Public Sewer Capacity and CSO and SRQ Porter Brook Monitoring);
- Revised Text for ES Archaeology Chapter;
- ES Non-Technical Summary Addendum;
- Revised Construction Environmental Management Plan;
- Transport Assessment Addendum and Drawings;
- Replacement Travel Plan Framework; and
- Revised Transport Access and Circulation Parameter Plan.

The significant amendments are identified in the relevant sections of this report.

Endorsement Resolution

1.8 The following report deals with the planning aspects of the submitted planning applications in the usual manner, providing Members of the Planning Committee with full details of the submitted SRQ scheme and all the work undertaken to date. However, in recent months, it has become clear that the outline proposals contained within the submitted planning applications are likely to change in response to the operational requirements of the key anchor tenants. In addition, the Council has just appointed a new development partner, Queensbury, who are reviewing the masterplan and design for the whole scheme. Accordingly, officers understand it is likely that the masterplan will continue to evolve, resulting in the submission of a new suite of planning applications in 2017.

1.9 However, it is considered that much of the content of the current scheme is likely to be relevant and provide a basis for the evolution of the proposals for the SRQ. Moreover, a significant amount of work has gone into the submission and assessment of the above applications, which should help inform and assess future changes to the scheme.

- 1.9 On this occasion, therefore, Members of the Planning and Highways Committee are not being asked to determine the applications submitted. Instead, this report recommends a resolution to endorse the principles of the submitted scheme on which we have consulted, confirming the local planning authority's position on the principles of the development, including the quantum of floorspace, design, heritage impacts and transport implications, whilst recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of the local planning authority.

2. The History and Background to Sheffield Retail Quarter

- 2.1 This section provides a brief overview of the background to the redevelopment of Sheffield City Centre and outlines the planning history of the 'New Retail Quarter'. It then describes the general context leading up to the submission of the current applications for the Sheffield Retail Quarter (SRQ). The detailed planning history of specific buildings will be discussed in more detail in later sections of this report.

The Unitary Development Plan

- 2.2 The inadequacy of Sheffield's retail offer was recognised over two decades ago when, in 1994, the City Council commissioned a retail study (Hillier Parker) to inform the then emerging Unitary Development Plan (UDP). This study highlighted the now well-known difficulties that have arisen from the retail area's linear form, the split focus of shopping at either end and the weakness of the middle section along the Pinstone Street – concluding that significant new investment was required in a major new retail scheme to link these disparate elements (around Pinstone Street).
- 2.3 The UDP was adopted in 1998 and the 1994 study formed the basis of its retail strategy. The introduction to the UDP shopping chapter confirmed that the regeneration of the City Centre was one of the principal aims of the plan and Policy S1 (The City Centre and the Location of Major Shop Development) specifically stated that 'Major retail development will be promoted in Sheffield's Central Shopping Area where it would encourage regeneration of the City Centre and help to develop and consolidate its role as the principal commercial centre of South Yorkshire.' (In 2007 Policy S1 was one of a number of UDP policies that were superseded following consultation with the Secretary of State, and so it now ceases to apply).

2000 City Centre Masterplan

- 2.4 In February 2000, the Government set up an Urban Regeneration Company known as Sheffield One to assist in the regeneration of Sheffield city centre. In December that same year, following approval by the City Council, Sheffield One published a City Centre Masterplan. A retail study was undertaken as part of the Masterplan which again identified the shortcomings of the existing centre and the need for a major new shopping development (Healy and Baker).

The main conclusions of the study were:

- a lack of quality shopping, particularly of high price fashion, flagship stores and medium space users;

- inadequate provision of leisure shopping (traditional shopping combined with a leisure expedition);
- a mismatch between the accommodation available to retailers and the size and configuration of accommodation that they require;
- a small primary area, relative to the Central Shopping Area as a whole;
- poor quality of premises occupied by anchor stores;
- the linear nature of the existing retail core, which perpetuates the functioning of two separate and poorly connected shopping districts;
- car parking is dispersed, small scale and poorly related to retail areas;
- the presence of barriers to pedestrian circulation between different quarters of the City Centre; and
- continuing development in competing centres that will make them more attractive than Sheffield City Centre.

2.5 Having rejected the 'do nothing' option of small, piecemeal, market led interventions, and an intermediate option of improving the link between the then Cole Brothers store to Pinstone Street and creating a small number of new, modern shop units, the 2000 City Centre Masterplan concluded that a major new retail development was the essential element of the City Centre regeneration programme.

'The regeneration of the City Centre will not succeed unless the retail core can be revitalised. Incremental change will not be sufficient to turn around years of under-investment. A step change is required to create the confidence to attract leading developers, investors and occupiers back into the City core.'

This more radical intervention promoted the development of a modern retail quarter, taking in Cambridge Street and relocating Cole Brothers to a larger store on fewer levels. Rather than an enclosed shopping centre, it recommended that the new retail quarter sit within the fabric of the City, that it include complimentary uses, such as residential, hotel and leisure uses, at the upper levels, and that it strengthen and improve links to Fargate and the Moor.

2.6 During 2001 a brief for potential developers was produced by Sheffield One and the City Council, as part of a three stage selection process to find a suitable development partner. Hammerson UK Properties Plc was selected towards the end of that year.

2.7 The Hammerson team considered that the area highlighted in the City Centre Masterplan was insufficient to provide the critical mass of between 60,000 and 90,000m² of retail floor space and enough car parking to meet the needs of the scheme. They therefore included a block of land to the west of the fire station taking the western NRQ boundary to Trafalgar Street.

Supplementary Planning Guidance

2.8 In 2002 ‘Supplementary Planning Guidance for the New Retail Quarter’ was published by the City Council which explained the strategy for the redevelopment of Sheffield city centre. The vision was to develop a large retail led mixed-use development containing at least 65,000m² of retail floorspace. The SPG set out the Council’s requirements for the form and content of the New Retail Quarter and became a material consideration in deciding planning applications that come forward either in response to the NRQ Strategy or that could have implications for the realisation of the NRQ.

The ‘New Retail Quarter’

2.9 Hammerson UK Properties Limited submitted an outline planning application for the ‘New Retail Quarter’ in October 2005 (ref. 05/03933/OUT) which sought consent for a ‘mixed use development comprising of refurbishment/change of use of existing buildings & erection of buildings for retail (use classes A1, A2, A3, A4 & A5), housing (use class C3), night club, health & fitness club, multi-storey car parking and ancillary uses including the closure and alterations of public highways, vehicular access, servicing facilities, formation of open space & associated landscaping.’

The proposals included 98,500m² (GEA) of new retail floorspace and a maximum of 278 residential units (one and two bedroom units). The overall floorspace approved was:

| Use | Use Class | Max Floorspace (square metres) | Notes |
|-------------|-------------|--------------------------------|---|
| Retail | A1 - A5 | 101,700 | Minimum of 65,000m ² and maximum of 98,500m ² of new build floorspace plus a maximum of 3,200m ² of refurbished retail uses. |
| Residential | C3 | 25,000 | Minimum of 130 and maximum of 278 units, all of which are one bed and two bed units for private sale. |
| Leisure | D2 | 2,900 | Maximum 2,900m ² for a health and fitness club. |
| Other | Sui Generis | 1,858 | Maximum of 1,858m ² for a night club. |
| Car parking | Sui Generis | | Minimum of 2,000 car parking spaces and maximum of 2,200 for public use. An additional 1 space per residential unit. |

2.10 The proposed development was divided into eight new development blocks and four retained buildings. The blocks and the proposed uses are summarised as follows:

- **Block 1** City Hall Block

Cafes and restaurants at ground floor level with a night club or restaurant to occupy the upper parts.

- **Block 2** Gateway Building
A 'gateway building' to contain a major shop of up to three levels with further retail at lower ground and gallery levels.
- **Block 3** New Burgess Street East
Proposed retail units to be arranged over ground, upper ground and first floors, with a basement extending up to Block 1. Residential accommodation in the form of maisonettes proposed above.
- **Block 4** Pinstone Street
Lower three floors of retail (including a Major Space User) with a tower building of up to nine storeys above.
- **Block 5** South Square
Up to four levels of retail use with a health club located on the upper floors. A 12 to 15 storey residential tower would sit above the shops and a service basement below.
- **Block 6** North Square
Up to four levels of retail use including a service basement.
- **Block 7** Department Store
Three and a half storey John Lewis department store with five levels of car parking above.
- **Block 8** Multi-Storey Car Park
Ten level multi-storey car park with ground floor display windows.
- **Block A** The Citadel
A retained Grade II listed building to be converted into either café, bar, restaurant or retail uses.
- **Block B** Palatine Buildings and Barker's Pool House
Retained ground and basement level retail uses, and conversion of the upper floors to residential.
- **Block C** Leah's Yard and Sportsman Public House
Three separate brick built properties (Grade II* listed) retained for a mixed use development including shops and restaurants on ground floor with offices above.

- **Block D** Laycock House
Four storey building retained for two storey shops with residential above.
- 2.11 The outline application was granted following the signing of a legal agreement on 6th November 2006.
- 2.12 The outline application was accompanied by an application for conservation area consent which was also submitted in October 2005 (ref. 05/03935/CAC). It sought the demolition of a number of non-listed city centre buildings in order to facilitate the development and was granted on 22 August 2006.
- 2.13 Listed building applications for the demolition of 32 Cambridge Street, a Grade II listed building, and for the stabilisation and repair of Leah's Yard (ref. 05/03934/LBC and 05/03936/LBC) were also granted as part of the original New Retail Quarter proposals.
- 2.14 A number of applications for the approval of reserved matters pursuant to the 2006 outline permission were approved in the late 2000s. These included:
- 08/01872/REM (Block 8)
Erection of multi-storey car park (ten storeys) to provide 1,684 spaces – approved 2 December 2008.
 - 08/03391/REM (Block B)
Alterations and extension to building to form 36 apartments with retail units (Use Class A1-A5) on ground floor – approved 31 March 2009.
 - 08/04855/REM (Block 3)
Erection of a building to accommodate 2-3 levels of retailing (Use Class A1 - A5), 36 residential units on upper floors and related public realm and ancillary works – approved 22 September 2009.
 - 09/01509/REM (Block 6)
Erection of a building to accommodate 3-4 levels of retailing (Use Class A1 - A5) with management suite and storage area on upper floors – approved 22 September 2009.
 - 08/03377/REM (Block 4)
Retention of facade and erection of building for use as Class A1 - A5 – approved 25 September 2009.
- 2.15 In addition, a full planning application was submitted for the erection of a 79 bedroom hotel with retail units on the ground floor at 18 to 42 Pinstone Street, allowing the developers the flexibility to bring forward a hotel scheme

for Block B as an alternative to the approved residential scheme (ref. 08/0390/FUL). This application was granted on 31 March 2009.

2008 City Centre Masterplan

- 2.16 While the original City Centre Masterplan concentrated on recovery, the 2008 City Centre Masterplan Review focused on economic growth and the continuing transformation of the city centre - with the New Retail Quarter remaining a key priority. The integration of the Retail Quarter with the New Business District, as well as existing retail areas such as Division Street/Devonshire Street, was highlighted as a strategic design principle.

2009 Core Strategy

- 2.17 The 2004 Planning and Compulsory Purchase Act required local planning authorities to prepare local development documents to replace their local plans, unitary development plans and structure plans. The Core Strategy, which was adopted in March 2009, forms part of Sheffield's Local Development Framework and sets out for the period to 2026 the overall vision for the city.
- 2.18 The Core Strategy reiterates the need for a major regeneration initiative in the city centre to consolidate the shopping area and improve the range and quality of shops and facilities. Specifically, policy CS14 (City-wide Distribution of Shopping and Leisure Development) states that 'new shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately adjacent shopping streets of the City Centre, which will be strengthened through a major retail-led, mixed-use regeneration scheme, which will form the New Retail Quarter.'
- 2.19 Policy CS18 of the Core Strategy (Shopping in the City Centre) also describes how the New Retail Quarter will strengthen the Primary Shopping Area as the heart of a regional shopping centre and confirms that, 'within and adjacent to the Primary Shopping Area, development that might individually or cumulatively prejudice or delay the success of the regeneration of the Primary Shopping Area will not be permitted.'

Sevenstone

- 2.20 In December 2011, permission was granted to extend the time limit for the implementation of permission references 05/03933/OUT, 05/03935/CAC, 05/03934/LBC and 05/03936/LBC under the name Sevenstone. Any applications for reserved matters approval subsequent to this application must be made by December 2016, when the permission is due to expire.

- 2.21 In July 2013 it was announced that Hammerson were withdrawing from their position as the Council's appointed Development Partner and therefore from the scheme.

Emerging City Centre Masterplan

- 2.22 In the face of a much-altered economic landscape, a review of the City Centre Masterplan 2008 has been carried out and consultation on a new Draft City Centre Masterplan was undertaken in 2013.
- 2.23 In the new Plan, which is likely to be adopted in 2016, shopping will remain a major part of the City Centre's function but is likely to be consolidated, particularly within the identified SRQ core. It is also expected that the shopping experience will change in light of the increasing use of the internet and become part of a rounded experience alongside leisure, work and culture.

3. The Application Site

Existing Buildings and Uses

- 3.1 The application site covers an area of approximately 7.01 hectares and is bound by Pinstone Street, Furnival Gate, Charter Row, Rockingham Street, Wellington Street, Trafalgar Street, Devonshire Lane, Division Lane, Carver Street, Cambridge Street and Barker's Pool. The site is urban, with few trees or vegetation, and comprises a broad mix of architectural types and styles.
- 3.2 The buildings fronting Pinstone Street are largely late Victorian. The block facing the Peace Gardens is striking and important to the setting of the Gardens as well as nearby listed buildings, including the grade I listed Town Hall. Those to the south of Cross Burgess Street are arguably less significant, though some have individual quality (particularly the former HSBC bank at the corner of Charles Street) and they continue the Victorian frontage. Most are in retail use at ground level with offices or apartments above.
- 3.3 The buildings on Burgess Street to the rear of the Pinstone Street range are more contemporary comprising largely of offices, a nightclub and a public house. Of note are the grade II listed Citadel at the junction with Cross Burgess Street and The Yorkshireman public house. The office and supermarket development that backs onto Burgess Street also features a mural by the artist William Mitchell. The 1972 mural comprises ten 3 metre high panels of abstract design arranged as a frieze. They were cast in-situ using Faircrete.
- 3.4 John Lewis's store fronting Barker's Pool was designed by David Allford of Yorke Rosenberg and Mardall in the 1960's. The former Cole Brother's Department Store and interconnecting multi-story car park has significant mass and reaches four storeys in height, with additional car parking accommodation on the roof. Its modernist aesthetic is not in keeping with the scale and grain of the older buildings in the Conservation Area, but it is generally considered to be a good building for its period and it balances the scale of the City Hall on the other side of Barkers Pool.
- 3.5 The western side of Cambridge Street is occupied by a terrace of two, three and four storey buildings. The lower two thirds of the street comprises historic buildings including the listed Leah's Yard and Bethel Chapel Sunday School. These buildings vary in their state of repair and are generally in retail use (save for Leah's Yard which is vacant and undergoing emergency repairs). Behind these buildings is a single width lane called Backfields and a large vacant site used as a public car park. The recently extended St.

Matthews Church to the north is not within the site boundary but is noteworthy because of its quality and as a landmark in the area.

- 3.6 The block between Cambridge Street and Furnival Gate was constructed in the 1960s and comprises of a 12 storey hotel tower which sits on a 3 storey podium. The ground floor of the podium is largely in retail use with a car park and the now vacant hotel over. The former Grosvenor Hotel is the only existing tall building within the application site and the block possesses little architectural or townscape merit. A prior notification application for the demolition of the Grosvenor Hotel complex was granted in September 2015 (15/03138/DPN). Demolition is expected to commence in late 2016.
- 3.7 Charter Square is currently dominated by a roundabout, traversed via a subway, with areas of poor quality paving on the periphery. Trees planted when the subway was constructed provide the only notable area of greenery within the application site. In line with the ambitions of the City Centre Masterplan, the Urban Design Compendium and the Design and Development Framework Document for The Moor (2004), the Highway Authority have now committed to carrying out a scheme of works to improve pedestrian and cyclist connectivity across Charter Square.
- 3.8 The site of Telephone House, located on the apex of Charter Row and Wellington Street, has been incorporated into the application site, though the 15 storey tower was recently refurbished for use as student accommodation under office permitted development rights (13/04133/ORPN).
- 3.9 The area between Carver Street and Rockingham Street, the site of the former fire station, is now a surface level car park while the final block of land, up to Trafalgar Street, is also part used as a car park. This block also includes Select Works, an unlisted metal trades building which formed part of the Trafalgar Works complex. It is still used by small businesses.
- 3.10 Land to the west of Trafalgar Street is occupied by purpose built residential accommodation while Aberdeen Works, to the north of Devonshire Lane, has also been converted into living accommodation. Along with apartments to the north of Division Lane and to the south of Wellington Street, this means that there are a significant number of residential properties within close proximity of the application site.
- 3.11 Much of the Site falls within 'Character Areas' originally defined within the Sheffield City Centre Urban Design Compendium (2004):
 - Barker's Pool and Pinstone Street (both within the City Centre Conservation Area) fall within the 'Fargate' and 'Town Hall / Peace Gardens' Character Areas respectively of the Heart of the City Quarter.

- Trafalgar Street, Rockingham Street, Carver Street, Backfields and Cambridge Street (which fall partially within City Centre Conservation Area) lie within the 'Holly Street / Westfield Terrace / Trafalgar Street' Character Area.
- The junction of Pinstone Street, Furnival Gate and The Moor (which lies just outside of the Conservation Area) lies at the extreme northern end of the 'Moor' Character Area.

The City Centre Conservation Area and Other Heritage Assets

- 3.12 The City Centre Conservation Area, a designated heritage asset, covers almost half of the SRQ site, taking in Pinstone Street, Burgess Street, Charles Street and Cambridge Street and terminating at Backfields. It excludes the Grosvenor Hotel block.
- 3.13 Other designated heritage assets located within the red line boundary comprise:
- Leah's Yard (Grade II*), 20-22 Cambridge Street; and
 - Former Bethel Sunday School (Grade II), 32 Cambridge Street.

The Salvation Army Citadel (Grade II) on Cross Burgess Street lies within the site boundary and adjacent to proposed Block A but does not form part of the planning applications currently being considered.

- 3.14 There are also a large number of non-designated heritage assets located within the site boundary. These are identified in Section 9 of this report.

Other Relevant Planning History

- 3.15 In May 2011, permission was granted for the conversion of first and second floor office accommodation at Wellington House (37 to 41 Wellington Street) to 13 apartments (11/00557/FUL).
- 3.16 In January 2012, consent was granted for alterations and a three storey extension to St. Matthew's House, within the curtilage of the grade II listed St. Matthew's Church (11/02594/FUL). The works are complete and the site remains in use as a community based facility (Class D1).
- 3.17 An application for the demolition of existing buildings and the erection of a three and four storey retail and cinema complex on Block 1, The Moor (on the south side of Debenhams) was approved in March 2013. The development is currently under construction with the first phase, a new flagship store for Primark, due to open in late 2016.

3.18 Telephone House on Charter Square was given prior approval in January 2014 for the change of use of fourteen floors of the building from office (Class B1) to 342 residential units (13/04133/ORPN). Telephone House is now largely occupied.

4. The Development Proposals

4.1 Outline planning permission is sought for:

Comprehensive re-development scheme comprising a retail-led mixed use scheme, including demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities.

4.2 A total of 8 development plots are proposed, along with new pedestrian streets and areas of public realm. As previously described, the configuration of the buildings within each plot is controlled by the Parameter Plans and the Parameters Report, while detailed design can also be controlled by the Urban Design and Public Realm Design Codes.

4.3 Permission is sought for the following range of uses across the site:

- Residential (Use Class C3);
- Retail (Use Classes A1 – A5);
- Commercial (Use Class B1);
- Car Parking;
- Hard and soft landscaping and open space; and
- Public Realm.

4.4 The proposed maximum amount of floorspace (in square metres) by use is as follows:

| | Gross External Area (GEA) | Gross Internal Area (GIA) |
|---|--------------------------------------|--------------------------------------|
| Retail (including anchor store) (A1/A2) | 72,449 | 71,582 |
| Retail (anchor store only) (A1/A2) | 19,898 | 19,633 |
| Retail (excluding anchor store) (A1/A2) | 52,551 | 51,949 |
| Food and Beverage (A3/A4/A5) | 6,007 | 5,777 |
| Residential (C3) | 8,081 | 7,768 |
| Office (B1) | 38,323 | 37,038 |
| Subtotal | 124,860 | 122,165 |
| Parking | 70,815 | 69,831 |
| Total | 195,675 | 191,996 |

- A maximum of 78,456m² gross external area (GEA) of retail floorspace which will include a mix of A1, A2, A3, A4 and A5 uses. The flexibility provided for within the proposed parameters will allow for significant variation in unit sizes depending on the type and needs of the retailer. It is intended that A1 and A3 uses will be dispersed throughout the site, though precise locations are not defined at this stage.
- A retail anchor store (Use Class A1) with a maximum floorspace of 19,898m² (GEA). It is anticipated that this will be accommodated within Block M.
- Up to 38,323m² (GEA) of office floorspace (Use Class B1). This is likely to be accommodated within Block HJ.
- A maximum of 8,081m² (GEA) of residential floorspace (Use Class C3). The location, size and final layouts of these apartments will be determined at reserved matters stage.
- A maximum of 2,250 off-street car parking spaces within a multi storey car park (Block N) and at roof level on Block M. 5% of the car parking provision is identified as disabled and family parking spaces.
- Cycle parking, including the provision of a cycle hub.

4.5 Key elements of the scheme include:

- The extension of Fargate to the west to form 'New Fargate', which in turn connects to a new public square and anchor store.
- A series of pedestrianised streets and spaces which are not enclosed and which repair this part of the city in a recognisably 'Sheffield Way'.
- The repair and restoration of Leah's Yard and its re-use as a key retail space within the SRQ.

4.6 The current proposals differs from the previously consented Sevenstone scheme both in floorspace and in form - the desire now being to expand and improve Sheffield's retail offer in a way that integrates more closely with the existing city scape. Maximum retail floorspace figures have also reduced in the context of our changing shopping habits.

5. The Consultation Process and the Responses Received

Pre-Application Consultation

- 5.1 The submitted Statement of Community Involvement (SCI) details the pre-application consultation undertaken by the applicant prior to the submission of their applications. The pre-application consultation period ran for five weeks from 18 May to 19 June 2015 and a range of communication methods were used to provide information about the proposals and to allow people to offer their feedback. These methods included:

The Distribution of Information and Consultation Material

- A briefing pack sent to elected ward members, MPs, MEPs and over 200 key stakeholders.
- A consultation leaflet sent to nearby residential and business properties.
- Posters displayed around the site giving information about SRQ consultation events and social media channels.
- Unmanned exhibition stands set up in six locations around the city including Sheffield Hallam University, the University of Sheffield, Hillsborough Leisure Centre, Ponds Forge Leisure Centre, the English Institute of Sport and the Town Hall.
- 75 Community Access Points (CAP sites) set up around the city with A4 posters and leaflets. There were approximately 2 to 3 CAP sites in each of the city's 28 wards.
- A dedicated website providing information about the proposals and all associated consultation activities, including an inbuilt feedback form.
- An SRQ telephone information line and email address.

Consultation Events

- A stakeholder briefing event for the professional community.
- A press briefing event and press releases.
- Other stakeholder and local group events.

- A four day public exhibition (from Wednesday 3rd June to Saturday 6th June 2015). The exhibition, which included maps, indicative illustrations, a 'flythrough' video and a 3D model, was held in a marquee on Fargate.
- 5.2 3, 483 people attended the public exhibition and 283 people filled in the feedback form that was distributed at the exhibition. The SCI reports that the vast majority of people who gave feedback found the exhibition to be quite or very informative. The ten most frequently raised topics were (in order of frequency, with the most frequently raised topic first):
- Comments regarding cycling provision.
 - Safety for pedestrians and cyclists.
 - Support for independent shops and businesses.
 - Support for high quality retail.
 - Support for green space within the public realm.
 - Building design – support for distinctive character.
 - Conservation – support for protecting existing architecture
 - Support for high quality design.
 - Cost of parking.
 - Encouragement to deliver the scheme as soon as possible.
- 5.3 The SCI states that almost 800 written responses were received across all of the different response channels. A summary of the topics raised forms part of the Statement of Community Involvement.

Consultation Responses to the Planning Applications

- 5.4 These are the responses of external consultees. Responses giving no comments are not referred to.

Historic England

In relation to the application for outline planning permission (**15/02917/OUT**) and the application to demolish non-listed buildings in the conservation area (**15/02938/FUL**), Historic England made the following comments:

Historic England consider that the heritage assets along Cambridge Street make a valuable contribution to the city centre conservation area and to the setting of the Grade II* Leah's Yard, and that the proposed extension of Fargate would result in the demolition of most of these buildings, harming the special interest of the conservation area and Leah's Yard. They consider that the extent of change would result in a degree of harm to the designated heritage assets, which is neither necessary nor justified to deliver the public benefits set out in the applications.

They comment as follows:

‘The site straddles the south-western boundary of the City Centre Conservation Area and affects a number of heritage assets including Grade II* Leah’s Yard (20-22 Cambridge Street) and Grade II former Sunday School (32 Cambridge Street). Leah’s Yard is one of the best surviving examples of a metal trades complex in the city centre, where many others have been demolished. The special interest of the conservation area is generated by nineteenth century buildings, a variety of streetscapes and ancient routes such as Fargate, Barkers Pool, Burgess Street & Cambridge Street.’

‘The western portion of the conservation area within the site reflects the nineteenth century expansion of Sheffield, defined by the laying-out and development of the ‘Devonshire grid’. The Goad Plan of 1896 indicates that the area contained a variety of building types resulting from the association with the metal trade industries. Domestic housing, public houses, places of worship and small industrial workshops and commercial premises were laid out rapidly resulting in the characteristic form of this part of the conservation area we see today.’

‘A good number of commercial and industrial properties remain and in particular Cambridge Street stands as testament to the variety of buildings formerly associated with this phase of the city’s development. Their distinctive character is strengthened by the retention of the historic street pattern and dense urban grain. On the west side there is a continuous streetscape of small-scale nineteenth and early-twentieth century properties from Leah’s Yard to Wellington Street: the Tap and Tankard Public House; the adjacent shop; the remains of the former chapel; the former Bethel Sunday School (Grade II) and Henry’s Café. These all make a positive contribution to the conservation area, being identified in the Council’s Statement of Special Interest (1996). They also provide part of the setting for Leah’s Yard and contribute to its significance.’

‘Historic England consider that the loss of the historic buildings on Cambridge Street and the fragmentation of this historic route, and that of Burgess Street through the insertion of Plot H/J, Plot B and Plot A/C would harm this part of the conservation area and the setting of the Grade II* listed building, and they are particularly concerned about the loss of 24-26 Cambridge Street, the Tap and Tankard Public House and shop.’

Despite several meetings and correspondence on this matter, HE remain unconvinced that this harm is justified and they urge the applicant to revise the alignment of the relevant blocks and new street to reduce the level of harm to the nineteenth century urban grain. They go on to say that they are also concerned about the massing and height of a number of the proposed plots.

‘In particular the CGIs demonstrate our concerns regarding the relationship of Plots B, E & HJ with adjacent heritage assets and the obstruction of views within and out of the conservation area. Based on the level of information provided, it is not possible to ascertain the architectural quality of the replacement development. We consider the scheme should seek to make a clear and positive contribution to the local character and reinforce the distinctiveness of Sheffield City Centre.’

‘We acknowledge the Council’s long-term aspiration to develop shopping in this area, integrating it to the existing city centre retail offer. However, we are concerned by the extent of demolition of heritage assets and the loss of historic streets. The previous scheme retained more of Cambridge Street and its buildings, such that we did not object to it. The current scheme seeks to justify the demolition of the heritage assets on Cambridge Street to create New Fargate and to facilitate a visual and physical route from Marks & Spencer’s to the new anchor store. In our view this would rob Leah’s Yard of all of its surviving historic context and setting. New Fargate would also result in the total disintegration of the grid pattern of dense nineteenth century development which characterises this part of the conservation area and is a key component of its significance. The erosion of the character and appearance of this part of the conservation area is a harmful impact which is in our view neither justified nor necessary.’

‘In its present form the proposed development fails to take account of the opportunities to draw on the contribution made by the historic environment to the character and appearance of the conservation area and the setting of a number of designated heritage assets.’

‘The NPPF is clear that all possible steps should be taken to minimise any harm to heritage assets as set out in paragraph 129 of the NPPF. We are not convinced that the present scheme achieves this and we consider that there are less harmful ways of delivering the public benefit, most notably by retaining a greater number of the buildings along Cambridge Street in particular the Tap & Tankard and adjacent shop.’

Historic England advise that the local planning authority ‘needs to be satisfied that in its present form the applications have demonstrated that there is a clear and convincing justification for the harm caused by the scheme and that this is necessary to deliver public benefits in accordance with the NPPF.’ They oppose the applications in their current form and recommend that amendments are secured to minimise harm to the listed buildings and conservation area in order to meet the requirements of sustainable development as set out in the NPPF.

In relation to the listed building application for works to stabilise and repair the grade II* listed Leah's Yard (**15/02942/LBC**), Historic England made the following comments:

'20 - 22 Cambridge Street (known as Leah's Yard) is an early nineteenth century range of workshops centred around a rear courtyard. The series of brick buildings were altered and adapted during the mid-nineteenth and twentieth centuries. The three storey block fronting Cambridge Street incorporated domestic accommodation on the upper floors with later shop units below. No 20 was altered to form a cart passageway. Leah's Yard is an important example of the courtyard metal trade workshops characteristic of Sheffield during the nineteenth century. The range was occupied by a variety of small scale works including silver plated goods; horn works cutlery and drop stamping for the silverware trade. The latter produced by Henry Leah & Sons from 1892 for a number of decades.'

'The workshop complex exhibits a small frontage to the west of Cambridge Street, formerly known as Coal Pit Lane, an historic routeway first recorded in the eighteenth century. A number of the premises located to the south of Leah's Yard reflect the dense urbanisation of the locality during the nineteenth century and contribute to the historic context of the listed building. Leah's Yard exhibits considerable evidential, illustrative historical and aesthetic values for its surviving fabric and provides a significant contribution to the physical and cultural fabric of the city.'

'Historic England welcomes in principle the proposed stabilisation and refurbishment of Leah's Yard. In accordance with para 131 of the NPPF this seeks to sustain and enhance the significance of the heritage asset. The premises have been vacant for a number of decades and are in a deteriorating condition. The schedule of enveloping works indicated on the submitted drawings is generally acceptable. We note that the application seeks to repair or replace fabric in a like for like manner salvaging and reusing existing materials where possible with some alterations. It is requested that further details are secured through appropriate conditions. This should include the following;

- a suitable recording condition;
- schedule of detailed envelope repairs which should include the protection of the building and how the most urgent structural conditions will be addressed;
- appropriate assessment of the condition of all historic joinery;
- methodologies for the repair and replacement of historic fabric including fixtures & fittings;
- a window and door schedule (including reinstatement of window details);
- details of the proposed shop front and signage.

‘The application proposes a number of alterations to the existing internal layout of the buildings. It is unclear from the information submitted why a number of staircases, walls and access to the basement are proposed to be removed in the absence of an end use. In addition it is proposed to reinstate the twentieth century shop units fronting Cambridge Street. It is unclear however what has determined the proposed shop front design, which does not seek to incorporate all of the existing historic fabric. We request that further consideration is given to address these issues and the plans be amended accordingly to retain these historic features.’

‘We note that an indicative drawing (A- 08201) is included in the submission which proposes a concept scheme for the reuse of Leah’s Yard. This follows an options appraisal included in the Design & Access Statement. Whilst it is understood that the application does not seek approval for the layout proposed, we have previously raised concerns regarding the number of openings proposed at ground and first floor from the proposed extensions. In addition we consider the proposed covering of the courtyard and removal of staircases, internal walls and historic features will cause a high degree of harm to the significance of the listed building and should be omitted.’

‘The Design & Access Statement provides a phasing plan regarding the overall development. Whilst the stabilisation of Leah’s Yard is included within phase 1 of the plan this covers a period of three years. The current condition of the listed building remains a concern and the timing of the works is too vague. We would wish this to be brought forward and the stabilisation of Leah’s Yard is undertaken during a shorter timescale within the first phase of the development. Historic England supports the repair and refurbishment of Leah’s Yard, however we would expect a further listed building consent application to be submitted for the proposed layout and associated alterations.’

Historic England therefore recommends that the application can be determined subject to the issues set out above being addressed to ensure the proposals constitute sustainable development as defined by the National Planning Policy Framework.’

In relation to the listed building application for the demolition of part of the former Sunday School at 32 Cambridge Street, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk (**15/02940/LBC**) Historic England made the following comments:

‘The former (grade II listed) Bethel Sunday School... was erected in 1852 to serve the earlier adjacent non-conformist Chapel. The building is rectangular in form reflecting the long narrow plot, built over three storeys with substantial

slate clad pitched roof. The principal elevations fronting Cambridge Street and Bethel Walk are modest in appearance. The building retains a number of historic windows on the upper levels, architectural detailing is controlled and utilises a traditional palette of materials including brick, ashlar and slate.'

'The principal elevation fronts Cambridge Street and was historically linked at an upper level to the Chapel. During the late nineteenth century, the ground floor appears to have been occupied by the adjacent horn works as a warehouse. This diversification continued into the twentieth century, operated by other metal trade manufacturers.'

'The Sunday School was later converted into a public house and underwent further alterations in the second half of the twentieth century. The Sunday School is separated from the partially concealed chapel by Bethel Walk. This historic alleyway affords glimpses of the north elevation of the listed building and allows the development of the plot to be fully understood. The building is one of a number of nineteenth century premises fronting the west side of Cambridge Street reflecting the dense urbanisation of the area with religious, commercial and metal trade workshops during this period.'

'The application proposes the substantial demolition of 32 Cambridge Street retaining the three bays of the east elevation (Cambridge Street) and two bays of the north elevation (Bethel Walk). Plans indicate that all floors, ceilings, existing roof structure, extension and remaining walls forming the south and west elevations are to be removed. Permission is also sought for temporary protection and shoring to the remaining structure. The former Sunday School will form part of a larger block identified as Block E with the corresponding outline application.'

'Following a visit to the building on 1 st October 2015 we agree that the Sunday School has incurred internal alteration. Nevertheless we consider that the assessment submitted does not sufficiently acknowledge the contribution the remaining historic fabric, structure, plan form or setting makes to the significance of the Sunday School. In addition the application does not provide acceptable details of the extensions proposed.'

'Historic England considers that the amount of demolition of the Sunday School would result in substantial harm to the significance of the listed building. This harm will require a clear and convincing justification and should be weighed against the public benefits of the scheme, as required by paragraphs 132 and 133 of the NPPF and whilst paying special regard to the statutory duty of the P (LB&CA) Act 1990.'

'Historic England welcomes the retention in part of the former Sunday School. We also acknowledge that the previous permission was to demolish the building in its entirety. The retention of the front element of the building will

assist the character of the street scene and is a significant improvement on the previous scheme.'

'We note the justification provided for demolition which is necessary to achieve substantial urban design and retail benefits. We remain concerned however that there is no occupier or end user for the building and the amount of demolition proposed is based purely on the speculative size of the retail unit and its functioning and arrangement with the remainder of Block E. We do not consider this is sufficient justification for the extent of demolition proposed and we urge the applicant to retain more of the historic plan form of the building in particular to ensure the Sunday School's relationship with Bethel Walk.'

'We remain concerned about the impact of the scale and massing of the proposed parameters for Block E and the relationship with the remaining structure of the listed building. We would prefer to see full details of the extension to the listed building rather than indicative drawings to fully understand the impact on the Former Sunday School.'

'Whilst we acknowledge the application is seeking to retain more of the Sunday School than the previous scheme; at present it does not seek to minimise the harm as required by paragraph 129 of the NPPF and as such the proposals amount to substantial harm. We consider that the level of detail provided in the scheme overall does not justify this harm and is therefore not in accordance with para 128, 132 & 133 of the NPPF. Historic England is unable to support the current proposals as we consider more of the north elevation should be retained to ensure its relationship with Bethel Walk.'

The Victorian Society

The Victorian Society considered the SRQ application (**15/02917/OUT**) at their Northern Buildings Committee. They **strongly object** to this application and consider that its implementation would cause substantial, irreversible and unjustified harm to the significance of a number of designated and non-designated heritage assets. They comment in detail as follows:

They note that the development site incorporates a large portion of the City Centre Conservation Area, which was designated in 1996, and reflect on the fact that a Conservation Area Appraisal might have informed a more sympathetic approach to the development of this scheme. They go on to make the following detailed observations:

'The west side of Cambridge Street includes a number of important historic buildings. Foremost among them is Leah's Yard, which is one of the most important city centre survivals of Sheffield's metal trades industry. Its significance is reflected in its Grade II* listing. The former Bethel Chapel

Sunday School is also listed, at Grade II, and presents a handsome and elegant façade to Cambridge Street. Each of the other properties on Cambridge Street south of Leah's Yard possess charm and pleasing historic detailing and all are identified by the Council as contributing positively to the character and appearance of the Conservation Area. Their loss would therefore cause substantial harm to the significance of the Conservation Area. It would also obliterate the historic setting of Leah's Yard and the former Sunday School (which itself would be extensively demolished), causing substantial harm to the significance of both buildings.'

'Proposed plot H/J includes three buildings of particular note: the Pepperpot building and the former HSBC bank are impressive and important components of the townscape and occupy a prominent and critical location. Behind them, at 4-8 Charles Street and 35-41 Cambridge Street, stands another attractive and characterful building. The demolition of this building as proposed would be detrimental to the Conservation Area, and the substantial demolition of the Pepperpot Building and former HSBC buildings would erode the special qualities of the townscape in this part of the Conservation Area. The manner in which new structures are envisaged to wrap round retained facades on Pinstone Street would severely impair the dramatic qualities of buildings specifically designed to address their corner plots and which possess lively and dramatic rooflines.'

'The proposed Block G would entail the demolition of further notable buildings at 68-82 Pinstone Street, and the proposed building G3 would involve the demolition of the handsome boundary treatment at the rear of Laycock House. Again, such extensive demolition would deprive the Conservation Area of attractive structures which contribute to its significance and would therefore be detrimental.'

'We are also concerned at the proposed demolition of the Yorkshireman Public House, another positive contributor to the Conservation Area and a building which contributes to the setting of the Grade II-listed Salvation Army Citadel. In addition, 188 and 192 Rockingham Street are characteristic and appealing survivals of Sheffield's nineteenth-century cutlery industry. Their demolition would harm the setting of the Grade II-listed Aberdeen Works and would result in the loss of two non-designated heritage assets that contribute much to an understanding of Sheffield's development.'

'It is not merely historic buildings that would be demolished. The scheme would destroy a historic grid of streets that developed from the eighteenth century onwards. Both the Statement of Special Interest and the Heritage Townscape and Visual Assessment that accompanies the application

highlight the special character that is created by the present historic street layout.'

'All the buildings noted above possess qualities that render them worthy of retention. They are handsome, attractively detailed and characterful historic buildings. All have been identified by the Council as contributing positively to the character and appearance of the Conservation Area. Their demolition would strike at the heart of what makes the Conservation Area special and worthy of designation, and would cause substantial harm to its significance.'

The Victorian Society considers that the application falls well short of demonstrating the necessity of the proposed demolitions. They also **object** to the scale and architectural quality of the proposed new development.

'Firstly, the height and massing of the new blocks would be entirely out of scale with the Conservation Area and nearby historic buildings. Furthermore, part of any justification for new development would surely rely on detailed proposals for high quality works of sensitive contemporary architecture. The outline application fails to provide any detailed designs for the new buildings and we are therefore unable to assess the quality of any proposed replacements. This is a frequent issue with outline applications generally, and it is why many local authorities advise that outline applications for development within a Conservation Area are not acceptable in principle.'

'The Society accepts and indeed welcomes the principle of enhancing the retail offer of this part of central Sheffield. However, the approach must be sympathetic and it must be done in a way that makes a clear, positive contribution to the character of the local area. The most obvious way of doing this is to retain and repurpose those buildings which have been specifically identified as contributing positively to local character. The proposed site is large and there exist ample opportunities to develop certain plots within it that contain either poor quality buildings, or no buildings at all.'

'It is rare that the Society is notified of an application which would cause such a high level of unjustified harm. This is a fundamentally flawed scheme and one that represents a backward and blundering approach to the historic environment. It would strike at the very heart of what makes Sheffield's historic environment so special and both applications should be refused consent.'

The Twentieth Century Society

The Twentieth Century Society's Casework Committee expressed the following views:

'We are surprised and concerned to see a proposal which would involve such a high level of demolition within your City Centre Conservation Area, which

was designated in 1996. We **strongly object** specifically to two elements of this application, the demolition of the John Lewis department store located on Barker's Pool between Burgess Street and Cambridge Street and the loss of the William Mitchell abstract panels above the existing Co-operative supermarket on Burgess Street.'

'The John Lewis Store and attached multi-storey car park (formerly Cole Brothers), Barker's Pool, was constructed in 1961 -5 to the designs of Yorke, Rosenberg and Mardall. The store was identified in the Sheffield City Centre Conservation Area Statement (1996) as an 'unlisted building that contributes to the Character of the Conservation Area'. This is a landmark department store that was designed to be noticed, and the exterior remains remarkably intact. The Pevsner architectural guide describes the building as 'coolly confident' and states that it was 'innovative for its date in the incorporation at the rear of a ramped multi-storey car park communicating at each level with the store. Clad in the architects' hallmark white tiles with panels of brown mosaic to the window bays.'

The Twentieth Century Society consider that the loss of the John Lewis department store building would cause harm to the character of the City Centre Conservation Area, which is specifically resisted by national policy as set out in the NPPF, paragraph 132, and, as such they strongly object to the proposed demolition of this building.

With regard to the high relief mural of abstract design by William Mitchell, the Twentieth Century Society notes that it was commissioned in the late 1960s as part of a new office and supermarket development.

'Mitchell is a highly regarded artist and sculptor of public works, as recognised by the recent listing of his concrete mural at the Lee Valley Water Company Offices and the previous listing of nine other works by him, some independently of the buildings to which they are attached. The mural, arranged as a frieze, was constructed during the later period of Mitchell's first phase of practicing in Britain, following his work as a design consultant with the London County Council (1957-1965).'

'This work of public art is constructed from Faircrete, a new form of concrete developed at the John Laing Research and Development Headquarters. Faircrete holds its shape while wet and enables the artist to cut and form the piece with standard building tools. These panels are a first-rate example of his innovative approach to this material. In 1973 Mitchell used the same material in the construction of two murals sited in Northampton's administrative offices and the now listed Stations of the Cross murals for Bristol's Cathedral Church of St Peter and Paul (Public Sculpture of the North East of England, 2000, PMSA, p.109). If it is not possible to retain the mural in-situ, we strongly

recommend that it is re-sited elsewhere in the city, ensuring that it remains on public view.'

Sheffield Conservation Advisory Group

SCAG considered the proposals for the Sheffield Retail Quarter at a special meeting on 29 September 2015. They made the following observations:

'The question that the Group has considered is whether the scheme would preserve and enhance the character and appearance of the City Centre Conservation Area, in which much of the scheme lies, and its impact on listed buildings in, and immediately adjacent to, the area, one of which is Grade I (Town Hall).'

'The Group considers that the proposals are an improvement on the previous schemes produced by Hammersons, although has reservations about aspects of the scheme as it currently appears. These are set out below. The Group is also conscious that the success of the scheme will depend in large measure on the detailed realisation of the individual blocks. But they take the view that it is essential that the overall form and massing of the development is subject to critical analysis at this stage, given that an outline permission will constrain the way in which the scheme can be integrated into the fabric of the city.'

'The Group's major concern is about the views of the development from key locations within the city centre and the relationship of new buildings to their immediate surroundings. The scheme proposals make much play of the view along Fargate and the proposed New Fargate from Marks & Spencers store to the new anchor department store to the north of the present Charter Square. The Group expressed concern over the views from the Peace Gardens and the Town Hall steps and the way in which the proposed height of buildings would dominate the frontages in Pinstone Street, including Town Hall Chambers.'

'A second major area of concern is with Cambridge Street. Apart from containing two listed buildings (Leah's Yard and the Sunday School), Cambridge Street has major historic significance in being until the nineteenth century a major turnpike route out of the city. It also retains the industrial character of the Devonshire Quarter and thus forms an important link between the city centre and its immediate surroundings. The Group considers that the proposals as they stand would result in a significant deterioration of the townscape of this part of the Conservation Area.'

'In addition to these general comments the Group has made the following observations about individual blocks:

- *Blocks A & C* - The Group strongly objects to the way in which the proposed new blocks would dominate the skyline above Palatine Chambers when viewed from Fargate, the Town Hall and the Peace Gardens.
- *Block B* - The Group considers the scale and massing of this block are appropriate for Barkers Pool, provided that the façade is in stone to reflect the stone frontages of the City Hall and the former Sheffield Waterworks Co. Building.
- *Blocks D & F* - The Group welcomes the proposed treatment of Leah's Yard. However, Leah's Yard was not designed to be seen in isolation and the Group is strongly of the view that as much of the frontage of Cambridge Street should be retained in order to maintain the context within which Leah's Yard is located. In particular, the Group opposes the demolition of the former Sportsman pub, whose scale and form is sympathetic to the historic character of Cambridge Street.
- *Block E* - The Group strongly opposes the treatment suggested for the Sunday School in Cambridge Street, which would effectively leave little more than a façade on Cambridge Street, dominated by the bulk of new buildings looming over it. The Group is also opposed to the demolition of 34 Cambridge Street, which would erode the character of the street.
- *Block G* - The Group welcomes the retention of the "pepperpot" building on the corner of Pinstone Street and Charles Street but are concerned about the scale and massing of new buildings proposed that would adjoin them. The Group also welcomes the retention of the listed Citadel Building in Cross Burgess Street.
- *Blocks M & N* - The Group felt concern at the way in which the development proposals would dominate the listed Aberdeen Works building. The Group recommended that the rooftop car park should be lower or consideration should be given to the provision of residential accommodation on the roof, with basement car parking.'

Save Britain's Heritage

SAVE Britain's Heritage objects to the proposals, which they consider to fall short of respecting and conserving the designated and undesignated heritage assets within and neighbouring the site. They divide their concerns into two broad groups:

The loss of historic buildings and the harm caused to the Conservation Area and surrounding assets as a result of demolition; and

The harm caused as a result of the proposed designs and massing of the replacement buildings, which are over-scaled and fail to respond to their surroundings.

'We welcome the restoration of the Grade II* listed Leah's Yard, which will add great value to the area, celebrating Sheffield's proud manufacturing heritage. However little else is to be retained across the rest of the proposed site, and the level of demolition can be considered to be substantial. Many of the buildings proposed for demolition are charming, identified as unlisted buildings that contribute to the character of the Conservation Area. As heritage assets their demolition would cause substantial harm. These buildings include all of Cambridge Street (within the Conservation Area), the island block between Cambridge Street, Pinstone Street and Charles Street, and part of the island block between Cross Burgess Street, Charles Street and Pinstone Street. The largest singular building within the application site proposed for demolition, the John Lewis store, is also a building which contributes to the character of the Conservation Area. This is a good example of a 1960s Modernist department store (built 1965), and an obvious local landmark. This loss would be significant.

The loss of these buildings will also cause harm to surrounding historic buildings, listed or otherwise. This will be particularly noticeable in the setting of Leah's Yard, depriving it of its historic context and therefore undermining its significance.'

SAVE considers that the City Centre Conservation Area will be harmed as a result of the demolition of individual buildings of merit, and as a consequence of the impact of the development on long views in and out of the conservation area, particularly in those parts of the city centre laid out with a grid plan, for example between Rockingham Street and Cambridge Street. They also state that buildings within the Conservation Area which abut the application site, such as St Matthew's Church with its prominent spire, will also be affected by the proposed development due to a loss of setting and therefore significance. They consider that the harm caused to individual buildings and the Conservation Area is contrary to national planning policy (NPPF), and the applications should therefore be refused.

SAVE suggest that the area could be enhanced by more organic development focused on restoration and the reuse of historic buildings, as opposed to large scale demolition and new build, including the creation of a new street pattern.

'There is ample space on the western side of the site for new development should this be desired. New development and historic buildings need not be in conflict or come at the expense of the other. Historic buildings and areas provide anchors to newer developments, contributing to a sense of place and

increasing the desirability of the area as a whole. There are a large number of negative examples of cities tearing up historic areas to replace them with new street plans and buildings of a larger scale.'

They warn that such approaches come with a high risk of such areas becoming 'outdated' and 'obsolete' and requiring further comprehensive redevelopment and upheaval in the future. They encourage the applicant to pursue an approach which retains a greater number of historic buildings and to allow development to progress step by step.

In addition to the harm caused by demolition, SAVE considers that the scheme, as a result of its massing, height, materials and design, will 'cause harm to heritage assets. The massing and height of the new scheme is detrimental, to both individual buildings and longer views in and out of the Conservation Area. In almost all of the CGI visuals showing outlined maximum scale and massing, the new buildings loom over the existing buildings or block views.'

It points to The Conservation Area Statement of Special Interest, which notes that:

'Buildings are predominantly no more than four storeys to eaves lines. Georgian and early 19th century buildings tend to be no more than three storeys. This homogeneity of scale has allowed functionally important buildings to stand out as landmarks. The spires of the cathedrals, the Church of St Matthew and the towers of the Town Hall and the Victoria Hall are all important landmarks which can be seen from a variety of spaces both within and beyond the Conservation Area' and advises that the proposed scheme threatens to entirely disrupt these characteristics. 'In particular several views of St Matthew's spire are obscured or blighted as a result of this application.'

To conclude, SAVE suggests that in their current form these applications should be refused and that the large size of the site means there is space to provide new buildings with larger floor plates, whilst still retaining and restoring a greater number of historic buildings than currently proposed. They advise that schemes which build upon an area's historic character and integrate new development into historic streetscapes are much more successful in the long term, and that such an approach would enhance Sheffield as a destination.

Sheffield Civic Trust

'We recognise that the scheme proposed is bold, creating new streets linked to new and existing public spaces. The scheme is shaping up with an emphasis on making streets, quality public spaces and conservation of historic buildings – these aspects are welcomed and supported by the Trust.'

‘The scheme clearly responds well to the feedback from retailers. The new Fargate, the square outside (the anchor store) and the linking street back to the Peace Gardens and Pinstone Street form a circulation route of desirable retail space. The challenge will be for this new development to fit well with the existing grain of the city centre and not appear as a new monolithic development.’

‘The city centre is made up of a mix of uses and to work well as a safe and lively place throughout the day and across the seasons a monoculture of single use must be avoided. This scheme has the potential to increase density and the mix of uses right at the centre of our city. The SCT considers it essential to achieve mixed use horizontally (in layers) as continental cities do to create a vibrant city centre.’

‘The importance of this development being ‘Sheffield like’ and not like any other city has come up in most conversations. ... How the designers meet this challenge will be key to the success of the retail quarter. It is understood that the proposals do not show the architecture of the developed scheme and that what we see on the model and 3d drawings is indicative. ...The proposal for an RIBA competition from The Sheffield Society of Architects and RIBA Yorkshire is a welcome one and the selection of a range of the best architectural talent as designers for the buildings would ensure variety and specific responses to Sheffield's identity.’

‘The illustration of the new square demonstrates the worry many have expressed as it looks like it could be a retail quarter in any British city.... It is dynamic but the reaction from Sheffielders is that it is not the image of their city. The quality of this crucial new square needs to build on the characteristics of our much loved public space – craftsmanship, quality materials and planting. The architectural backdrop needs to speak of or respond to Sheffield in some way. It is essential that all of the streets and public spaces within the new scheme’s layout are genuinely public space and not spaces which just have public rights of ways through them. It would be retrograde step if any streets which are currently completely open are downgraded to become managed quasi-public/private space and lose their open access.’

‘The design concept is reliant on the anchors of the large department stores. M&S is currently well integrated into Fargate, however the large store proposed at the end of new Fargate acts as a full stop that turns its back on Trafalgar Street and the area beyond, and will discourage pedestrian flow through this part of the site to Fitzwilliam Street, Devonshire Green and Division Street. The car park, potential bus/taxi drop off, service area and click and collect proposals behind this anchor store all have the potential to exacerbate this disconnection. The all-important sightline from Fargate to the

new (anchor store) has been questioned. Some were not convinced by the sightline when looking at the model. Perhaps the revealing of the store is a better townscape principal – i.e. the gently curving Oxford High Street and Gordon Cullen's work where experiencing the sequence of spaces and the staged revealing of a street or place makes for a better experience.'

'The long view along the new Fargate to the new anchor looks to be dominated by the revamped Telephone House. ... Accurate computer generated images and detailed studies are needed to convince SCT that this key view will work. The massing and external treatment of the new store will be essential to the success of the sight line and vista along the new Fargate.'

'If the existing John Lewis store is demolished then its replacement should have a sense of grandeur, civic pride and scale that its prominent position in Barkers Pool and opposite City Hall demands. It is important that this replacement building is given as much attention as the new 'anchor store'. It is also important that Barker's Pool does not feel downgraded or bypassed as the back of the new scheme.'

'There has been much discussion within the SCT about what retail will look like in 20/30 and even 50 years' time and how the retail quarter will respond to this. Currently the retail space proposed responds to the views and needs of potential tenants, but is the large floor plate, deep plan, narrow frontage space future proof? The current scheme has two strong anchor stores and a new circuit, drawing the city centre onwards the core and shortening the retail spine. This raises the issue of displacement. As the retail spine reduces in length what replaces the empty units on Castlegate? The displacement of shops with other sustainable uses needs to be planned and be integral to the current plans.'

'The retention of public buildings is an aspect of the scheme that has been universally welcomed. The new Fargate puts Leah's Yard at the centre of the scheme and the use of this space for food could work, and would bring a use to the courtyard space. However the value of this space on the new Fargate should not however exclude consideration of other uses. A cultural/creative/independent use for Leah's Yard, or other historic buildings might bring richness and broader appeal to the scheme.'

'The heritage of our city is about townscape, not just the buildings. The new quarter is being designed around a major store and new retail street, Fargate, rather than working with the historic street pattern. What results is a breakdown of the streets around the new department store and poor connectivity behind it. Is this a necessary sacrifice to make the development work and if so the effects on connectivity should be mitigated. ...

Conservation of historic street patterns would allow more retention of buildings and allow a more gradual renewal.'

'There was enthusiasm for good public transport links and for sorting out the circulation of buses within the city core. Questions have been raised about the facilities for cyclists and for convenient cycle and car parking for short visits.'

'The scheme moves the centre of gravity of the city centre away from the tram network so tram users will also find the city centre shops less accessible. The removal of buses from Pinstone Street would also make city centre shops less accessible to bus users. ... If major bus routes through Pinstone Street are to be removed, this could be an opportunity to reintroduce the 'FreeBee' bus service which uses smaller buses and could operate in a loop in and around the SRQ.'

South Yorkshire Passenger Transport Executive (SYPTTE)

In response to the original submission, SYPTTE confirmed their support for the proposals which they described as 'a great opportunity to transform Sheffield's retail and leisure offer, providing a vibrant, accessible, well connected space in the heart of the city.' They confirmed, however, that they consider it to be essential that the SRQ is highly accessible by all modes of transport, particularly public transport.

'Providing people with quick and convenient transport options including the bus and tram is critical, not least for those people who do not have access to a private car. The proposals include a range of options to develop bus routes that will service Sheffield's Retail Quarter.'

'SYPTTE looks forward to developing the detailed public transport arrangements for the SRQ High levels of public transport connectivity and quality of service are essential for social inclusion, accessibility and for commercial reasons: 'The Value of Bus Services', ATCO (2012 revised 2013) highlights that the average spend on a return shopping trip by bus is £30, and £26 for a return leisure trip. By securing public transport penetration, Sheffield will maximise the attractiveness of its offer, leading to greater economic return.'

'The heart of the city plays an essential role for economic growth and as seen with the recent markets move the expectation from residents of Sheffield is that they can continue to access these key attractors by public transport. Changes to the city centre highway network must compliment and mitigate any changes so that our collective objectives can be achieved.'

'The Pinstone and Leopold Street stops and interchange facilities are located within a high quality public realm which provides an attractive location for bus

users. The bus stops along Pinstone Street and Leopold Street are the high quality “Connect style” developed with the City Council to be attractive and in keeping with the heart of the city centre, with direct access to large employment sites and providing informal interchange between different bus services. It is envisaged that this facility/concept will retain an important role in serving the SRQ.’

‘As we enter into the preparation of more detailed proposals, the following principles should govern the design:

- Public transport penetration to the heart of the proposals
- High quality infrastructure
- Innovative PT and wayfinding information throughout the SRQ
- Pedestrian friendly space
- Sufficient kerb space at any relocated stop locations to accommodate the current bus network.’

‘SYPTTE welcomes the focus on making the whole area more accessible and pedestrian friendly. This will be facilitated through new, high quality public spaces, which will in turn improve the ease of public transport use and the overall travel experience. Stronger links to other areas in the city, such as The Moor, Devonshire Green and the Peace Gardens is also welcome.’

‘The new multi-storey facilities accessed from Rockingham Street provides a choice for visitors to the SRQ. SCC and SYPTTE must work together to ensure that alternative modes are highly attractive thus avoiding the negative impacts of car dependency.’

CycleSheffield

CycleSheffield support the plans for Pinstone Street and Furnival Gate and believe that they will create an excellent walking and cycling environment. However, they are very concerned that traffic routes around the new car parks will introduce significant motor traffic onto residential and shopping streets which should not be dominated by the noise, pollution, disruption and danger which comes with large volumes of motor traffic. They note that ‘no protected cycle lanes have been provided on these streets in the plans and increased traffic will severely compromise routes which are currently pleasant and safe for walking and cycling. Cycle facilities must be of a standard where they are safe and pleasant to use by a parent and 8 year old child or a person riding an adapted cycle because of a disability.’

They note that many UK and European cities have become ‘destinations’ through reducing and removing motor traffic from their centres and state:

‘Whilst the core of the Retail Quarter itself looks to be a relatively pleasant and traffic-free place to spend time, we are concerned that this comes at the

expense of other areas in the city centre which will be damaged by these plans. The transport modelling for car parking and highway capacity within the planning application's Transport Assessment makes the assumption that only 2% of journeys to the Retail Quarter will be by bicycle. Sheffield's Vision for Excellent Transport aims for there to be 10% of all journeys to be made by bicycle within 10 years.'

CycleSheffield make the following, detailed comments:

'There are planned changes to roads outside the Retail Quarter site on Broad Lane, Charter Row/Fitzwilliam Street, West Street/Rockingham Street and Division Street/Rockingham Street. These changes all facilitate the movement of motor traffic and bus traffic into the Retail Quarter. The same considerations must be given to cycling. Any junction and road changes outside the core Retail Quarter site must include provision to make cycling safe, enjoyable and a realistic choice for both visitors to the Retail Quarter and the hundreds of people who will live or work in the Retail Quarter.'

'We fully support the aim to remove the uphill general traffic lane on Pinstone Street and replace it with pedestrian and cycle only access. These sorts of plans will create an environment that will give everyone the freedom to cycle and support Sheffield's aims of becoming a more bicycle-friendly city.'

'We fully support the plans to remove private motor traffic from Furnival Gate, making this a bus, bicycle and pedestrian only area.'

'We're concerned from plans we've seen that there will be restrictions in building to building width by the extension of Block H/J towards Furnival Gate. There is currently enough room to provide an excellent walking environment for walking, cycling and public transport with room for cycle paths on both sides of the roads, and plenty of space for people to walk without having to wander onto the cycle paths. However if block H/J is permitted to be built in the current location of the carriageway then there will not be enough room to create a good environment for all, hence the compromised one side only cycle provision plans for this are that we have been shown by Sheffield City Council.'

'The Charles Street/Pinstone Street junction is currently filtered so that only people walking or cycling can travel from Charles Street onto Pinstone Street. The planning application proposes to open Charles Street to motor traffic to facilitate access to the car park in block H/J. The car park capacity of 71 spaces means that the volume of motor traffic will be low. If access is from Charles Street then to protect the cycling and walking environment, we insist on the implementation of rising bollards, controlled by electronic passes limit the vehicles than can access this area.'

‘The changes planned at the junction of Charter Row and Rockingham Street mean that car traffic into the Retail Quarter car parks from this direction will only occupy one lane. This is an unmissable opportunity to create high quality protected cycle lanes along Charter Row by reallocating road space away from motor traffic and to cycling. This will be a huge contribution towards meeting Sheffield’s Vision for Excellent Transport aim of 10% of all journeys in Sheffield by bike by 2025 and 25% of all journeys by 2050.’

‘Plans for the new Retail Quarter will see additional traffic on Division Street leaving the multi-storey car parks. Traffic will drive up Rockingham Street, and be permitted to turn left onto Division Street or onto West Street. To introduce additional traffic onto these streets will damage the space and will make them less attractive places to live, to shop and to spend time. Division Street is currently heavily used by cyclists and pedestrians and must be protected as a key cycling and walking route.’

‘The proposal is for motor traffic travelling to the car parks from Broad Lane to turn right from Rockingham Street onto West Street and then left onto Westfield Terrace. West Street is a hub of pedestrian activity, especially between Rockingham Street and Westfield Terrace. Neither of these streets are appropriate for traffic to drive down to access car parks.’

‘Traffic leaving the car parks and heading south towards Charter Row will use the route along Wellington Street, and then will turn left onto Fitzwilliam Street. These streets are heavily used by cyclists, Wellington Street is a flat, direct and quiet route into the city from Broomhall, and Fitzwilliam Street is the most direct route from The University Quarter to the bottom of the Moor and beyond. By introducing significant volumes of motor traffic onto these routes without providing protected cycle lanes, the cycling environment will be less attractive and people will be less likely to cycle.’

‘We fully support having a Bike Hub within the Retail Quarter development. The location of the Bike Hub should be safe and convenient to get to by bicycle. Currently it’s placed in the main car park block, in the centre of many busy main motor traffic routes. This will make it very difficult to create good cycling links to the Bike Hub that are usable by everyone.’

The route from the bottom of Devonshire Green along Wellington Street past the Devonshire Cat and Bike Rehab will become one-way towards Fitzwilliam Street and will be used by traffic leaving the car parks. The plans show a contraflow cycle lane, but it is shown on the outside of on street parking next to oncoming traffic. It should be possible to cycle in both directions on Wellington Street protected from motor traffic, currently the plans only show a cycle lane in the eastwards direction.’

'In line with modern cycling design standards it is essential that the cycle lane on Wellington Street runs behind the car parking, between the parking spaces and the footway.'

'Cycle routes must be convenient if people are to choose to cycle rather than drive. The current plans show it not being possible for cyclists to continue directly along a flat route to the city centre from Wellington Street as the cycle lane stops when it reaches Trafalgar Street.'

'Traffic levels will increase at the junction of West Street and Rockingham Street. This is a crossroads which is crossed by thousands of people every day but only one arm has a signalised pedestrian crossing. All four arms of the crossroads must have signalised pedestrian crossings.'

'It is essential that a signalised crossing is provided for people walking along West Street to protect them from traffic turning into Westfield Terrace. '

'Traffic levels will increase significantly on Rockingham Street. A key walking and cycling route crosses Rockingham Street at Portobello Street. It connects the city centre with the University area and provides a cycling route away from the dangerous tram lines of West Street. The junction of Portobello Street and Rockingham Street must be improved to that people can cross it safely on foot and on bike.'

'Under the current plans it will remain possible to drive right through Sheffield City Centre bypassing the ring road from Broad Lane to Ecclesall Road, and also in the opposite direction. It must not be possible to do this and these routes must be closed to keep them safe and attractive places to walk and cycle.'

Highways England

Highways England (HE) reviewed the Transport Assessment (TA) prepared by Arup and found the following issues:

- An assessment year of 2019 is proposed but the TA states that the development will be fully complete in 2021. HE suggest that the assessment year should be when 100% of the development is occupied, i.e 2021 not 2019 as proposed.
- The TA states that no background traffic growth would be applied to the traffic model in the development of a 2019 scenario because the city centre network is already considered to be operating at capacity. HE do not accept this approach and advise that the Strategic Road Network (SRN) will experience growth. Therefore they suggest that traffic growth must be incorporated into the future year scenarios.

- Recent upgrades to the SRN (at junctions 33 and 34 of the M1) should be included in the traffic model.
- A TRICS exercise is recommended to back up the Retail Assessment footfall findings.
- HE recommends the use of Gross Floor Areas (GFA) in order to calculate the trips generated by the employment aspect of the proposed development and suggests that residential trips should also be included in the assessment.
- The method of calculating the trips generated by the development is questioned (i.e the area of SAAM zones rather than the density).

They also recommended a number of changes to the Draft Travel Plan.

On the basis of these concerns, Highways England issued a formal recommendation that planning permission not be granted for a period of 6 months.

Following further work to address the points raised, Highways England agree that any impact upon the Strategic Road Network (SRN) is unlikely to be severe.

South Yorkshire Police

South Yorkshire Police suggested that the scheme would benefit greatly from being designed and built to Secured by Design standards and that the nature of the development requires that safety and security are integral to its design.

They recommend that public open spaces are well overlooked, with as much natural surveillance as possible, and that landscaping should be kept low and trees carefully placed so as not to mask any CCTV/Lighting columns.

Barnsley MBC

Barnsley Metropolitan Borough Council has no objections to the proposed retail quarter. However, they note reference in the documentation to the Council's ability to identify sufficient land to meet future housing requirements and hope, accordingly, that the opportunity is taken to maximise the quantum of residential development that the retail quarter can accommodate.

Natural England

Natural England advised the Council that the proposal is unlikely to affect any statutorily protected sites.

The Coal Authority

In relation to the outline planning application (15/02917/OUT) The Coal Authority considers that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site.

In relation to the application at 32 Cambridge Street (15/02939/FUL) The Coal Authority initially requested further information regarding the ground conditions on this site, including the thickness of made ground and the composition of the rock cover over the recorded workings. Following submission of an additional Coal Mining Risk Assessment Report, The Coal Authority confirmed that they have no objection to the application.

As the proposals at Leah's Yard (15/02941/FUL) largely involve alterations to the existing building, with no operational development that could present risks to coal mining features, The Coal Authority confirmed that they do not object to this application.

Yorkshire Water

Yorkshire Water advised that the submitted Drainage Strategy is **not acceptable** to Yorkshire Water as currently shown. They query the stated discharge rate of surface water to the public sewer (of 844 litres/second) and request that the existing and proposed surface water discharge drainage is based on a 1 in 1 year storm (rather than a 1 in 2 year storm).

Representations from those with Property Interests in or Near the Site

5.5 Aberdeen Asset Management

Aberdeen Asset Management are a key stakeholder in the city centre through their land holdings at The Moor, which directly adjoins the application site. They are broadly supportive of the proposed development, though there are some elements which they consider require further investigation, including the quantum of retail development, the scale of some of the blocks and their relationship with The Moor, and connectivity between The Moor, Barker's Pool and New Fargate and between The Moor and New Charter Square.

Aberdeen Asset Management are carrying out a detailed review of the application and will issue full comments in due course.

Debenhams

Debenhams supports the general principles of the proposed development, but raised concern regarding the need to maintain suitable servicing arrangements to their store.

Public Representations Received

5.6 14 representations were received from the public in response to the applications submitted (specifically in relation to applications 15/02917/OUT, 15/02938/FUL and 15/02940/LBC). The representations can be categorised as follows:

- those in support of the proposals with minor reservations (2);
- those with significant concerns (5);
- those with significant objections (5); and
- comments only (2).

Support with minor reservations

- It is important that the proposed development maintains the character of the City Centre Conservation Area and the setting of Listed Buildings.
- Although the retention of key historic buildings / facades is important, the area between the City Hall and Pinstone Street contains a lot of very ugly buildings.
- Support the renovation of the long-derelict Leah's Yard after 20+ years of dereliction.
- The Athol Hotel was re-faced in the 1920s-30s and the mock-Tudor frontage (a fashion of the interwar years for public houses) is out-of-keeping with the rest of Pinstone Street. Suggest a restoration of the original frontage.
- The Pinstone Street / Furnival Gate corner could use a 'feature' building on the Grosvenor Hotel site.
- The proposal includes a substantial pedestrian and cycle friendly shopping area. This will make the city centre a much nicer place to shop, eat out and socialise and is to be welcomed. As is a large central car park just on the edge of the area allowing easy access.
- It introduces more rat runs through the city centre turning currently quiet streets into much busier roads.
- Cycle lanes stop in the middle of nowhere. Cycle routes need to connect.
- There are several conflict points created between people driving, cycling and walking.
- The Trafalgar Street and Devonshire Lane junction is particularly dangerous for cyclists as they are coming straight on with traffic that is

turning left possibly across them and also traffic coming towards them turning right across them and to make it even worse the cyclist then has to get in with traffic coming from the left.

- The car park is surrounded by significant traffic flows on three sides when it would seem more preferable to get the traffic in as quickly as possible.
- The junction of Rockingham Street and West Street will be significant in terms of traffic coming in to the car park but there is no controlled pedestrian crossing on the North side.
- Wellington Street has a cycle lane running alongside parked cars facing into oncoming traffic. It would be much safer to have the cycle lane between the pavement and parking.
- The cycle hub does not have cycle routes leading to or from it. It would also be better located away from the main traffic flows.
- Need to create more straightforward traffic routes in and out of the car park.
- Car drivers should not be able to use the city centre as a rat run in order to avoid the ring road.
- Separate cycle routes should be sited away from the main car driving routes.
- The location of the cycle hub should be reconsidered.

Significant concerns

- Serious concerns over the handling of the level change between the end of New Fargate and the new square and the re-grading of Cambridge Street. As proposed, the level change into the new square consists of steps, escalators and lifts. Illustrations show the steps and escalators forming a major visual feature when viewed from the square. Cambridge Street would have only steps, with no alternatives. Neither proposal aligns with Council policy on accessibility, nor with the NPPF requirements for inclusive design. The Council's Accessibility Strategy states as one of the Key Features for an Accessible Environment (p5) that all access points to and into buildings or a site should be level or ramped, with steps not dominating the focus of key desire lines. This is restated in the Disability Design Standards Design Principles (dDS17), which also require that means of access be grouped together to provide one focus point for the

approach, so that providing a ramp at another location would not be acceptable. The Urban Design Compendium (p213) interprets this further and states that steps should not be used as the key focus of important desire lines as this creates a visual barrier to disadvantaged users, and repeats the policy requirement that stepped areas must ensure that a suitable alternative is provided for disadvantaged users in the form of a ramp. The steps in the proposal create a significant visual obstacle as seen from the new square, and there is no reasonable sloping alternative at all - routes via either Town Hall Square or Division Street are both more than 450 metres.

- Sheffield has previous experience of using escalators on outdoor pedestrian routes which, while initially effective for some users, proved unsustainable and were removed. Escalators and lifts are inevitably at risk of mechanical failure, vandalism and misuse. If they are included in the scheme, a condition should apply under which the applicant must require of the developer to keep operational at all times at least one lift and the "up" escalator in any given location, and to operate an appropriate monitoring, maintenance and repair regime for as long as these facilities remain in place.
- The entire frontages to Pinstone Street and Cambridge Street should be retained in any future redevelopment.
- Would like to see the 'positive' buildings refurbished and used by independent businesses such as speciality food retailers and real ale pubs. These 'start-up' business units would continue the 'Showcase Sheffield' scheme.
- Barkers Pool House on Burgess Street has an abstract concrete mural sculpted by William Mitchell, dated 1972. William Mitchell is an internationally renowned sculptor, responsible for amongst other things the Egyptian Hall at Harrods and several pieces at Liverpool cathedral. A condition should be applied requiring that the mural be preserved and re-used in a suitably prominent position.
- Concerned about the primacy of the car in the development and its impact on congestion, air quality, and carbon emissions. A key ambition seems to be ring fencing of the city centre with multi storey car parks.
- Cycling should have as much influence on the scheme as car parking. Sheffield is a compact city, and cycling to the city centre shops is completely viable to many, and would be to many more with

encouragement. The design of the cityscape has a key role to play in this respect.

- Appreciate the logic of extending Fargate, but the extension must distinguish itself from the original. It should be more hard edged and contemporary to avoid diluting the historical imprint of the whole.
- The buildings must be assertive in the right places as well as deferential. The corner block where the current John Lewis is particularly weak. Being deferential in height is not valid here and a dramatic corner landmark is required.
- Why not incorporate arcades at the lower storeys to provide rain shelter and a more convivial street level?
- Within an overall masterplan there must also be the mechanism to diversify the building stock. Design competitions for individual buildings, open to local design talent, would add diversity and break the hegemony of a single developer.
- The sustainability of buildings must be pinned down by planning constraints to avoid a generic dense mass of energy guzzling, artificially lit deep plan retail sheds.
- Landscape needs a bigger emphasis, the public realm design code document addresses some materials and character but doesn't seem to focus too much on the wider connectivity of proposals and providing a consistent and coherent identity to the centre.
- In order to avoid the failure of trees, as is happening outside the station, structural tree pits are required to provide adequate root zones and allow trees to establish with minimal impact on services.
- There seems to be very little SUD's considered at this stage.
- Heartened that the new proposal spares more historic buildings, but still disappointed in the lack of value attributed to more recent architecture. There is a strong case for the refurbishment of John Lewis - its presence on Barker's Pool is strong, and the new scheme risks diluting this public space. The relief sculpture by William Mitchell on Burgess Street must be saved.

Significant objections

- Still dismayed that the new proposals still surgically remove an unsung gem - 38 Carver Street. Built only in the early 1990s, it has a palazzo like confidence and dignified street presence and represents (as a counterpoint to the NRQ) the old way of developing a city plot by plot - which leads to diversity. Not afraid of symmetry, it is a building that is at once subtle but macho. It has some of the brash confidence of the 1980's about it, but none of the stylistic excesses.

It is also wrong to be demolishing buildings such as this for resource and environmental reasons. It is a heavyweight concrete construction and must have a design life of 250 years. There is an opportunity for the imaginative re-use of this building, this is not only the realm of Victoriana. Imagine, for example, an independent shopping complex, work units, cafes, all around an atrium winter garden. Smashing this down makes no sense at all.

- 88-92 Pinstone Street is a significant building contributing positively to the character of a Conservation Area. Built in 1884 for Charles Maleham, gunsmith, and Joseph Hardy, soon after the creation of Pinstone Street, it is one of the founding buildings in the longest continuous late Victorian frontage that survives in Sheffield. The entire facade is ambitious and imposing in character, in a style that is unusual in Sheffield.

The quality of the elevation to Charles Street is of the same high standard as that to Pinstone Street, creating a striking corner building that extended the town centre into the newly-created Upper Charles Street. This is also an aim for the Retail Quarter.

The proposals would demolish nearly half the facade, destroying its symmetry, truncating it abruptly after the corner elevation, and removing any sense of connection with Charles Street. This disconnection is confirmed by the proposed service entrance on the corner, which is inappropriate for such a prominent location and could easily be relocated to further up Charles Street. The demolition is driven by an unnecessary re-alignment of Charles Street, which reduces the footprint and depth of block G and is not explained.

- No attempt is made to justify the demolition. The Design & Access Guide states that "the existing HSBC Bank has been retained" (p213) and that "the key areas of the elevation will be kept" (p216), and the proposed demolition is not mentioned at all. This is obviously a long way short of the clear and convincing justification for any harm to a heritage asset required by NPPF paragraph 132. Developing a retail quarter on this scale will deliver significant public benefit, but no attempt is made to show that

substantial harm is necessary for this, as required by NPPF paragraph 133. It is unlikely that retaining the whole of the facade would have any significant impact to the public benefit.

- Object to the proposal demolish the Athol Hotel (78-82 Pinstone Street). The Design and Access guide on p216 describes retention of the "prominent streetscape stretching along from 2-104 Pinstone Street" as "vital to maintaining the character of this key area", but the applicant has identified the Athol Hotel for demolition. This is Sheffield's longest continuous run of late Victorian buildings that survives. The Athol Hotel is integral to this important historical survival, and removing it will create an unnecessary gap and cause significant harm to its character.

The hotel was one of the earliest buildings in the creation of the new Pinstone Street between 1884 and 1897, which may explain why its architecture is a little humbler than its neighbours. Its immediate neighbour is Laycock House, the last to be completed on this side of Pinstone Street (in 1896), and between them they illustrate how the scale of ambition had changed through the period of development.

It is possible that the applicant has been misled by the much later mock-Tudor cladding. The unclad portion corresponds with period photographs and drawings, and the apertures in the cladding area match the original exactly: there is no doubt that this is the original late nineteenth century building. There may be an opportunity to restore the character of the street still further by removing the cladding.

The building is identified as significant building contributing to the character of the area in both the Archaeology Report and the Urban Design Compendium. No specific justification is offered for its demolition, and no attempt is made to meet the requirements of planning policy (National Planning Policy Framework paragraphs 132 and 133). Permission to demolish should therefore be refused, and the applicant encouraged to retain and restore the surviving facade.

- The basic assumption behind this scheme is that Sheffield City Centre needs to attract more big chain retailers. Meadowhall is easily accessible with plenty of parking, do we need more of the same? Have you undertaken any research into economic benefits for the city as a whole of this policy? Do you have any evidence that more money comes into the city than leaves it for each of these chain stores? Why do you suppose that the wishes of chain retailers align with the needs of the people of Sheffield?

The applicant's own summary of the public consultation undertaken earlier this year indicates that nobody asked for more chain stores. Instead people asked for cycling provision, pedestrian safety, independent shops, high quality retail, green space, quality design and protecting the historic fabric - in that order.

- There are two (or three?) large additional parking structures proposed. There is already regular traffic gridlock in Sheffield, indicating that the streets are at or above their capacity for private cars. We can all agree that the city centre needs more people in order to thrive, but if we want to double or treble the footfall then this can only be achieved by improvements in public transport, cycling and pedestrian access - as there is marginal room for increasing the number of private cars on these streets. Adding more car parking is going to be both inadequate and excessive at the same time.

These car parking structures will have negative effects too, the traffic will cut Division Street in half, potentially killing an actual existing Sheffield retail success story. The junction of Rockingham Street and West Street is already a pedestrian disaster. This scheme will do something similar to Division Street.

- Each version of this scheme has progressively higher buildings, and there is no limit suggested in this latest application, presumably this is to allow a developer to build a 'signature' high-rise to cram in more floor space - this would be very unwelcome, St Paul's tower was clearly a mistake that Sheffield would do well to avoid making again.
- The scheme features a 'clever' idea of replacing the continuous street gradient with two levels connected by stairs and outdoor escalators. The escalators will be permanently broken and the stairs will form an effective barrier, this is not a clever idea.
- The 'long-vista' concept behind extending Fargate means extensive demolition on Cambridge Street: the entire 1820 Bethel Chapel, Bethel Walk, most of Bethel Sunday School and the rest of the Victorian buildings on Cambridge Street/Wellington Street - These buildings would grace any city centre, it doesn't seem like a good deal to me that we should lose these in favour of a dubious artistic 'concept'.
- There is a long stretch of Victorian buildings along Pinstone street that will be partially retained in this scheme, it is essential that the roof-lines of these buildings are also retained - Sheffield does not have a good track

record of doing this properly, the best way to do it is to not gut the buildings.

- The scheme proposes to fill-in Burgess Street and the bottom of Cambridge Street, apparently reducing the street frontage in the area, is this really the intent? A look at the existing map shows that the blocks in this area are already a bit on the large size, but successful shopping districts almost universally feature a network of narrow streets with shorter block lengths. This is a matter of balance, individual retailers will tell you they need large floor-plate units, but this is then negative for the street as a whole, as it implies larger blocks and greater distances between entrances.
- An alternative strategy for the retail quarter would be to: decide on the necessary demolition of bad buildings; place new street subdivisions for an increased density of shop fronts and public space; divide the blocks into a mix of small, medium and large plots; and sell them individually with pre-approved outline permission for development, e.g 'ground floor retail and up to five floors'. This would be an opportunity to incubate small and medium sized developers - of which there are many locally; it would attract businesses that want to build their own premises; it would produce income for the city council sooner rather than later; and it would avoid all the risk associated with grand masterplanned schemes which really do not have a good track record in this country - there is no reason to suppose that anything will be different this time considering all the dodgy ideas that have gone into this masterplan.
- I am writing to endorse the comments submitted by Mr Robin Hughes (16th August 2015 and 23rd August 2015) and to register my concerns over those aspects of the application for outline planning permission in respect of the Sheffield Retail Quarter which affect listed and unlisted heritage assets within the area of the proposed development. Specifically I object to the proposed demolition of the Athol Hotel (78-82 Pinstone St) and the demolition of significant parts of the facade of 88-92 Pinstone Street on the grounds outlined by Mr Hughes. I also note the references in published material relating to the SRQ (Introducing Sheffield Retail Quarter: A briefing pack for Elected Members and Stakeholders) to 'protecting historic building facades' which implies that the final development proposals will be facadist in nature and will result in the loss of the greater part of the listed and other buildings and the retention of no more than the frontages. Facadism is widely deplored within the heritage sector and also, I believe, by significant sections of the architectural profession as an inadequate response to the issues around the retention and reuse of buildings of historical and local significance. Even at its best,

it is inadequate in that it reduces distinctive buildings to little more than decorative adjuncts to new developments. As such it respects neither the integrity of the original structures nor the work of contemporary designers and architects. These proposals should therefore be redrawn to allow the retention and sympathetic reuse of the entirety of the buildings in question.

- Retention of the existing street plan would allow the retention of more of the area's historic buildings and their incorporation into the overall scheme, perhaps providing suitable accommodation for small scale, independent retail and other enterprises. A feature of the public feedback regarding the SRQ was strong support for such businesses, support also manifested in the overwhelming public hostility to the demolition of buildings on Devonshire Green, currently occupied by independent retailers.

Paragraph 126 (of the NPPF) clearly sets out the advantages of retaining and enhancing historically significant buildings and as such is directly relevant to the case of the SRQ which occupies one of the most prominent parts of the city centre. The loss of buildings of historic character from the area of the development would seem to run counter to the principles set out in this paragraph.

Paragraph 132 states that 'As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.' This must be considered to apply to all of the Grade II and Grade II* buildings within the proposed development area. Extending this principle, it should also be noted that paragraph 129 is of direct relevance to buildings outside the development area which will be affected by the construction of new buildings which, almost inevitably, will be much larger and designed on radically different principles to those presently standing.

- Object to the proposal to demolish all but the eastern and part of the northern elevations of the listed Bethel Sunday School (32 Cambridge Street). The applicant's submission fails to meet the requirements of the National Planning Policy Framework, paragraphs 132 and 133.

The proposed demolition is of considerably more than half the building. Few original internal features remain, so the architectural significance of the Sunday School consists entirely of its external shell. Of equal importance is the historical significance of its location adjacent to the Primitive Methodist chapel that predates it. To reduce these sole surviving elements to two small brick elevations can only be described as substantial harm. The applicant takes the view that only the elements visible from Cambridge Street are significant. These are a large part of the

streetscape value but they are considerably less than the whole significance of any listed building.

The applicant claims that retaining more of the Sunday School would be incompatible with their chosen retail plan. They consider the Sunday School only as part of a retail area within the proposed block E and examine the impact to their plan of retaining the fabric to various extents. They do not consider whether an alternative plan or use could better accommodate retention. This does not amount to the clear and convincing justification required by paragraph 132, only a demonstration that their specific choice of use and layout makes it hard to accommodate an existing building.

There is no doubt that the SRQ scheme as a whole will deliver substantial public benefits, but this is not sufficient to meet the requirements of paragraph 133. The applicant has to demonstrate that the harm is necessary to achieve such benefits, that is, that the benefits cannot be achieved without that harm. It is very unlikely that the benefits of the SRQ scheme as a whole would be significantly different if the building were retained.

Historic England's Good Practice Advice in Planning 2 paragraph 26 states that if there is any apparent conflict between the proposed development and the conservation of a heritage asset then the decision-maker might need to consider whether alternative means of delivering the development benefits could achieve a more sustainable result, before proceeding to weigh benefits against any harm. Other HE guidance is that public benefits may be achieved with less or no harm by alternative design or location. The applicant has explored this only minimally, and has made restrictive assumptions, for example that retaining the south elevation requires them to restrict the height of block E to the south and that floor levels within the Sunday School footprint must be the same as the rest of block E. They have not considered retaining the building as a distinct unit, ways to manage level transitions within block E to allow different floor levels, different subdivisions in the rest of block E, or creating a distinct leisure unit out of the Sunday School and the southeast corner of block E that would not need to share floor levels with the retail units.

The underlying assumption that the Sunday School must be fully integrated without level changes into an adjacent retail unit is so restrictive as to make it difficult to accommodate any existing building, and falls a long way short of the clear and convincing justification which national planning policy requires.

In the event that officers consider that the applicant has met the requirements, permission for this extent of demolition should be conditional on the applicant implementing exactly the internal layout for block E on which they have based their case.

Comments

- Re-erect the Crimean Monument in the new retail quarter. As a piece of Sheffield's history its unrivalled in the city and would enhance the new development. The inscription on the monument reads:

‘This monument in memory of those natives of Sheffield who fell in the war in the Crimea was erected by public subscription ad 1863.’

Public subscription is the key phrase, its was paid for by the people of Sheffield (and others) to commemorate the fallen soldiers of Sheffield.

- Don't you think it should have weather protection over exposed street areas? One of the reasons that Meadowhall has been so astronomically successful is that it is accessible, free of parking charges (with parking right by the door) and free of weather constraints.

Consultation and Publicity for the Revised Proposals and Responses Received

5.7 Following receipt of the revised information in respect of the outline application and the Environmental Statement in February 2016 (listed at paragraph 1.7), the following consultation and publicity was undertaken:

- All consultees (including statutory consultees) were re-consulted.
- Notices were published in the relevant local newspapers.
- Site notices were displayed.
- Letters were sent to neighbours and to those who had responded in relation to the original submission.

Responses from Consultees to the Amended Proposals

5.8 Historic England

In relation to the amendments to the proposed scheme, including the addendum to the Environmental Statement and Transport Assessment, Historic England (HE) confirm that the additional information does not change their position and they remain unable to support the applications in their current form.

As set out previously, HE consider that the heritage assets along Cambridge Street make a valuable contribution to the conservation area and to the setting of the Grade II* Leah's Yard. The proposed extension of Fargate

would result in the demolition of most of these buildings, harming the special interest of the conservation area and Leah's Yard.

HE consider that the extent of change would result in a degree of harm to the designated heritage assets which is neither necessary nor justified to deliver the public benefits set out in the applications, and that there are less harmful ways of delivering the public benefit of the scheme without causing this level of harm, as required by the NPPF.

Historic England continues to oppose the applications and urge that amendments are secured to reduce the considerable harm to the grid pattern of streets which contributes to the significance of the conservation area, the setting of Leah's Yard and Sheffield's irreplaceable heritage.

The Victorian Society

The Society consider that the amendments fail to address their fundamental concerns and they remain firmly of the view that the substantial level of harm that the proposals would cause to numerous designated and non-designated heritage assets has not been justified.

Cycle Sheffield

In relation to the amended proposals, CycleSheffield raised concern that the cycle hub is still in located in the car park. 'We believe locating the cycle hub inside the car park is a mistake because this area will be very busy with motor traffic, however, if it is located here then the cycle paths should be continuous entering/exiting it.'

They also reflected on the general quality of the cycling infrastructure proposals, concluding that it was poor, particularly at junctions. 'There are segregated cycle lanes where there is spare room, not where the roads are busiest. The cycle routes do not connect up well. Priority has been given to motor traffic rather than more vulnerable pedestrians and people on bikes.'

They then made a number of detailed comments to illustrate their concerns, including:

Wellington Street east bound – 'The cycle path up to Trafalgar Street has been moved so it is on the inside of the parked cars which is an improvement. However, it now appears to be on the inside of the pavement as well which is unusual. The design should really be pavement>cycle path>parked cars>road but it would be better if there was no on-street parking here. The cycle path should continue directly into the cycle hub. There is no crossing for pedestrians or cyclists on the shared use pavement over the entrance/exit from the car park. Cyclists will not be able to continue their journey at all

when they get to the end of the shared space pavement on Wellington Street at the junction with Rockingham Street (remember this is a designated cycle route through the development). There is no more cycle infrastructure after this junction on the designs/maps.'

Trafalgar Street between Division Street and Devonshire Lane – 'All motor traffic going south down Trafalgar Street will be turning left onto Devonshire Lane. However, people using the cycle lane going south down Trafalgar Street will be heading straight on. This creates a dangerous situation where people on bikes could be hit by cars turning left, especially as the junction seems to have a wide rather than sharp turning left.'

Charter Row turning into Rockingham Street – 'There needs to be a good way, with priority, for people both walking and cycling to get across both Rockingham Street and Charter Row junctions, this has been designated a primary cycle route. This road will be very busy with motor traffic accessing the car parks. A toucan crossing is required across Charter Row, not an un-signalised crossing, this is needed to link the cycle path going north on Charter Row with the segregated cycle lane on the other side of the road. Charter Row south of the junction with Rockingham Street will have too much traffic to expect people on bikes to use the road, it needs segregated lanes both going north and south. However, there are only segregated lanes north of this junction where there will be much less motor traffic.'

Junction on Eldon Street and Wellington Street – 'The cycle lanes along Wellington Street should be continuous, they should not finish at the junction with Eldon Street. The main road (Wellington Street) does not give way to the side road (Eldon Street) and there is no reason why the cycle lanes should either. This is a designated cycle route through the development and infrastructure for cyclists needs to be of a much higher standard, especially given how busy the road will be.'

Pinstone Street / Charter Row / Moorhead Junction – 'Pinstone Street is designated a primary cycle route. However, it is unclear how this will connect to Charter Row at the Moorhead junction. The cycle paths to / from Pinstone Street to Charter Row need to be continuous, this area will be very busy with pedestrians and separate, continuous cycle lanes are needed to prevent conflict.'

Highways England

Highways England confirmed that, whilst they could comment on the methodology adopted, in this instance they agree with the overall conclusion

that the impact of the proposed development on the Strategic Road Network is unlikely to be severe.

Rotherham MBC

Rotherham MBC acknowledged that the proposed development is supported by policies in the Core Strategy and that the development falls primarily with the Central Shopping Area. As such they raised no objections in principle to the proposed development.

Natural England

No further comments.

The Coal Authority

The Coal Authority made no further comments, but reiterated the recommendations outlined in their previous response.

Public Representations in Response to the Amended Proposals

- 5.9 1 additional representation was received from the public in response to the amended proposals.

'It appears from the revised text of the SRQ ES that there have been no direct contacts between ARUP and Ms D. Saich (SYAS) apart from an exchange of letters. This does not seem to be satisfactory given the extent of the proposed demolition of historic buildings and the potential for the survival of archaeological features and deposits within what is most probably part of the core of the medieval settlement.

I have grave reservations regarding the suitability of Ground-Penetrating Radar (GPR) as a tool for carrying out assessments of the survival of archaeological features and deposits prior to ground disturbance. While the technique is a useful one in some situations, the disturbed nature of the ground and the strong probability that there may have been phases of dumping and 'ground making' activities on the site during the 18th and early/mid 19th centuries means that important earlier features could be masked from the GPR data. Furthermore, areas of surviving archaeological strata and deposits may be small in extent (and so invisible on GPR plots) but nevertheless of considerable significance, as excavations in Norfolk Street (Upper Chapel) have clearly demonstrated with the identification of surviving elements of a medieval pottery kiln in a small 'island' of strata preserved under later wall footings.

Extensive trial trenching and test-pitting should be employed in order to determine the nature of any dumping on all or part of the site, the origin and date range of the dumped material (which may be of 18th or early 19th century date) and the extent to which it masks earlier features. The location and extent of trial trenching should certainly not be based solely on the results of a GPR survey alone (as suggested by ARUP) but should draw on a much broader evidence base and should be sufficiently extensive in nature to cover adequately the ground plan or footprint of any projected new buildings and of any subsurface works connected with the scheme.

My objections to the demolition of all listed buildings and of buildings identified as of specific local interest and character remain as stated in my earlier comments on the plans and I would draw the attention of all those involved to the emerging hostility towards 'facadism' from those concerned with the built heritage, archaeology and within the architectural profession. Sympathetic renovation and reuse of entire buildings should always preferred to the poor compromise represented by the retention of de-contextualised facades.'

6. Planning Policy Assessment

General Planning Policy

6.1 This section provides a summary of the general planning context in which the applications for the SRQ are to be determined, specifically the national and local planning policies and guidance against which the current proposals should be tested. More specific policies and guidance, for example those covering detailed retail, design and heritage matters, are described and assessed in the relevant sections.

The National Planning Policy Framework

6.2 The National Planning Policy Framework (NPPF) was published in March 2012 and supersedes previous national planning guidance contained in various Planning Policy Guidance and Planning Policy Statements. The NPPF sets out the Government's approach to planning matters, and is a material consideration in the determination of planning applications.

6.3 The NPPF states that 'the purpose of the planning system is to contribute to the achievement of sustainable development' (paragraph 6) and that 'to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions' (paragraph 8).

6.4 The NPPF also advises that 'pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages;
- moving from a net loss of bio-diversity to achieving net gains for nature;
- replacing poor design with better design;
- improving the conditions in which people live, work, travel and take leisure; and
- widening the choice of high quality homes' (paragraph 9).

6.5 In relation to decision taking, the Framework also makes it clear that this 'presumption in favour of sustainable development' means:

- 'approving development proposals that accord with the development plan

without delay; and

- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted’ (paragraph 14).

6.6 In March 2014 the Government published the National Planning Practice Guidance (NPPG) which is a material consideration in relation to planning applications. The NPPG replaces a number of previous circulars and guidance to provide a simplified single source of guidance at the national level.

The Development Plan

6.7 The statutory development plan for Sheffield currently comprises of:

- Sheffield City Council Core Strategy (March 2009); and
- Saved policies from the Sheffield City Council Unitary Development Plan (UDP) (1998).

6.8 The Core Strategy describes the vision for Sheffield, which reflects the substantial changes still needed to regenerate the city. The vision – a city that is both transformed and sustainable – is embodied in a spatial strategy that identifies the city centre as playing a crucial role in the transformation of the city’s economy and in the development of Sheffield’s role as the core city for the city region. The city centre is seen as the focus for most new development of offices, shops, leisure, culture, higher education and other services, and the shopping area is expected to be transformed to help it fulfil its role more effectively as the most accessible location for regional services.

6.9 The Core Strategy seeks continued improvements to the environment and the design of the City Centre, to help attract investors and to cater for the needs of all groups of people, with a particular emphasis on safeguarding the distinctive historic character of the City Centre and buildings associated with the Sheffield metal trades (Chapter 4).

6.10 Specifically, policy CS14 of the Core Strategy (City-wide Distribution of Shopping and Leisure Development) states that:

‘New shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately

adjacent shopping streets of the city centre, which will be strengthened through a major retail-led, mixed use regeneration scheme, which will form the New Retail Quarter.

Meadowhall Shopping Centre will remain at around its present size and major non-food retail development will not occur outside the City Centre's Primary Shopping Area and District Centres and their edges.'

- 6.11 Policy CS18 (Shopping in the City Centre) also reinforces the vision for a core city that enriches the region through improvements to the layout of the central shopping area:

'Major non-food retail development will be concentrated in the Primary Shopping Area, extending from Moorhead to the north end of Fargate. This area will be strengthened as the heart of a regional shopping centre by the development of the New Retail Quarter, a major comprehensive retail-led mixed-use development.

Within and adjacent to the Primary Shopping Area development that might individually or cumulatively prejudice or delay the success of the regeneration of the Primary Shopping Area will not be permitted.'

- 6.12 The SRQ proposals, which involve extending Fargate to the west to form New Fargate and a series of connecting pedestrianised streets and spaces as well as the repair and restoration of Leah's Yard for use as a key retail space, are considered to support these long held strategic development plan policies. Moreover, the SRQ will make a significant contribution to promoting Sheffield as a major regional centre with a proportionate level of shops and services.
- 6.13 Some previously relevant strategic UDP policies were not saved following consultation with the Secretary of State in September 2007. Indeed many UDP policies, which were adopted in 1998, are considered to be increasingly out of date as the evidence which underpinned them is over two decades old. However, the following policies remain material in determining the submitted applications.
- 6.14 In terms of land use, the majority of the SRQ site lies (from Pinstone Street to Carver Street) within the Central Shopping Area as defined in the UDP. Policy S3 (Development in the Central Shopping Area) sets out the preferred and acceptable uses for the area:

'Preferred Uses

- Shops (A1)
- Offices used by the public (A2)
- Food and drink outlets (A3)

Housing (C3)

Acceptable Uses

Business (B1)

Hotels (C1)

Residential institutions (C2)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Amusement centres

Car parks

Hostels'

It is noted that the land uses proposed in the development are mainly preferred uses and the remainder are considered to be acceptable.

- 6.15 The properties fronting Pinstone Street, Cambridge Street and Charles Street also lie within the city centre's retail core. Policy S2 (Development of Frontages in the City Centre's Retail Core) states that on the ground floor, shops (Class A1) are the preferred use and the only acceptable uses are other retail uses (Class A2 and A3) or amusement centres. Again, the proposals are considered to meet these requirements.
- 6.16 The remainder of the SRQ site, to the west of Carver Street, is allocated as part of a Business Area. Policy IB7 (Development in Business Areas) defines the preferred and acceptable uses:

'Preferred

Business (B1)

Acceptable

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Warehouses (B8 excluding open storage) except in Manor Opportunity Area

Hotels (C1)

Housing (C3) at upper levels in the City Centre

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Car parks

Hostels

Open space

Petrol filling stations on Strategic Roads'

- 6.17 This part of the SRQ contains a new anchor store, with car parking, and a multi storey car park. Car parks are an acceptable use but shops, other than small shops, are not acceptable unless they are located at the edge of the Central Shopping Area. This site is on the edge of the shopping area making shopping a generally acceptable use.
- 6.18 Policies S10 and IB9 set out conditions on development in shopping areas and business areas respectively. Policy S10 (Conditions on Development in Shopping Areas) states:
- 'In shopping areas, new development or changes of use will be permitted provided that it would:
- a. not lead to a concentration of uses which would prejudice the dominance of preferred uses in the area or its principle role as a shopping centre; and
 - b. not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety; and
 - c. provide, where appropriate, an environmental buffer to shield sensitive land uses; and
 - d. be well designed and of a scale and nature appropriate to the site; and
 - e. comply with Policies for the Built and Green environment as appropriate; and
 - f. be served adequately by transport facilities and provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.'
- 6.19 The conditions in policy IB9 (Conditions on Development in Industry and Business Areas) are almost identical. However, of particular relevance is condition (a) of policy IB9 which, like the shopping policy, requires that the dominance of the preferred use in the business area is not prejudiced by a concentration of other uses.
- 6.20 Since the adoption of the UDP this business area has been subject to extensive new developments, largely residential developments. Consequently, the proportion of preferred uses is currently below the 50% required by the policy. However, Core Strategy policy CS17 (City Centre Quarters) (a) identifies a more mixed use function for the area with a role for retail and visitor facilities as well as offices.
- 6.21 While the proposals are contrary to Policy IB9, they must also be balanced against considerations which suggest that an exception should be made, including:
- The regenerative importance of the SRQ scheme to the City as a whole.

- The business area has been allowed to become more of a mixed-use area, in line with more recent policy guidance, and is already below the 50% threshold for preferred uses.
- While the proportion of the preferred use has declined since the UDP was adopted there has been significant development of office space in the nearby Heart of the City scheme, which the UDP allocates for shopping development.
- UDP land use policies only consider ground floor uses whereas there are a number of multi-storey office blocks in the policy area which mean that business floor space is much more significant than the figures suggest.

6.22 It is considered that these factors justify the further reduction of preferred land use in this case. Particularly as, in all other respects, the SRQ proposals are supportive of the UDP's land use policies.

Emerging Policy

Pre-Submission Draft City Policies and Sites

6.23 Between 2007 and 2013, the Council were preparing the City Policies and Sites document (CPSD) to supplement the Core Strategy with further development management policies and site allocations. The pre-submission version of the document was produced in April 2013 and was consulted on between June and September 2013. However, instead of submitting the draft CPSD and the accompanying Proposals Map to the Secretary of State for examination (there was a risk these documents would have been found to be unsound due to the lack of a five-year supply of deliverable housing sites) the City Council decided to commence work on a new Sheffield Plan.

As the Council is no longer taking the CPSD forward to examination, its policies can only be afforded limited weight. However, it is partially consistent with the three criteria in paragraph 216 of the NPPF, which states that decision-takers may give weight (unless other material considerations indicate otherwise) to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

There were no consultation objections either to the identification of Site P84 for the NRQ or the conditions on its development and the site identification and relevant policies are considered to be consistent with the NPPF.

A New Sheffield Plan

- 6.24 The Sheffield Plan will be our statutory development plan for Sheffield, guiding the future of the city by setting out how and where development will take place up to 2034. The City Council have consulted on the first stage of making the Sheffield Plan (Citywide Options for Growth to 2034) which is expected to come into force in 2018.
- 6.25 This consultation document acknowledges our changing shopping habits and the way in which city centres are evolving to become destinations with a range of shopping and leisure activities. It also recognises renewed efforts to address the relatively small size of our city centre retail offer with the launch of the Sheffield Retail Quarter.
- 6.26 The Sheffield Plan will retain the approach of supporting its town centres, which includes the city centre.

City Centre Masterplan Consultation Draft (May 2013)

- 6.27 The Masterplan document is a draft guidance document and, if adopted, will become a material consideration in determining planning applications. In its current draft format the document has limited weight. However, the proposed development accords with the Masterplan objective to provide a New Retail Quarter 'between Barkers Pool, The Moor and the Devonshire Quarter'.

Local Guidance

Urban Design Compendium (2004)

- 6.28 The Sheffield City Centre Urban Design Compendium was approved by Cabinet in 2004, to be used as a guide in the preparation of planning applications and to be taken into account when they are being determined, with the aim of raising the quality of Sheffield's built environment.
- 6.29 The Heart of the City chapter, in which most of the SRQ site falls, draws attention to the then emerging New Retail Quarter (NRQ) proposals, stating that :

'Retail proposals include anchor stores and a variety of smaller shops, complemented by cafes, bars and restaurants.

Significant heritage buildings, such as Leah's Yard, and important historic streets will be incorporated as part of the redevelopment scheme....'

The streets and spaces of the NRQ will be defined by strong and cohesive contemporary architectural forms and spaces linked by high quality public realm design. The new urban form will be cohesive, legible and permeable and serve to link the surrounding city centre districts. The focus of the NRQ will be The Square – a vibrant new public space, surrounded by active frontages.’

- 6.30 The Compendium, which was intended to describe how the city can evolve to 2025, has some relevance. Particularly with regard to the identification of townscape character areas, the location of key vistas and views, and the identification of non-designated heritage assets – referred to as Unlisted Significant Buildings within the Compendium. Arguably, however, that relevance is decreasing in the context of the changing policy background.

Supplementary Planning Guidance for the New Retail Quarter (2002)

- 6.31 The SPG was adopted by the Council in July 2002. Its purpose was to guide those preparing planning applications for the NRQ and to be a material consideration in the determination of proposals coming forward for the NRQ or those which might have an impact on the realisation of the NRQ strategy. While it could be argued that much of the baseline information has been superseded, the SPG is consistent with the relevant UDP policies and well as the subsequent policies in the Core Strategy and the NPPF. It is therefore a material consideration that carries weight.
- 6.32 The SPG provides ten guidelines together with explanatory texts. Guideline 1 identifies the preferred location for the NRQ, whilst guideline 2 seeks to protect it.

Guideline 2: Protection of the New Retail Quarter

Outside the Central Shopping Area the Council will not permit major non-food retail development that may prejudice or delay the achievement of the Council’s re-development strategy for the New Retail Quarter.

Guidelines 3 to 7 set out design principles for the NRQ:

Guideline 3: Creating Primary Frontage to Build on Fargate

The New Retail Quarter should enhance and expand Sheffield’s position as a regional shopping destination. The New Retail Quarter should be retail led and include a variety of sizes and shapes of retail units. It should also incorporate a complementary mix of uses, including housing, throughout the site. These uses should be integrated with the development (subject to residential amenity and ensuring lively street frontages across the site).

Guideline 4: Mix of Uses

The New Retail Quarter should enhance Sheffield's position as a regional shopping destination. The New Retail Quarter should be retail led and include a variety of sizes and shapes of retail units. It should also incorporate a complementary mix of uses, including housing, throughout the site. These uses should be integrated with the development (subject to residential amenity and ensuring lively street frontages across the site).

Guideline 5: General Design Principles (Abbreviated)

The following design principles should be incorporated in any proposals that come forward for the New Retail Quarter.

- A totally enclosed shopping area would be unacceptable, although in certain areas protection from the weather may be both appropriate and desirable.
- Excellent architectural quality, with taller buildings located on key sites. The difference between individual buildings and the purposes they serve should be fully articulated in building design.
- Highest public realm quality.
- High quality public art and hard and soft landscaping should be integrated in the design process and the final product.
- A design that reflects the character of the City Centre, the areas listed buildings and where appropriate, the use of local building materials.
- A distinctive plan form should be created that links with the existing City Centre and its traditional street pattern;
- There should be lively frontages and elevations at street level across the whole of the area.
- Development should be at high, but varying densities – for sustainability and to create interest; and
- A crèche must be included within the scheme.

Guideline 6: Routes and Linkages

The scheme must be fully integrated and linked with other areas of the City Centre, including Fargate, The Moor and Division Street. The design of this integration should take account of the creation of pedestrian routes, visual links and the character of the surrounding area.

The design should take account of these principles:

- The creation of appropriate entry points into the area by the careful integration of hard and soft elements including public art to enhance the entrances and the routes from the entrance points into the centre and through it:
- Full integration of the new development area with the existing City Centre with all its edges.

- Full permeability throughout the development, creating attractive vistas and visual punctuation in the streetscape.
- Pedestrian primacy throughout the area including, where appropriate creation of new pedestrianised streets and routes.
- Public realm that serves a purpose and relates to the uses which border it and enhances the links between the City's different quarters; and
- Streets that are kept open to the general public even if covered – there should be no shopping precincts.

Guideline 7: Conservation Areas and Listed Buildings

The new Retail Quarter is partly within the City Centre Conservation Area. In considering proposals for development in the New Retail Quarter the Council has a statutory duty to have regard to the desirability of preserving or enhancing the character or appearance of the Conservation Area. In doing this the Council will take account of the comprehensive nature of proposals for development of the New Retail Quarter and how the development can make a positive contribution to the areas character and appearance.

In considering applications which affect a listed building or its setting, special regard shall be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Guidelines 8 and 9 Cover Transport and Car Parking:

Guideline 8: Transport and Car Parking Strategy

The council will promote a strategy for transport and parking in the City Centre as a whole. Transportation and car parking proposals in the New Retail Quarter should be compatible with and support strategy.

Guideline 9: Transport and Car Parking Principles

The following transportation principles should be incorporated into any proposals that come forward for the New Retail Quarter.

- Changes to highways and road layouts for the New Retail Quarter must not allow or encourage through traffic in the city centre.
- Vehicular access to the New Retail Quarter must be fully integrated with the city centre access loops and signing strategy.
- The development should be fully integrated with the bus and Supertram network and with the public transport strategy, including the proposed city centre midi-interchanges.
- Sufficient facilities must be provided to make the New Retail Quarter accessible for cyclists, pedestrians and people with disabilities.
- Facilities should be incorporated to provide an appropriate Shopmobility scheme.

- Car parking proposals should have regard to the Councils overall objectives of improving accessibility to the City Centre, and minimising the conflict between pedestrians, cyclists and vehicles. Innovative solutions and approaches to car parking within the wider city will be encouraged.
- Car parking should be of high quality and designed in accordance with 'Secure by Design' criteria.
- Routings and arrangements for servicing and delivery vehicles must be agreed with the City Council.
- The proposals should include fully integrated servicing provisions.

The final guideline reflects standard practice for any site with archaeological potential.

Guideline 10: Archaeological Findings

An initial desktop study is required to determine the likelihood of archaeological remains existing on the New Retail Quarter Site. This needs to be done during the design phase to ensure that important archaeological remains be incorporated within the scheme.

Housing Policy

- 6.33 The proposed development is primarily retail led. However, up to 7,768m² of residential development is also proposed.
- 6.34 Housing is a preferred use in the Central Shopping Area (as defined by policy S3 of the UDP) and an acceptable use in the neighbouring Business Area (policy IB7).
- 6.34 The consented Sevenstone scheme proposed between 130 and 278 residential units, including a large residential tower. The Strategic Housing Land Availability Assessment (SHLAA) estimated that 150 new homes would be delivered as part of the new retail quarter and, depending on the size of the apartments, it is feasible that the maximum 7,768m² residential area would have capacity for in the region of 150 apartments.
- 6.35 Core Strategy policy CS26 (Efficient Use of Housing Land and Accessibility) seeks to make efficient use of land for new homes, and sets out a minimum density of 70 dwellings per hectare in the city centre. At the time of the full application being made, the density of new homes will be assessed, based on the blocks in which residential accommodation is located.
- 6.36 Currently we are not able to demonstrate a 5 year supply of deliverable housing land in Sheffield. The most recent available figure, from the SHLAA (Nov 2015), shows around a 4.7 year supply of sites. It is therefore important that housing delivery is maximised, including in higher density locations such as the city centre. That said, the Housing Requirement and Land Supply

Monitoring Report (Feb 2015) shows that 31% of the local plan housing supply is currently on large sites in the city centre, whereas we need to achieve a wide variety of new homes in a range of locations to meet the diverse needs of the city's population. Therefore, while it is important to maximise city centre housing delivery, in this instance, and given that the retail quarter is a retail-led scheme with a number of townscape constraints, it is considered that the focus does not need to be the delivery of a significant quantity of new homes above retail level. As such, the proposals are considered to include sufficient floorspace to deliver the number of homes that we expect based on the SHLAA assumption.

7. Retail Assessment

- 7.1 This section revisits the need for a major retail development in the city centre and looks at the quantum of floorspace proposed, including an explanation of the changes in floorspace compared with the previously approved Hammerson scheme. It then considers the retail policy context as well as the impact of the SRQ on the wider area, including its relationship with Meadowhall. Much of the information used is derived from the Retail Assessment which forms part of the planning application.

Quantitative and Qualitative Need

- 7.2 As described in Section 2, the inadequacy of Sheffield's retail offer was recognised in 1994 when the City Council commissioned a retail study (Hillier Parker) to inform the then emerging Unitary Development Plan (UDP). The study highlighted the difficulties that have arisen from the city centre retail area's linear form, the split focus of shopping at both ends, and the weakness of the middle section along Pinstone Street. Meadowhall was also considered to have played a part in shifting the emphasis of retailing away from the city centre. The study concluded that a major retail scheme was required in order to link these disparate elements.
- 7.3 Over the last 20 years there has been significant investment and development in the city centre, including the Peace Gardens and other public realm improvements, the Millennium Galleries and Winter Garden, St Paul's Place and Leopold Square, however retail development has been limited and comprises largely of the redevelopment of Orchard Square and, more recently, of the Moor. The City has arguably suffered as a result of the delays in delivering a major retail scheme and, despite some changes in our shopping habits, the need for such a scheme is considered to remain high.
- 7.4 A retail study update undertaken by GL Hearn in 2014 on behalf of the Council indicates that, while there is 95,358m² of comparison goods floorspace located in the city centre, when compared to other centres Sheffield is underperforming in terms of the representation of different goods categories. In an article published in Property Week on 13 March 2015, Savills Research is quoted as stating:

“compared with other similar locations, Sheffield city centre is under-supplied in terms of its fashion, electrical goods and homewares provision. Currently, this kind of supply accounts for 39% of retail units, versus 46% - 51% found in other benchmark city centre locations. Similarly, in the city centre there are only 362 ‘retail multiple units’ compared with the 644 in Leeds, which has a similar sized urban population.”

- 7.5 The City Centre is noticeably lacking in a number of well-known retailers, particularly fashion stores, who are commonly seen in other major cities and to an extent at Meadowhall. The Retail Statement quotes research by Harper Dennis Hobbs which indicates that the overall offer of Sheffield city centre is currently aimed at a largely lower mid-market customer. Whilst analysis of Sheffield's retail offer in comparison to other cities (undertaken by Lunson Mitchenall) reports that the potential for Sheffield to attract new retailers to the city centre is extremely strong, largely due to the currently low proportion of retailing compared to national averages. For example, the national average for fashion within a town or city is 19.2% but Sheffield has only 7.4% of fashion based retailing. The national average for catering floor space is 21.4% with Sheffield lagging behind at 12.7%, and health and beauty has a national floor space of 7% whereas Sheffield has only 4%.
- 7.6 Fargate is the city centre's prime retail pitch and is considered to be the closest that the city centre comes to providing a mid-market fashion destination, with just over a quarter of the floorspace occupied by clothing retailers. The anchor retailer on Fargate is the three storey Marks and Spencer store. It is supported by mid-market brands such as H&M, Topshop and Next. However, the proportion of fashion floorspace is still relatively low when compared to other centres suggesting that Sheffield requires more space to encourage fashion retailers to expand or move in to the city. Many of the shop units on Fargate are also considered to be smaller than retailers want.
- 7.7 Nearby Orchard Square, which opened in 1987, functions as an extension to Fargate. Its redevelopment in 2008 facilitated the expansion of TK Maxx into a three level store. However, Orchard Square now has little room to expand.
- 7.8 The Moor is a purpose built pedestrianised value led shopping street to the south of the application site. Footfall is relatively high but it is disconnected, in terms of retail provision, from Fargate. Debenhams has a five storey store located at its northern end while the indoor markets recently relocated to its southern tip. The Moor Market, and adjoining retail units, formed Phase 1 of a redevelopment scheme by the then Moor's owners, Scottish Widows Investment Partners. Phase 2 is located next to Debenhams and is currently under construction. It will include Primark and four other retailers as well as seven restaurants and a nine screen cinema. The retail units are expected to open in late 2016 with the cinema and restaurants opening in early 2017. Phase 3 will see the redevelopment of the site opposite Debenhams and facing onto Furnival Gate.
- 7.9 The Devonshire Quarter is located to the north west of the application site. It comprises of two main streets (Division Street and West Street) which form

the primary thoroughfare between the University of Sheffield and the city centre. Retailers in the Devonshire Quarter are primarily aimed at the student market, while almost 50% of the floorspace is now devoted to pubs, restaurants and bars. The fashion offer is provided by small independent retailers.

- 7.10 Leopold Square, at the northern end of Pinstone Street, is a strong food and beverage destination. The attractive grade II listed buildings provide an attractive environment for restaurants and bars, but the square has a limited level of footfall during the day.
- 7.11 The Castle Market on Waingate marked the northern end of the city centre's historical retail pitch. Retail in the Castle Square area is heavily value led and has been in decline for many years. It is suffering still further as a result of the Moor re-development (the market moved to the Moor in 2013 and Primark are due to relocate there in 2016). The City Centre Masterplan (Consultation Draft, 2013) suggests that this decline creates the opportunity to transform the Castlegate Quarter, with a focus on showcasing the remains of the Castle (following the demolition of the Castle Market funding is being sought for initial archaeological investigations which will inform the form of future developments) and the area's role as the city's hotel and Riverside Business District. The designated Central Shopping Area will be consolidated in the new Local Plan, potentially terminating at the northern end of Fargate.
- 7.12 The 2013 Masterplan reported that, in the city centre as a whole, there were then 116 vacant shop units out of a total of 836 (13.8%). This was higher than both the vacancy rate for Yorkshire and NE (11.4%) and the national average (11.1%). The Masterplan states that *'this relatively high figure reflects the impact of delayed developments but is also reduced by the temporary effect of the Showcase initiative which has put over twenty vacant units back into use supporting smaller and start up enterprises'*.
- 7.13 However, within the central retail area, more recent data from CoStar indicates that the vacancy rate has been falling from a high of 10% in 2012 to a current figure of 1.5%. In terms of the length of time that floorspace has been vacant; this is currently 10.8 months compared to a five year average of 15.4 months. Moreover, rental levels are again steadily rising following a fall after a peak in 2013, indicating that retailer demand is now strong, but that they are being held back by the lack of appropriate accommodation.

Proposed Retail Floorspace

- 7.14 The quantum of retail floorspace proposed as part of this application has been informed by extensive research into retailer demand by Lunson Mitchenall. They state that:

'It is vital to build the quantum of retail space to achieve the critical mass of comparison retail and leisure space that is comparable with the cities of a similar population and density. We believe the total retail and catering floorspace should be between 70,000m² and 80,000m² GIA, including the department store. We believe this to be the optimum size for the SRQ to offer the breadth and styles of leisure uses for a city of the size and calibre of Sheffield.

The size is further supported by the known and potential retailer requirements we have compiled. The requirements total 169 retailers and caterers with an overall size requirement between 75,800m² and 105,000m². Of these totals only 19 retailers are currently within Sheffield. This is an extremely low proportion in relation to other town and city centre developments and reflects the high proportion of retailers who have requirements by are not represented in the city at present.'

- 7.15 The retailer requirements identified by Lunson Mitchenall in terms of the unit sizes are:

| | Unit Size square metres | Number of retail requirements |
|--------------|------------------------------------|--|
| Anchor store | 20,000 | 1 |
| MSUs* | 4,000 – 6,000 | 1 |
| MSUs | 2,000 – 4,000 | 5 |
| MSUs | 1,000 – 2,000 | 9 |
| MSUs | 500 – 1,000 | 14 |
| MSUs | 200 – 500 | 65 |
| MSUs | 0 - 200 | 81 |

*MSUs – Medium size units

- 7.16 Based on the above distribution of unit sizes, the scheme will comprise a total of 77,359m² (GIA) of retail and leisure (Food and Beverage) floorspace as set out below. This is in accordance with the level of floorspace identified by Lunson Mitchenall that is required in order to achieve a step change in the retail offer of Sheffield and provide a retail scheme that will enable the centre to compete with out-of-centre provision and other sub-regional centres.

| | Total (square metres) |
|--|----------------------------------|
| Anchor | 19,633 |
| Retail (excluding Anchor) | 51,949 |
| Food and Beverage | 5,777 |
| Total | 77,359 |
| Total (excluding Food and Beverage) | 71,582 |

7.17 In addition to the additional floorspace requirements, Cushman and Wakefield’s Retail Study (2010) recognised that there is a qualitative need for a major new retail development scheme in Sheffield City Centre. In 2010 the city centre was attracting £830.4 million p.a of total comparison goods expenditure in the city, while Meadowhall drew £670.96 million, and the city centre comfortably outsells Meadowhall in the Homeware, Audio Visual and Chemists Goods sectors, yet Meadowhall dominates the two largest categories of Clothing/Footwear and Miscellaneous (those associated more with fashion). The fashion offer of the city centre, especially the quality end, is most in need of strengthening. Indeed, there are almost no high-end retailers represented in the city centre, save for those with concessions in existing department stores. The SRQ seeks to restore Sheffield’s fashion and higher value shopping sector.

Differences with the consented Sevenstone scheme

7.18 The following table provides a summary of the differences in retail floorspace between the consented scheme and the proposed scheme.

| | Proposed square metres | Consented square metres | Difference square metres |
|----------------------|-----------------------------------|------------------------------------|-------------------------------------|
| Anchor | 19,633 | 25,000 | -5,367 |
| Retail (excl Anchor) | 51,949 | 65,000 | -13,051 |
| Total | 71,582 | 90,000 | -18,418 |

Retained shops (5,710m²) not included in the above table.

7.19 The current application proposes approximately 18,000m² less retail floorspace than the previously consented scheme. This is likely to be as a result of the general increases in on-line shopping as well as greater efficiencies in store planning and, while recent studies concur in relation to the reduced floorspace requirements, they are equally clear that retailer remains high.

7.20 G L Hearn’s 2014 retail study updates the retail turnover capacity and quantitative floorspace need assessment provided in the Sheffield Retail Study (2010), concentrating on comparison goods shopping need and floorspace potential for the City Centre. The Update (which was undertaken on the basis that a scheme comparable to the Sevenstone scheme is implemented) notes that:

‘The updated retail capacity work shows that the need for additional floorspace in Sheffield has fallen back. In 2018, having taken account of updated commitments within and influencing non-food retailing in the City

Centre (including the NRQ), there is a negative capacity i.e. no need for additional floorspace. By 2021 and 2026, there is a need identified (10,877m² in 2021 and 30,556m² in 2026) but this is significantly below the levels that were forecast in the 2010 Sheffield Retail Study for the corresponding years which were 24,702m² (2021) and 59,679m² (2026).'

- 7.20 Similarly GVA's 2012 report, Independent Assessment of the Retail Strategy for Homeware Retailing in Sheffield, determines that very limited weight can now be attached Cushman and Wakefield's 2010 capacity projections, and that a new assessment of sustainable capacity and retailer demand is required to underpin a new city centre strategy. Nevertheless, their analysis confirms that *'there is a need for new comparison floorspace in the Sheffield area (including homewares retailing), and specifically in the city centre. This capacity is supported by the evidence of retailer demand for new and improved representation.'*

Retail Policy Context

- 7.21 Paragraph 23 of the NPPF (Ensuring the vitality of town centres) describes how local planning authorities should promote competitive town centre environments, including setting out policies for managing the growth of centres over the plan period. The Framework continues to support the principle of 'town centre first', and recommends that local planning authorities should, in aiming to meet their town centre's full retail needs, promote customer choice and a diverse retail offer, which reflects the individuality of the town centre; enhance existing markets and, where appropriate, create new ones; and, where town centres are in decline, plan positively for their future to encourage economic activity.
- 7.22 It is considered that these requirements are largely incorporated into Sheffield's Development Plan (the saved policies of the UDP and the Core Strategy) as the Retail Quarter has been a key aspiration for the City for many years. In particular, and as previously described, the proposals are supported by the following Core Strategy policies:
- Policy CS14 (City-wide Distribution of Shopping and Leisure Development), which promotes new retail development in the Primary Shopping Area and affirms the priority that is attached to the new retail quarter.
 - Policy CS17 (City Centre Quarters) which identifies the Heart of the City (including the New Retail Quarter) as comprising the prime office and retail streets and main civic, arts and cultural buildings, with high-quality public spaces. It says that 'shopping and visitor facilities, in particular, will be improved'.

- Policy CS18 (Shopping in the City Centre) supports the strengthening of the Primary Shopping Area (between Moorhead and the north end of Fargate), as the heart of a regional shopping centre by the development of the New Retail Quarter, 'a major comprehensive retail-led mixed-use development'.

7.23 As the proposal is situated within the Primary Shopping Area as defined by policy CS18, no sequential or impact test is needed.

7.24 Though it can only be afforded limited weight, the City Policies and Sites document (CPSD) contains development management policies and identifies sites for development. It identifies the New Retail Quarter site as P00084. In retail terms the site is required to:

- safeguard and regenerate this strategic location in the Primary Shopping Area as required by Core Strategy policy CS14.
- provide a city shopping area that is more consolidated and less linear, correcting an identified weakness.
- provide for the higher end of the retail market.
- promote linkages to other shopping streets, such as the Moor (through Charter Square) and Division Street, to strengthen the wider Central Shopping Area.

The proposals are considered to be consistent with the requirements of the CPSD.

7.25 The Draft City Centre Masterplan (2013) is consistent with the Development Plan. In retail terms, its vision for the City Centre sees shopping remain a major part of the City Centre's function but sees it consolidated, over the next decade, on Fargate, Pinstone Street, the Moor, Barkers Pool, Division Street and particularly in the identified 'NRQ' core.

It also expects the Retail Quarter 'to restore Sheffield's fashion and higher values shopping sector in a series of new open streets and squares in the Heart of the City between Barkers Pool, The Moor and the Devonshire Quarter'.

The planning applications are therefore consistent with the aims of the Draft City Centre Masterplan.

7.26 The Supplementary Planning Guidance for the New Retail Quarter (SPG) explains that the New Retail Quarter is needed to remedy the qualitative deficiencies that stop Sheffield competing effectively with other major cities in the region. The SPG also identifies the ideal location for new retail development – where it would consolidate the Central Shopping Area by joining the two disparate parts, Fargate and the Moor, and extend the existing

primary area at Fargate. The location of the current proposals conforms to these requirements.

- 7.27 As recommended by the Cushman and Wakefield Healy and Baker 2002 Study of Quantitative Need, the SPG advised that a net increase in retail floorspace of at least 65,000m² was needed to accommodate the uplift in turnover necessary to produce a step change in the city centre's market share. Although the proposed net increase in floorspace is now only 37,000m² (after demolition), circumstances have changed considerably since 2002. Shopping habits have changed, floorspace efficiencies have improved and recent assessments have concluded that limited weight can now be attached to earlier capacity projections. Moreover, Lunson Mitchell have researched retailer demand and concluded that the floorspace currently proposed is the optimum for the SRQ in order to achieve the required step change in retail offer and to offer the *'breadth and styles of leisure uses for a city of the size and calibre of Sheffield.'*

The proposals are therefore considered to conform to the aims and locational requirements of the SPG.

Impact of the SRQ on the wider area

- 7.28 As previously described, Sheffield City Centre has a range of distinct retail areas, each with its own character and concerns. Rather than compete, the proposed Retail Quarter seeks to integrate these different areas by improving the linkages between them and enhancing the overall retail provision of the city centre. Thus it is considered that the SRQ will have a positive rather than negative impact on existing shops in the city centre.

It may be argued that the development will attract existing spending which would have gone to existing shops. However, the SRQ aims to attract the types of retail businesses, such as fashion outlets, which are poorly represented at present. Those seeking such shops may currently go elsewhere.

Fargate

- 7.29 Fargate is currently the city's prime pitch in terms of retail supply. The proposed development will provide additional retail floorspace enabling some existing retailers to relocate to larger units. The Retail Statement notes that the retail offer of Fargate has already started to change with occupiers such as Paperchase and Pandora moving into the area, showing that there is both retailer demand and that Fargate is becoming more attractive to upper mid-market retailers. Given its location, and linkages to the proposed development, it is accepted that the Retail Quarter will be of benefit to existing and new retailers along Fargate.

The Moor

- 7.30 The Moor is currently being redeveloped, footfall in the area is relatively high and the focus is on the lower mid-market brands. Its position in this retail market is strong and will be improved with the relocation of Primark in 2016. While there are currently no clear linkages to Fargate from the Moor, this will be improved as a result of the proposed development. Thus, due to the different market positions of tenants and the enhanced connections, it is considered that the proposed development will not have a detrimental impact on the Moor.

Orchard Square

- 7.31 Orchard Square contains a relatively small number of retailers (19), with TK Maxx as a strong anchor. It currently operates as an extension to Fargate and so is expected to benefit from the increased footfall as a result of the proposed development.

The Devonshire Quarter

- 7.32 Small independent retailers make up the offer in the Devonshire Quarter, supported by a good range of bars and restaurants. It seems unlikely that the scale and retail focus of the proposed development will significantly harm the Devonshire Quarter, provided the physical links between the two are enhanced and access routes to the new multi-storey car parks are managed so as to avoid harming the general amenities of the locality.
- 7.33 Elements of the Retail Quarter, such as the proposals for small retail and food and drink units in the grade II* Leah's Yard, should complement and provide a suitable transition into the Devonshire Quarter both in terms of the retail offer and the reduced scale of development.

Leopold Square

- 7.34 The setting of Leopold Square, a relaxed food and beverage destination with an historic backdrop, differs from the food and beverage offer within the proposed development. Thus it is expected that the two offers will complement, rather than compete with one another.

Castlegate

- 7.35 The value led focus of the current retail offer of Castle Square is not expected to compete with the retail offer of the proposed development and it is considered unlikely that the area's problems will be exacerbated by the proposed development. Indeed, Castlegate is likely to see a reduction in its retail role as other uses are pursued through the emerging Local Plan and City Centre Masterplan.

Meadowhall

- 7.36 Charles Maudsley (Head of Retail and Leisure at British Land), who wrote in Property Week on 20 March 2015 about Meadowhall, stated that:

'More than 25 million shoppers step through its doors every year, it provides 1.5m sq ft of space, is ranked in the top five UK shopping centres and as one of only six super-regional shopping centres, it is unlikely to be replicated again.'

- 7.37 Meadowhall first opened in 1990 and currently has a total gross lettable area of approximately 140,000m². The centre is anchored by M&S, Debenhams and House of Fraser and contains a number of MSUs housing retailers including Primark, Next, H&M and BHS. Overall the centre currently has a mid-market focus accounting for approximately 40% of the overall floorspace. However, there is also good representation from premium brands (15%). The largest proportion of floorspace in the centre is accounted for by department stores (40.9%) followed by fashion retailers (33.4%).

- 7.38 Meadowhall is the sixth largest mall in the UK in terms of spend and it has a large catchment area, extending up to Leeds and south past Nottingham. The centre is a 15 minute drive from Sheffield city centre and has ample parking, with 12,000 free spaces. It can also be reached in 5 minutes by train from the city centre.

- 7.39 The Food Court (The Oasis) was redeveloped in 2011. Since this refurbishment took place a number of new brands have been attracted to the centre including Giraffe, Carluccio's and Wagamama. As a result of this, catering spend has increased by 35% (Property Week 20 March 2015).

- 7.40 Meadowhall is a huge success and an asset to the city and the wider region, but it has undoubtedly had a harmful impact on the city centre. The NPPF supports the principle of 'town centre first' and this is reflected in Sheffield's Local Plan. Specifically in policy CS14 of the Core Strategy which states that:

'New shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately adjacent shopping streets of the City Centre, which will be strengthened through a major retail-led, mixed-use regeneration scheme, which will form the New Retail Quarter.'

Meadowhall Shopping Centre will remain at around its present size and major non-food retail development will not occur outside the City Centre's Primary Shopping Area and District Centres and their edges.'

- 7.41 GVA's 2012 report, referenced above, also picks up on the sensitive relationship between the city centre and Meadowhall stating that, until the new

investment (in the retail quarter) is secured, it would be damaging to plan for any significant out-of-centre comparison retail development as it is likely to undermine retailer of investor confidence in the centre.

- 7.42 That said, analysts appear optimistic that, in the long term, the city centre (including the retail quarter) and Meadowhall can co-exist successfully. The GVA study notes that:

'Sheffield city centre and the purpose built Meadowhall shopping centre provide different shopping environments and therefore it is not appropriate to directly compare the two offers.'

While Lunson Mitchenall's contribution to the Retail Statement indicates that nationally, on average, 53% of retailers occupy space in both city centre and out of town locations, but that in Sheffield only 19% of retailers in the city centre are also in Meadowhall. It then advises that:

'During the last 15 years retailer's attitude towards Sheffield City Centre has changed significantly. Retailers have become more experienced in understanding the dynamic between out of town and city centre retailing and the change in customer habits and attitudes to both styles of retailing. Many city centres have undergone major retail regeneration programmes, even though they have the presence of a strong out of town neighbour. Retailers have also realised the full potential of such a commercial opportunity and now many city centres happily coexist alongside their out of town neighbour.'

Conclusion

- 7.43 The current SRQ proposals respond to clear planning requirements to invest in city centres, enhance the regional role of Sheffield City Centre and provide the quantity and quality of retail floorspace that will deliver the required improvement in the City's retail offer.

Moreover, the submission meets the requirements in the SPG and is very much in line with retail policy at both a regional and local level. More particularly it will:

- Overcome the severance between the shops in Fargate and those on the Moor.
- Redress the balance between City Centre and out-of-centre locations in terms of scale and quality of retail floorspace.
- Reduce the leakage of expenditure to more distant centres: the SRQ will encourage people to return to the City Centre by providing high quality facilities nearer where people live and work.

- Attract retailers who are currently deterred from locating in the City Centre because of a lack of good quality appropriately sized premises in the Primary Shopping Area (Fargate) and because of an absence of similar retailers drawing shoppers to the City Centre.

As such, the proposed development is considered to be in accordance with the relevant retail policies of the development plan, the NPPF and other relevant material considerations.

8. Layout and Built Form

8.1 This section considers the design policies relevant to the determination of the SRQ applications. It then describes the proposed 'parameters' or limits for development, the evolution of the proposed masterplan, as detailed in the Design and Access Statement and on which the parameters are based, and goes on to consider the details that will make up the building blocks of the consented scheme in the Plot Specific Design Codes, the Urban Design Code and the Public Realm Design Code.

Design Policy Context

8.2 The NPPF advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (para. 56). It goes on to say that both 'planning policies and decisions should aim to ensure that all developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping' (para. 58).

8.3 In design terms, the Core Strategy is in line with the NPPF as it seeks to build upon the distinctiveness of Sheffield, with its hills and valleys and its industrial heritage. Policy CS74 (Design Principles) therefore expects high quality development that takes advantage of and enhances the distinctive features of the city, including its topography and other natural features, key views and vistas to landmarks and skylines into and out of the city centre, the townscape and landscape character of the city's districts and the distinctive heritage of the city, particularly the buildings and settlement forms associated with metal trades and the city centre. It advises that development should also contribute

to place making, be of a high quality, help to transform the character of physical environments that have become run down and are lacking in distinctiveness, and contribute towards creating attractive, sustainable and successful neighbourhoods.

- 8.4 The UDP contains several design policies which are relevant to the SRQ applications. Policy BE3 (Views and Vistas in the City Centre) deals with the protection of vistas of value:

'Development will not be permitted to damage the traditional City Centre skyline or views and vistas, which are important to the Centre's character. In particular, protection will be given to:

- a) Views into the City Centre from:

- (i) Pitsmoor Road
- (ii) Sheffield Parkway
- (iii) Park Hill
- (iv) Park Grange Road

- b) Views within and looking out from the City Centre:

(The following are relevant to the NRQ)

- (ii) towards the Town Hall along Division Street and Leopold Street
- (vii) from the City Centre across the Sheaf Valley'.

- 8.5 Policy expectations in respect of building design are contained in policy BE5 (Building Design and Siting).

'Good design and the use of good quality materials will be expected in all new and refurbished buildings and extensions. The following principles will apply:

Physical Design

- (a) original architecture will be encouraged but new buildings should complement the scale, form and architectural style of surrounding buildings;
- (b) in new developments comprising more than one building there should be a comprehensive and co-ordinated approach to the overall design;
- (c) all extensions should respect the scale, form, detail and materials of the original building;

- (d) in all new developments, design should be on a human scale wherever possible, and, particularly in large-scale developments, the materials should be varied and the overall mass of buildings broken down;
- (e) special architectural treatment should be given to corner sites in order to create a lively and interesting environment;
- (f) designs should take full advantage of the site's natural and built features;
- (g) the design, orientation and layout of developments should encourage the conservation of energy and other natural resources.

User Requirements

- (h) the design of buildings, landscaping and lighting should promote all aspects of personal safety and security, particularly at night time;
- (i) designs should meet the needs of users, particularly people with disabilities, elderly people, people with children, and women;
- (j) designs which reflect the varied ethnic and cultural traditions of the City's residents will be acceptable provided they do not conflict with the design principles set out in this Plan;
- (k) on shopping streets projecting canopies, colonnades and covered walkways may be provided for pedestrian use where they would be in keeping with the building and the street scene and provided they do not lead to a loss of safety or cause an obstruction.'

8.6 BE11 (Public Spaces) states that public spaces will be protected and enhanced where they make an important contribution to the character and appearance of the city centre or provide places for people to relax. Development within or adjacent to such spaces is required to respect the character of the space, in terms of function, scale, proportions and views, as well as the contribution which surrounding buildings make to the character of the space.

Those in the list adjoining the SRQ site are:

- Peace Gardens
- Barkers Pool
- Fargate
- Town Hall Square
- Pinstone Street
- Furnival Gate/Moorhead.

8.7 The Urban Design Compendium was approved by Cabinet in 2004 as a guide in the preparation of planning applications and to be taken into account when

they are being determined though, as previously discussed, its relevance is arguably diminishing.

- 8.8 The SRQ falls within the Heart of the City Quarter as defined in the Compendium. It identifies a number of distinct character areas in the Heart of the City Quarter on which the SRQ will impact, including:

Fargate

‘One of Sheffield’s most prestigious shopping streets and the busy thoroughfare at the top end is an important nodal point and a space with a civic quality’; and

Holly Street (Cambridge Street, Carver Street and Rockingham Street)

‘This area continues the historic grid of the Devonshire Quarter and contains a range of significant historic buildings. The spire of St. Matthew’s Church on Carver Street is an important landmark and there are impressive southerly views toward the surrounding hillsides.’

- 8.9 The Urban Design Compendium also sets out a number of principles to which development in Heart of the City Quarter should try to adhere, including:

‘Degree of Intervention

A large part of the quarter is contained in the City Centre Conservation Area and new development should be introduced sensitively. Outwith this area the degree of intervention will be Reinvention and Reconfiguration.

Activity

Active frontages lining all major pedestrian routes will ensure engagement with the street, and increase the perception of safety throughout the city centre. Introduce a coordinated public art scheme as an integral component of public space and street design.

Encourage a residential population to the city centre with high quality apartments in new development schemes and on the upper levels of existing shops or offices.

Architectural style and materials

Within the conservation area, natural materials such as stone, brick or slate will be preferred, as set out in the Council’s guidelines. The remainder of the quarter could support more contemporary influences. This could include traditional materials used in modern forms or more contemporary materials such as glass, stainless steel or coloured enamelled panels.

Ensure locally significant heritage sites and precincts, as identified within the City Centre Conservation Area, are conserved and enhanced in accordance with existing Council policy. Bring underutilised historic buildings back to life with innovative adaptive reuse schemes.

Building height

Within the Conservation Area, the height of new buildings should reflect the height of adjoining buildings, which is mostly 2-5 storeys. There may be scope for taller buildings to the south of the Conservation Area, providing it can be demonstrated that there will be no visual or amenity impact on the streetscape and that view corridors to important landmarks are not impeded.

There are many important city centre landmarks within the Conservation Area such as the Town Hall, City Hall and St. Marie's Cathedral, and views to these buildings should be protected.

Gateways

The Heart of the City comprises a number of important pedestrian gateway sites and spaces, such as Furnival Square, Charter Square and Division Street. There are also the important pedestrian links from the railway station to the city centre via Charles Street or Surrey Street. These should be designed to emphasise the sense of arrival into the city centre and enhance the pedestrian experience.

Public realm

Build on existing public realm improvements, using the Peace Gardens as an exemplar project. The outstanding design quality and craftsmanship of the Peace Gardens should be used as a benchmark throughout the Heart of the City. The Heart of the City quarter will adhere to material palette and street furniture suite for Primary Zones as set out in table 5.1 and 5.2 respectively.

Introduce an innovative lighting strategy to the Heart of the City, to extend the hours of use and highlight landmark buildings. Develop a consistent range of elegant lighting columns to illuminate all major pedestrian routes through the city and encourage imaginative lighting schemes for individual shop fronts.

Vehicular access into the Heart of the City should be minimised. Car parks should be of high quality and have positive pedestrian connection into the main retail area.'

The Parameters

- 8.10 As described in Section 1, the outline planning application forms part of a package of applications which are required in order to deliver the proposed development. Consent is being sought for outline planning permission, with

matters of appearance, landscaping, layout, scale and access (save for details of vehicular access to and from the site) reserved for subsequent approval, because this is considered to provide future developers with a degree of flexibility, particularly in relation to detailed design. The application also sets parameters against which the likely environmental effects of the development can be assessed and to which future reserved matters applications can adhere.

The Parameters Report and Parameter Plans provide details of the proposed development which will be fixed pursuant to any approval of the outline application. The reserved matters applications will be required to detail development that falls within these parameters.

- 8.11 The following parameter plans formalise the massing and siting of the proposed buildings:

SRQ-LDA-PA-10-DR-A-02301: Existing Site

This plan shows the site within the context of the wider city centre. The plan identifies listed buildings both within the site and in the immediate vicinity, along with the boundary of the Sheffield City Centre conservation area which bisects the site.

SRQ-LDA-PA-10-DR-A-02302: Outline Planning Application Area

This plan defines the planning application boundary based on Ordnance Survey Mapping. The total site area delineated by the red line application boundary is 7.14 hectares.

SRQ-LDA-PA-10-DR-A-02305: Demolition and Retained Buildings and Facades

This plan confirms the intention to partially clear the site of some existing buildings and structures by way of demolition. The plan also shows which buildings, structures and facades are to be retained.

SRQ-LDA-PA-10-DR-A-02307: Block Building Lines

This plan identifies the development plots at ground floor level and the boundaries within which new buildings and structures will be developed. This in turn defines the pedestrian routes and areas of public realm within the site. The plan also defines the limits of deviation in terms of the block building lines.

SRQ-LDA-PA-10-DR-A-02308: Proposed Level 00 Redevelopment Plot

This plan identifies the development plots at Level 00, as well as the limits of deviation in terms of the building lines. The plan demonstrates the existence of undercroft servicing in the northern part of the site.

SRQ-LDA-PA-10-DR-A-02309: Proposed Level 10 Redevelopment Plot

This plan identifies the development plots at Level 10, as well as the limits of deviation in terms of the building lines.

SRQ-LDA-PA-10-DR-A-02310: Proposed Level 40 Redevelopment Plot

This plan identifies the development plots at Level 40, as well as the limits of deviation in terms of the building lines.

SRQ-LDA-PA-10-DR-A-02311: Proposed Level 10 Pedestrian Circulation

This plan shows the proposed key pedestrian circulation routes within the site, as well as strategic pedestrian routes within the vicinity of the site and areas of public realm upgrades.

SRQ-LDA-PA-10-DR-A-02312: Minimum Street Widths

This plan sets out the minimum street widths within the site. This plan should be read in conjunction with Plans 02307 – 02310 which set out the building line deviations.

SRQ-LDA-PA-10-DR-A-02313: Proposed Site Levels.

This plan shows the proposed maximum finished site levels in metres AOD across the site. A limit of deviation of +/- 1m applies.

SRQ-LDA-PA-10-DR-A-02315: Maximum Building Heights

This plan sets out the maximum heights of the built form within each of the development plots. All levels are shown in metres AOD. The maximum height allows for external plant and equipment, window/façade cleaning and mansafe roof access equipment etc to be accommodated within the maximum height set. The heights given are also the maximum of the built form to be tested through the Environmental Impact Assessment.

SRQ-LDA-PA-10-DR-A-02316: Transport Access and Circulation

This plan shows the proposed vehicular access and circulation routes into and within the site. The points of vehicular access into the site are fixed and not subject to deviation.

SRQ-LDA-PA-10-DR-A-02317: Proposed Servicing Access and Circulation

The plan shows the proposed servicing access and circulation routes to and within the site, some of which will be time limited.

SRQ-LDA-PA-10-DR-A-02318: Proposed Ground Floor Uses

This plan identifies the predominant ground floor uses along each of the principal elevations. The plan illustrates the proposed mixed use nature of the scheme and sets the principles for securing active street frontages.

SRQ-LDA-PA-10-DR-A-02320: Possible Green Roof Location

The plan shows the potential locations for green and brown roofs.

Masterplan

- 8.12 The parameter plans are informed by the masterplan or framework, which is described in detail in the Design and Access Statement produced by Leonard Design Architects (LDA) to support the outline planning application. The Design and Access Statement (DAS) explains how the masterplan for the site has emerged, how it is based on design principles that have been established within an illustrative scheme, and how it informs the parameters and design codes within which the proposed development is set. It is important to note, however, that the illustrative scheme represents only one way in which the site might be developed. Any number of future proposals could emerge within the rules that it sets.
- 8.13 The proposed masterplan differs from the previously consented Sevenstone scheme, which incorporated covered streets with two levels of shops and restaurants as well as basement servicing and car parking. The main aim of the new approach, as described in the DAS, is to create a mixed use development based around a series of public open streets and spaces which knit naturally into Sheffield's urban realm and repairs this key part of the city centre in a recognisably 'Sheffield Way'.
- 8.14 In order to produce the masterplan, a number of key options first had to be tested, including the optimum location of the department store. The new anchor department store creates a focus for the development and has the potential to draw footfall from established routes, but it also needs to be highly visible, accessible and serviceable. The anchor will help to create a critical mass of retail development, yet its bulk impacts on permeability through the site and must work alongside existing buildings and spaces of significance.
- 8.15 A number of locations for the department store were tested, including the current location of John Lewis on Barkers Pool (Option 1). However, retaining the department store in this location was considered to be a barrier to permeability from the east, did little to improve links between the Moor and Fargate and would require existing service routes via Pinstone Street, Cross Burgess Street and Burgess Street to be maintained limiting opportunities for public realm improvements.

- 8.16 Option 3 sited the department store at the junction of Pinstone Street and Barker's Pool. It was felt that this option restricted visibility to, and could hamper development of, the area to west of this plot and so would be unlikely to create the critical mass of retail development the city centre is considered to need. The DAS identifies that option 3 would also require significant and expensive excavations for servicing and car parking, and would complicate phasing and the maintenance of operations to the existing store.
- 8.17 A department store on the site of the Grosvenor Hotel (Option 5) was ruled out as it is remote from Fargate and difficult to establish a retail circuit around the rest of the site. Service traffic would also stifle public realm improvements unless significant underground servicing was relied upon.
- 8.18 Having noted the limit in scope for creating additional critical mass in the first 6 options, Option 7 seeks to optimise critical mass. A retail study prepared by Harper Dennis Hobbs in March 2015 had highlighted that Fargate was the most visited retail area in the city centre. The alignment of Fargate also provided a suitable opportunity for creating connectivity through the site. Option 7 therefore sites the department store at the intersection of Wellington Street, Carver Street and Rockingham Street with the following reported benefits:
- There is a direct sightline between M&S and the new department store along an extended Fargate;
 - Improved permeability through the west of the site and beyond to the Devonshire Quarter;
 - Easily legible as it is an extension of the existing street layout;
 - It creates opportunities for a critical mass of large units along 'New Fargate'
 - The new department store can be seen in views along Cross Burgess Street from the Peace Gardens and from Furnival Gate via Moorhead;
 - Access for cars and service vehicles can be achieved via existing routes;
 - Traffic within the site is minimised and there is significant potential for public realm improvements, including a major new public square (Charter Square);
 - No requirement for basement parking or significant excavations; and
 - Close proximity to car parking plot.
- 8.19 Option 7 therefore became the strategy that informed the development of the masterplan and, several iterations later, resulted in the proposed scheme, illustrated below:

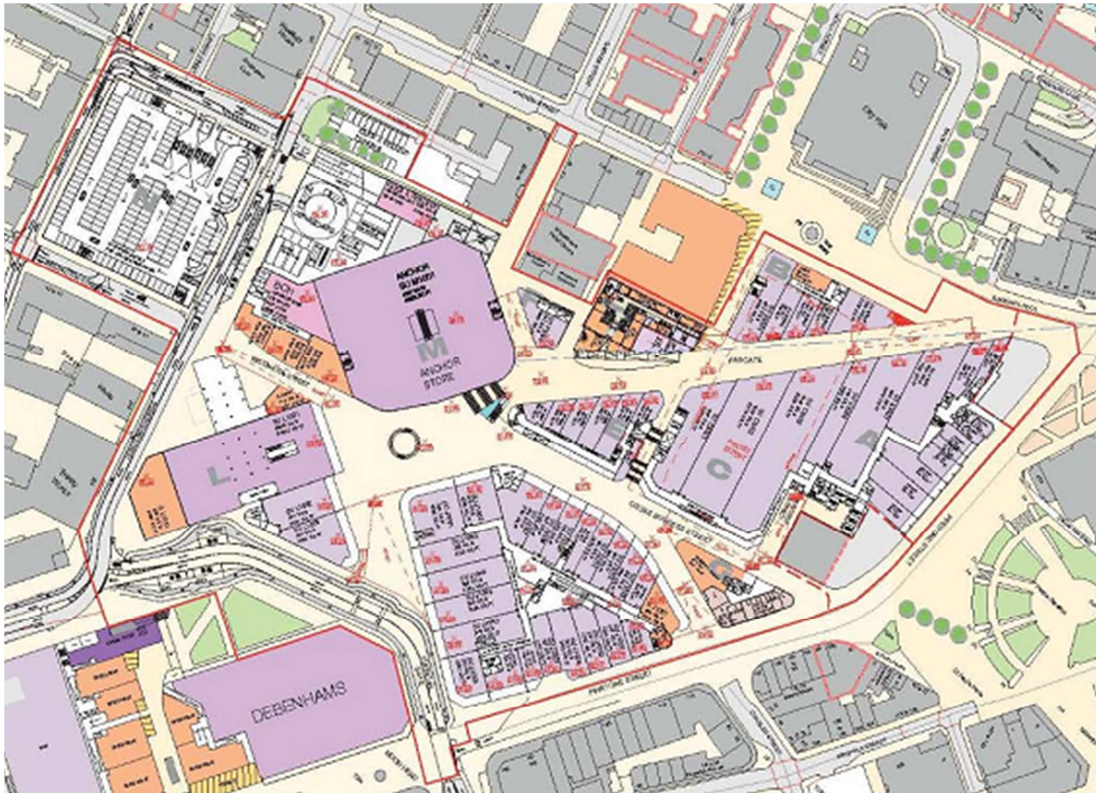


Fig 1: The Masterplan Proposals

In order to secure the design intent of the masterplan and each of the proposed blocks, whilst maintaining flexibility for designers and developers to adapt the block composition in the most appropriate way, design codes for each block have been prepared to supplement the Design and Access Statement and to elaborate upon the framework provided by the parameter drawings.

Block AC

8.20 Block AC sits on a prominent site on the eastern edge of the SRQ development. It forms the gateway to the new scheme from Fargate and the Peace Gardens. It sits within the City Centre Conservation Area and its neighbours incorporate several key listed buildings and buildings of significance including:

- Citadel (Grade II listed);
- Town Hall Chambers;
- Pinstone Chambers; and
- 32 Cambridge Street (Grade 2 Listed)

Blocks A and C are connected, but whilst block C is fully new build, block A is a combination of new build and conversion. Both blocks are predominantly

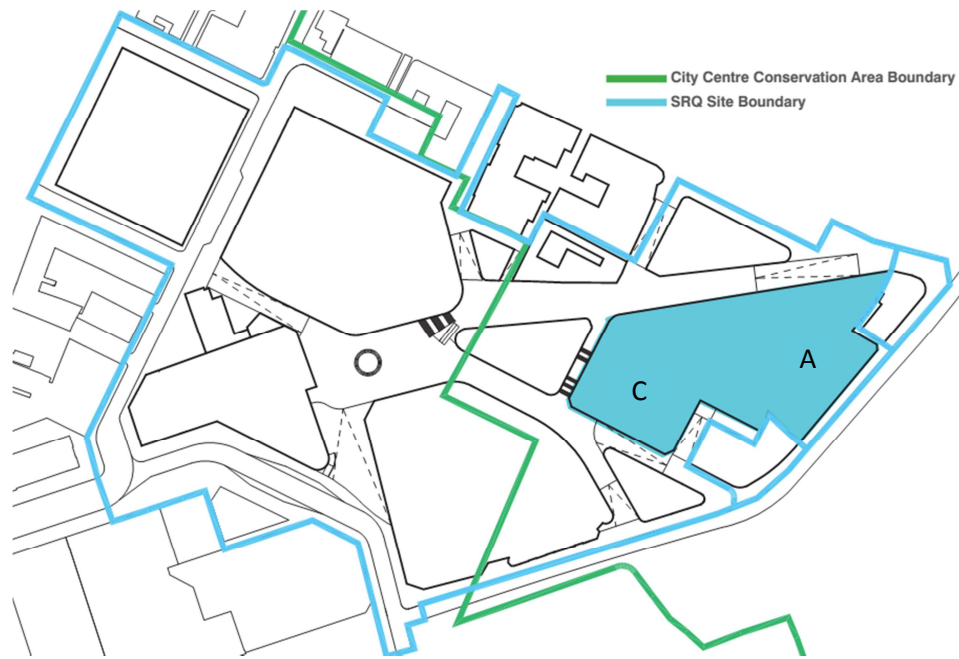


Fig 2: Block AC

retail led (A1 and A3 uses) on the lower 3 levels, with 2 levels facing onto Pinstone Street and New Fargate. Retail units on to Cross Burgess Street are generally single level. The upper levels accommodate flexible accommodation blocks for commercial (office) or residential use (private or student accommodation) to suit market conditions at the time of development.

Phase 1 of Plot A would include the demolition of the Gaumont Building, Barkers Pool House, the link bridge to the JLP department store and the Lions Lair Pub. The Salvation Army Citadel, Pinstone Chambers and City Hall Chambers lie within the urban block but outside the line of development.

As a minimum, the historic facades facing onto Pinstone Street, including Palatine Chambers, would be retained. The existing roofscape could either be retained or replicated like for like. Further retention of the existing structure of Palatine Chambers could also be explored.

The detailed design of block AC should permit phasing such that plot C can be built on the site of the existing JLP store once the new anchor store is open for trading. The detailed design of plot A should allow for completion and occupation alongside the current JLP store and during the demolition works and construction of plot C.

Block AC bounds the south side of New Fargate. To provide continuity and an appropriately scaled enclosure to Barker's Pool, it seeks to replicate the scale of buildings along the existing Fargate retail areas. The vertical subdivision of

the New Fargate elevation of Block AC should also be in proportion with existing blocks along Pinstone Street, in particular Town Hall Chambers. Set-backs and building line breaks should be incorporated in response to phasing and daylighting requirements and in order to avoid a 'canyon effect' along New Fargate.

The parameter plans identify the maximum permitted heights to blocks generally. Block C maximum heights have been set to respect City Hall along Fargate and the Sunday School and the Citadel along its Cambridge Street and Cross Burgess Street façades. Similarly, block A should not dominate or exceed the maximum height of the Town Hall and retained Pinstone Street elevation (the illustrated scheme for Block A is set back further from Pinstone Street than Barkers Pool House to aid this). The block heights identified in the parameter plans account for service access and areas of lift overrun.

The Code states that the key elevations of block AC are the elevations to New Fargate, Cross Burgess Street, the block A elevation to Burgess Street and Cambridge Street. The elevations to block AC should reflect the mass, scale and proportions of adjacent blocks along Pinstone Street and Fargate while the retail podium and uses over should not read separately for either blocks A or C along Fargate, instead the New Fargate elevation should comprise a series of vertically articulated frontages which reflect site level changes.

It is expected that the predominant use of brick along Cross Burgess Street and Pinstone Street will be reflected in the elevational treatment of block C along Cross Burgess Street, Burgess Street and Cambridge Street while elevations along New Fargate should respond to the stone cladding of Town Hall Chambers.

Assessment of Block AC

- 8.21 The proposals for block AC are generally supported. This site is important as an entrance into the SRQ and it is critical for local character and the setting of the nearby grade I listed Town Hall, that the Pinstone Street frontage is largely retained and that the elevation to New Fargate retains a civic feel.

It is considered that the distinctive setting of block AC, and the scale and character of the existing and retained buildings, potentially lend themselves to high end retail units with residential accommodation over.

The design code allows for the built form to step up in scale from the retained frontage of Pinstone Street along New Fargate, in accordance with rising land levels, and the height thresholds set are considered appropriate for the

location, relating to the scale and massing of the retained Pinstone Street frontage and nearby grade I listed Town Hall.

The elevation fronting New Fargate demands a response that relates to and sits comfortably alongside the retained façade of Town Hall Chambers. A façade study of the neighbouring frontages is included within the code and is considered to be a good starting point for the generation of detailed elevation designs at reserved matters stage.

A critical consideration for this block is the impact on views from the Peace Gardens, in particular the roofscape and built form that will sit behind the retained Pinstone Street frontage. The treatment of the upper floors of the residential component of block A in particular will demand high quality materials and detailing.

8.22 **Block B**

Triangular shaped Block B sits between Barker's Pool and New Fargate. It comprises of a new build, freestanding structure whose immediate context includes several architecturally and historically significant buildings and public spaces in the city centre conservation area, including:

- Barker's Pool (the block defines the southern edge of this prominent civic space);
- Grade II listed War Memorial;
- Grade II listed City Hall; and
- Grade II* listed Leah's Yard.

The block also forms a new western edge to Cambridge Street.

The Code anticipates that block B will accommodate three levels of retail, food and beverage units and could accommodate a south facing roof terrace. The set back to create the terrace also improves visibility of the proposed new anchor store to the west.

The maximum height of block B is constrained by its relationship with the City Hall portico and by the scale of Cambridge Street and Leah's Yard. The prominent corner with Barker's Pool is likely to serve as the main retail entrance.



Fig 2: Block B

It is envisaged that the elevation to New Fargate and the corner with Barker's Pool will primarily comprise of glass to maximise active frontage and that shop fronts will be double height. Brick and stone will be used to reflect the character of the conservation area while the fenestration to the Barker's Pool elevation should be articulated vertically in response to the City Hall.

Assessment of Block B

- 8.23 Block B has an important role to play in enclosing Barker's Pool and marking the beginning of New Fargate. It is restricted in height by its sensitive neighbours, but needs to be of the highest architectural quality with activity along all its edges.

The code allows for the entire ground floor frontage of Block B to be active, with A3 restaurant uses fronting onto Barkers Pool that would complement and add to the current offer in close proximity to the City Hall. Retail uses are proposed for the frontage onto New Fargate and above these sit an upper floor terrace associated with the A3 uses that provides a welcome opportunity to extend activity across the New Fargate frontage.

The height of Block B will be matched to the cornice line of the City Hall's entrance portico opposite. This limits the height of the frontage in order to maintain the visual primacy of the City Hall and ensure block B will not dominate Barkers Pool. This height restriction also limits any overshadowing that the building may cause to Barkers Pool.

The materials for Block B have been selected to reflect its sensitive setting and position at the gateway into the SRQ from the north east. It is considered that alongside the restrictions on scale and massing, and the positive inclusion of active frontages, the code will underpin the delivery of a block that meets the city's aspirations for a new retail quarter that integrates with the existing city centre and thus accords with the NPPF, Core Strategy and UDP requirements to enhance local distinctiveness and contribute positively to the special character of the conservation area.

Block DF

- 8.24 Blocks D and F are located at the north western end of New Fargate, adjacent the proposed anchor store. Block D sits just within the city centre conservation area. Both blocks border the Devonshire Quarter to the west.



Fig 3: Block DF

Block D incorporates the grade II* listed Leah's Yard, which is accessed from Cambridge Street. It is envisaged that Leah's Yard and its courtyard will be re-used as a number of small food and beverage units, while contemporary two to three storey extensions on the south side of Leah's Yard will create a retail frontage to New Fargate.

The Design Code for Block DF indicates that the proposals could incorporate a roof structure to shelter the internal courtyard. This is only likely to be acceptable if it has no load bearing requirements on the existing building and protects the character and appearance of this very significant range of listed buildings.

Block F is a freestanding new build block with adjacencies to Carver Street.

The scale and massing of D and F must respond to Leah's Yard. Essentially, the ridge heights of the existing building set the limits for the new build proposals. Moreover, these maximum heights are not intended to be used in full but will allow for replication of some of the site's historic features such as chimneys and pitched gables.

Assessment of Block DF

- 8.25 It is considered that the appearance of block DF must very much reflect the historic character of the grade II* listed Leah's Yard, the most significant of the listed buildings affected by the SRQ proposals. It is also considered that the re-use of Leah's Yard as an independent style food and beverage destination in the heart of the SRQ, and adjacent to the Devonshire Quarter, will make a positive contribution to the scheme which again reflects the city's aspirations, and the NPPF and UDP's requirements, to build on local distinctiveness.

The Block DF design code includes a worked example of how the form and massing of proposed extensions to Leah's Yard fronting New Fargate could be developed successfully, replicating the pitched roof forms and the composition and rhythm of openings evident within the existing historic built form. This is considered to be an effective and useful example that demonstrates a successful response to the sensitive location. It would provide a sound basis for detailed proposals to be developed that would enhance the setting of Leah's Yard and reinforce local distinctiveness.

Block E



Fig 4: Block E

8.26 Block E sits at the convergence of the two new prime retail streets, New Fargate and Cross Burgess Street, and forms the eastern end of the New Square. The south east facing elevation of block E forms part of Cambridge Street and includes the grade II listed former Bethel Sunday School, 32 Cambridge Street. It is proposed to retain at least the front portion of the Sunday School.

Block E is largely new build and retail led on the lower three levels, with either office or residential accommodation over.

The Code notes that block E will have to overcome a significant level change between New Fargate and Cross Burgess Street and is likely to incorporate public vertical circulation zones at the end of New Fargate and along Cambridge Street.

While the scale of block E adjacent Cambridge Street should reflect the retained Sunday School frontage, the prominent corner adjacent Charter Square is a key nodal point that requires some definition and greater height. The blocks other two corners are also important visual markers.

Stone or stone cladding will dominate this block with brick used along Cambridge Street to compliment the retained Sunday School.

Assessment of Block E

- 8.27 It is felt that marrying the different scale and character requirements at either end of block E will be a significant challenge and care must be taken to not overwhelm the retained Sunday School façade and the scale of Cambridge Street generally. The block code has been developed to introduce set-backs and lower elements close to the Sunday School in an attempt to address these concerns and limit the scale of built form fronting the narrowed retained section of Cambridge Street. These lower elements have also been introduced to maintain a view towards St Matthew's Church from Charles Street.

The prominent corner to Charter Square will be a focal point for the scheme as a whole and this must be reflected in the quality of the architecture. The vertical circulation requirements must be robust and simply treated. There is concern that they have the potential to detract the eye from or generate unwanted complexity in the design of the block E and the treatment of the adjoining New Square. It is considered that element of block E will need to be developed further at detailed design stage in order to address these issues successfully.

It is acknowledged that in addition to these detailed relationships, block E also needs to be considered in the wider context of the SRQ. It acts as a transitional block between the edge of the City Centre Conservation Area and the larger scale of buildings and spaces around Charter Square and Moorhead. In this regard, the proposed height parameters are considered to be appropriate.

Block G

- 8.28 The triangular form of block G is bound by Pinstone Street, Cross Burgess Street and Charles Street. It lies within the city centre conservation area and incorporates Laycock House, a Victorian building of considerable character which is to be retained.

Block G will incorporate two levels of flexible retail/food and beverage accommodation, with three levels of residential accommodation on the upper floors of Laycock House. It is proposed that block G should read as a small cluster of separate but joined buildings in proportion to the context along

Pinstone Street. The maximum height of block G will be informed by the chimney height of Laycock House.

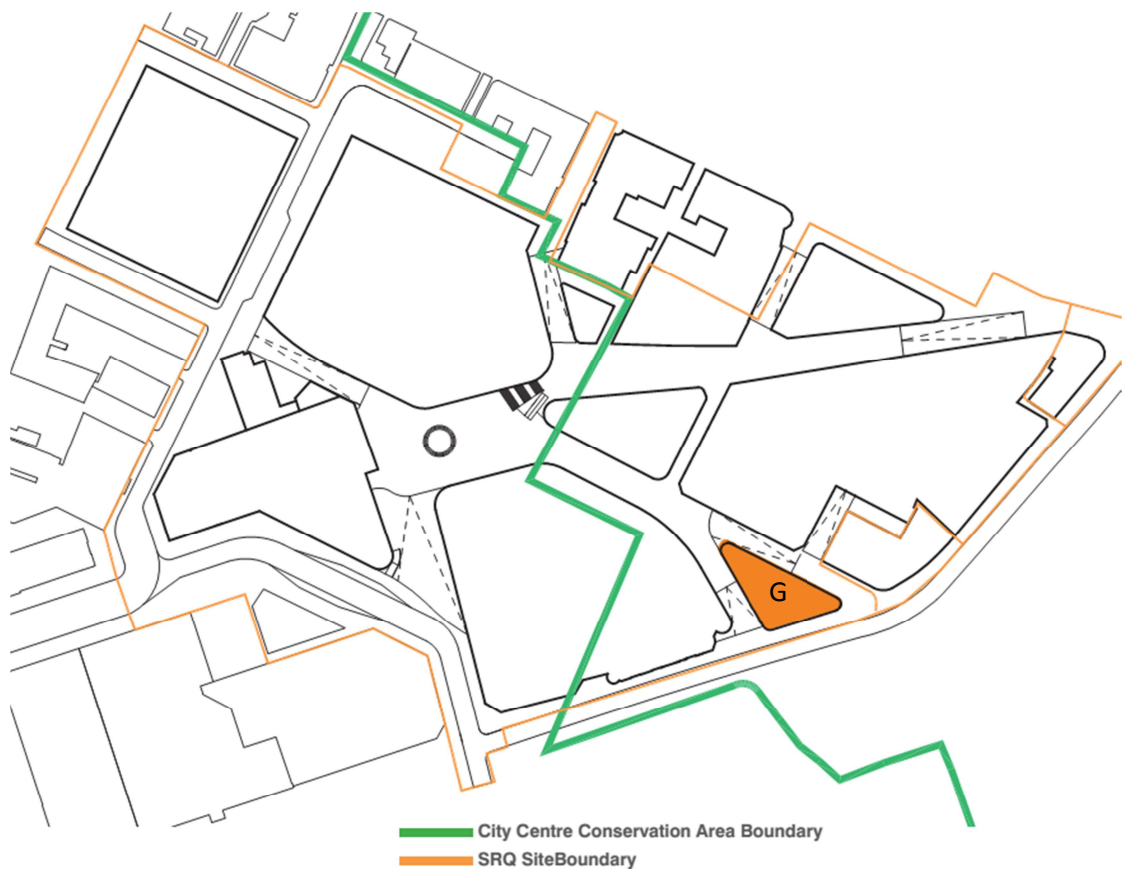


Fig 5: Block G

The Code expects the scale and proportion of openings, shop fronts and dormers of Laycock House to be continued along Pinstone Street but advises that the block to the rear would have a greater degree of design flexibility. The new build elements of block G should use materials from the existing palette of brick with stone detailing, slate roofs with lead trims, timber shop fronts and decorative ironwork.

Assessment of Block G

- 8.29 The treatment of block G must reflect the scale and character of Pinstone Street whilst marking the approach into the SRQ from Charles Street with an appropriate response. On Cross Burgess Street the new build elements of the block must respond sensitively to the rear elevation and existing residential accommodation in the upper floors of Laycock House.

The code determines a height threshold that exceeds the height of the ridge to Laycock House. Although this height will have a marginal impact on the setting of the retained Laycock House, it is not considered excessive and it allows for sufficient internal volume to accommodate a viable amount of floorspace for the proposed uses and provides the presence required to mark transition into the development from Charles Street.

Block HJ

- 8.30 Block HJ is a large block which sits across the south western boundary of the City Centre Conservation Area. It is bound by Pinstone Street, Furnival Gate, Cross Burgess Street and Charles Street and retains the Victorian frontage and roof scape of the former HSBC Bank and Pepperpot Buildings at 88 – 104 Pinstone Street.

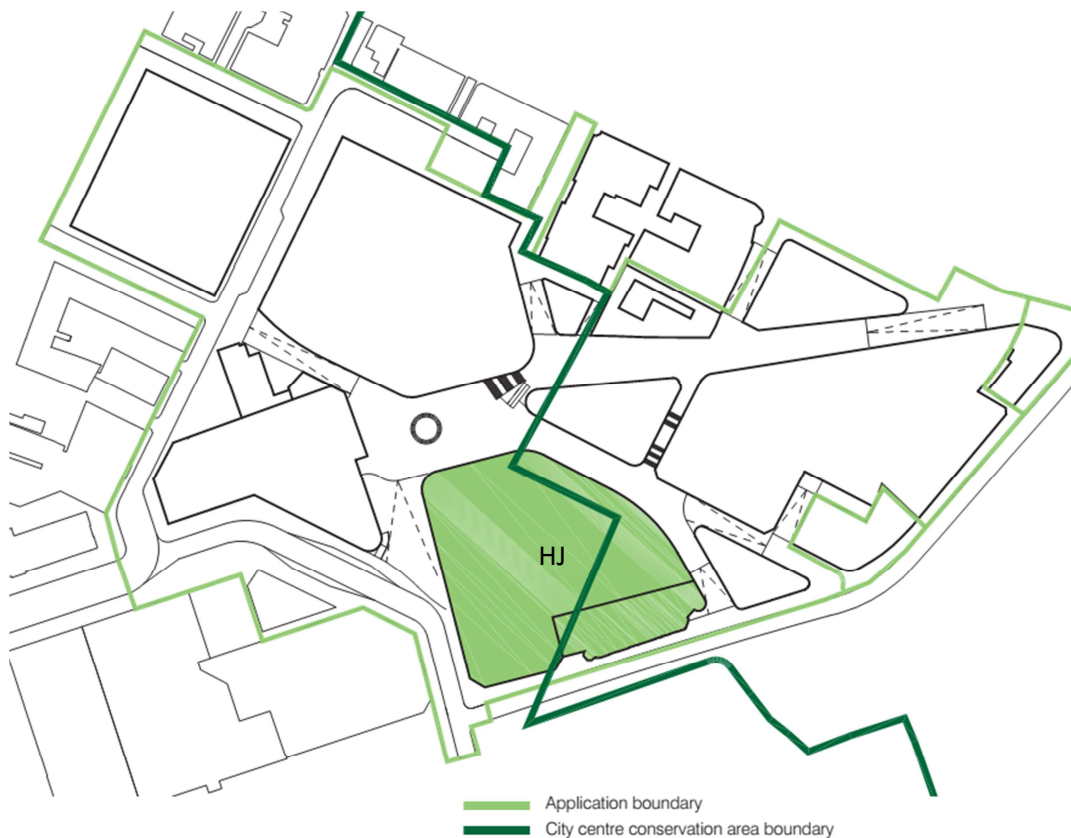


Fig 6: Block HJ

Block HJ is separated into two distinct parts – a two storey retail plinth with up to eight levels of office accommodation over. Access to the office floors is gained through an atrium facing onto the new public square. The office accommodation is split into two wings, one along Furnival Gate, the other along Cross Burgess Street. The atrium joins the two wings and holds the majority of the lift/ servicing provision. The upper level of the retained Victorian façade to Pinstone Street is likely to be in residential use.

To the south and west block HJ faces Moorhead and the new Charter Square, both of which provide opportunities for prominent marker buildings.

The massing of block HJ steps up to a pinnacle at the corner of the new public square, in close proximity to the former BT tower. The maximum height of the block is constrained, however, to respect the height of neighbouring blocks and in order to minimise overshadowing of the surrounding streets. Given its size, vertical breaks in the façade are required to prevent it from feeling slab-like.

Assessment of Block HJ

- 8.31 The character and scale of the context differs from one end of this large block to the other and, as much of the Victorian range onto Pinstone Street is to be retained, it could prove difficult to reconcile the two. It is agreed that the use of vertical subdivision will be critical in order to break down the large mass of the office accommodation which sits over the retail podium, though this is helped in part by the atrium entrance which opens onto the New Square.

Given the use of the upper floors, its arrangement and the resulting prominence of the roofscape in long views, block HJ in particular will be expected to make good use of green roofs to soften its visual impact. It is also critical, due to the prominence of this block, that the built form steps effectively down the hillside with the prevailing topography to avoid the creation of a slab-like block on the city's skyline.

In developing the design of this block there is a need to ensure that the elevations respond successfully to their varied contexts. The design code has given consideration to this, setting out how the design of the block might be unified and legible, whilst incorporating variations to reflect the distinctive streets and spaces that surround it.

Block KL

- 8.32 Block KL lies on the western fringe of the new public square, bound by Wellington Street, Rockingham Street and Charter Row. It is formed around the existing 16 storey residential tower (formerly the BT tower), replacing an existing multi-storey car park, and will accommodate three floors of A1 and A3 retail units, including a good sized MSU. The maximum height of the new retail accommodation is determined by the retained residential tower, while some minor variation in the new plinth is designed to give the MSU prominence.

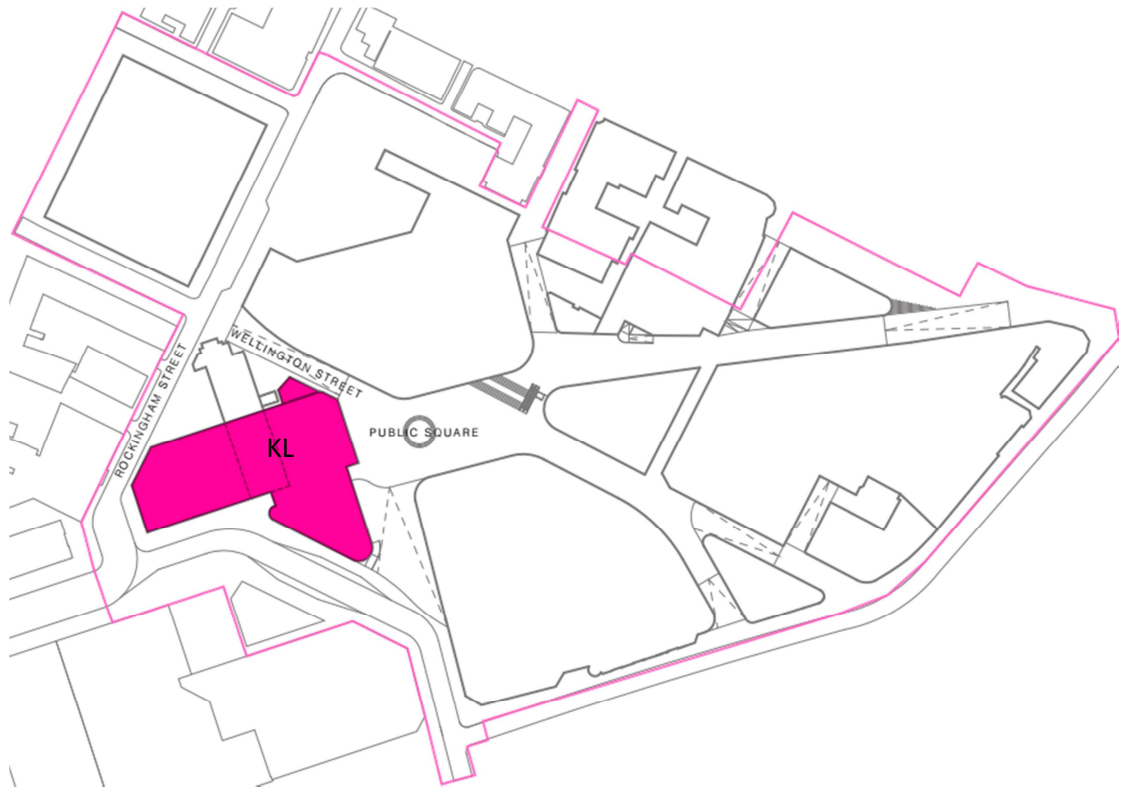


Fig 7: Block KL

Assessment of Block KL

- 8.33 There is limited scope for change in this location but the new retail plinth will complete the new public square and improve links to the new developments at the top of the Moor. The lack of historic context allows for an imaginative architectural response to the existing tower, one that will clearly articulate the plinth from the existing tower and will incorporate a high proportion of active retail frontage onto the new public square and Furnival Gate/Charter Square to enliven these routes.

Block MN

- 8.34 Blocks M and N anchor the proposed Sheffield Retail Quarter development and are situated at the western end of New Fargate, a block south of Division Street.

Block M is divided into a three storey department store adjacent the new public square, a multi-storey car park (with 6 levels) accessed from Rockingham Street and a series of retail/food and beverage units providing an

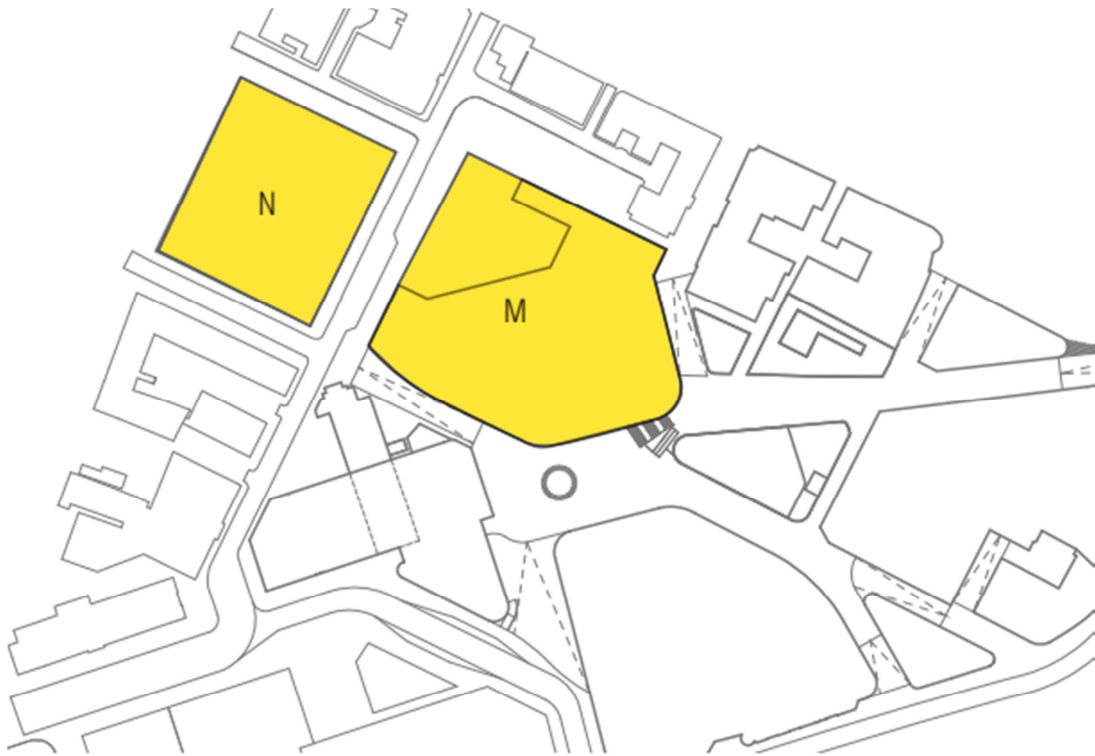


Fig 8: Block MN

active frontage to Wellington Street. As the site falls from north to south, the newly formed public square aligns with the lower ground floor of the anchor store. New Fargate aligns with the upper ground floor. It is expected that a cascade of steps will connect the upper and lower levels of the public square.

Block N comprises of 9 levels of car parking, with setbacks along Trafalgar Street and Devonshire Lane to acknowledge the smaller scale of neighbouring blocks, including Victoria Hall flats and the grade II listed Aberdeen Works to the north.

Assessment of Block MN

- 8.35 Both M and N will be difficult blocks to articulate given their strong, simple forms, but articulation and visual interest will be required in order to break down their mass. Moreover, there are a number of sensitive neighbouring uses that require protection from overshadowing, noise and fumes.

The form of block M introduces a large set-back to the upper floors in order to acknowledge the historic street pattern and line of Carver Street. This setback also has the intention of minimising the impact of this block on the setting of St Matthew's Church to the north east. The projection of Block M across the historic street pattern is considered critical in terms of the wider delivery of the SRQ proposals as it allows the new anchor store to terminate

the view along New Fargate and it encloses the proposed new square: both of which are considered fundamental aspects of delivering the masterplan.

The form and massing of block N has been raised as a concern due to its relationship with and impact on the listed Aberdeen Works in particular. The code has been developed in order to respond to this concern by introducing a setback to Trafalgar Street that also reduces the impact on the existing residential accommodation opposite.

There is a flexibility built into the design code regarding the elevational treatment of block MN. However, the elevations demand the use of high quality materials and detailing that reflects their prominence and the principle role that both blocks play within the SRQ.

The scope for active frontage onto Rockingham Street, which separates M and N, is limited due to the location of the service yard, car parking and access routes. However, the main entrance into block N will be located at the corner of Rockingham Street and Wellington Street, with the expectation that active frontage for block M would be able to return partly onto the Rockingham Street elevation as indicated by the code.

- 8.36 The plot specific design codes described above add detail to the principles established within the Parameters Report and plans and reflect the masterplan concept. The vision for the SRQ is developed still further in the Urban Design Code and the Public Realm Design Code, though these documents also aim to retain flexibility for the delivery of the detailed scheme proposals at reserved matters stage.

Urban Design Code

- 8.37 The SRQ site is extensive, and the submitted Urban Design Code identifies a number of distinctive character areas within it which will influence the form of and activities within the development so that a coherent transition can be achieved between the new and existing built form. The character areas are described as:

G1 Fargate/Barkers Pool

- Fargate is identified as a principle route and part of the medieval city planning structure of Sheffield that has remained principally unchanged.
- The majority of the area lies within the boundary of the City Centre Conservation Area.
- Street intersections have distinctive corner buildings which are characteristic of the area and aid wayfinding.

- Local stone is the primary building material, with more modern buildings using clay/ terracotta bricks, cast stone and metal cladding.
- Buildings vary subtly, creating a harmonious streetscene, and exhibit strong roofscapes.
- The topography of the area rises gently from Fargate towards Barkers Pool and Division Street beyond.

G2 Pinstone Street

- Pinstone Street sits at the confluence of various grids that were imposed on the city's structure during the 19th Century.
- Part of this area lies within the City Centre Conservation Area.
- Pinstone Street is a principal route and generally buildings are of uniform height.
- Red brick is the primary building material, with local sand/grit stone used for masonry detailing. Pitched roofs to historic buildings are covered in slate.

G3 Moor Head/Charter Square/Rockingham Street

- These streets are principally dominated by post war development of retail and office buildings.
- Furnival Gate and Charter Row are principal routes. Rockingham Street is a transport route.
- Corner marker buildings form an important part of the character of the area.
- Low canopies are prevalent, especially on the Moor.
- Buildings on the Moor and Charter Row are clad in natural and cast Portland Stone. Brickwork is the predominant material on Rockingham Street and Wellington Street.

G4 Cambridge Street/Carver Street/Burgess Street

- The Majority of this area is within the City Centre Conservation Area.
- The scale of buildings is representative of the historic fabric in the area.
- The area is peppered with lanes that are narrow in enclosure and more intimate compared to the streets. The lanes contribute towards pedestrian permeability.
- The sloping topography, from north to south, results in stepped built form along Cambridge Street.
- Red brickwork with stone detailing is the dominant material, with a clear hierarchy of fenestration on facades.

- 8.37 While new development will be expected to take into account the characteristics of these areas, the Urban Design Code advises that a series of more detailed principles should also inform the design of each block.

UD1 Routes and Spaces

- It is expected that there will be a strong hierarchy of routes and spaces with Principal Routes defining the primary movement through the site, while Connecting Routes and Lanes and new linkages will create permeability.
- The New Square is a civic space and must demonstrate the qualities of a successful public space, as seen in the Peace Garden and Winter Gardens.
- Background and Marker Buildings will help to create a harmonious streetscape.
- Existing and new streets offer corner opportunities where a distinctive approach will be encouraged.

UD2 Building Line

- Along Principle Routes, new building lines will not deviate unacceptably in relation to existing and retained buildings, especially in the conservation area and adjacent to listed buildings.
- A slight deviation in building line could be provided in order to achieve compliance with existing building's lines, a level threshold, minimal overshadowing, a distinctive corner opportunity or a stop-end to a view or vista.
- For Block B the new building line to the south of Barkers Pool will be fixed as any movement northwards may cause undesirable over-shadowing of this important civic space.

UD3 Entrances

- All entrances will be prominently marked and clearly distinguishable on the building frontage, and will have level access from the street.
- All entrances will also respond to routes and spaces, be located in prominent or corner locations, and be designed to avoid completely frameless glass doors and frontages.
- Where service entrances are visible on building frontages, they are to be well designed but discrete.

UD4 Background Buildings

- The role of a background building is to create a harmonious townscape along Principle Routes and around new spaces, especially the New Square. Such buildings should allow for transitions in scale and avoid slab like forms that might have a detrimental impact on character.
- The overall scale of a building should be mitigated by using stepping or vertical breaks, a considered roofscape and link buildings.

Specific Principles

Block A and C: To New Fargate the scale of these conjoined blocks must ensure that the skyline is modelled with the buildings stepping up with the slope, avoiding the flattening of the topography.

Block B: The scale of this block will ensure that a good enclosure is created to Barkers Pool, whilst providing a strong corner to New Fargate.

Block E: Scale and massing to Cambridge Street west should create an appropriate enclosure and relate to no 32 Cambridge Street, with this scale to be continued to New Fargate to respond to the scale of Leah's Yard.

Block G: On Pinstone Street, new massing should step with the topography and, to Charles Street/ Cross Burgess Street, should create a distinctive corner.

Block J and H: To Pinstone Street new massing should relate to and not dominate the retained Pepper Pot and former HSBC Bank buildings.

Block K and L: The tower is to be retained, hence the new podium will be designed to provide an appropriate base, allowing for good grounding and clear expression of the tower. Block K should read as part of the base of the tower whilst creating a strong edge to the new square.

Block N: To Trafalgar Street and Devonshire Lane scale will be controlled to a maximum street height to avoid harmful impacts on existing buildings.

UD5 Marker Building

- The role of a Marker Building is to define a point of transition or change in the townscape as well as provide high quality ground floor activity to

create a sense of place, respond to new and existing public space and provide a distinctive skyline to help local wayfinding.

- Marker Buildings will be well designed and operate within the set maximum height envelopes, whilst reflecting the specific qualities of each block.

Block B: Block B has a primary position on Barkers Pool and is a signpost into New Fargate. The triangular plot is entirely within the Conservation Area. The grade II listed City Hall and War Memorial and the fine urban grain of Cambridge Street form an important part of the context. A unified approach to massing, scale and form is required to respond appropriately to this distinctive setting.

Block M: Block M has a primary position on the new square. It creates a strong edge to the New Square and should provide a striking stop end to the vista from New Fargate and Town Hall Square.

Block J: To the west it has a primary position on the New Square and is visible from Charter Row. To the east it has a corner location on Moor Head which reinforces linkages to the Moor.

Block E: Block E marks the intersection of various Principal Routes, with a prominent position on the New Square.

Block K: Block K has a prominent position on Charter Square/Row, and is important to connectivity with the Moor. The scale and massing of the block will relate to the podium of the tower at Block L.

UD6 New Square

- This is an important new civic destination that marks the intersection of 5 routes, creating high levels of pedestrian flow through the space.
- Buildings that form the edges of the New Square must provide sufficient enclosure, not overshadow the space, and create a distinctive and unified frontage to the space.

UD7 Topography and Setting

- The site has a distinctive topography, especially noticeable along the existing grid of streets. Generally buildings step along the streets to create level thresholds. This character should be reinforced to avoid a flattening the topography.

UD8 Roofscape

- In a city of such marked topography, the roofscape is highly visible and makes a significant contribution to character.
- The roofscape of a building or block includes the structures that form the roof level, and include plant areas, stair, lift over runs and areas of accommodation within a roof.
- New roofscape, especially that which will be visible along Principal Routes, the New Square and adjacent to character buildings in the conservation area or listed buildings must be clutter free and easily read with high quality building materials and detailing.
- Areas of public realm will be completely free of roof covering.

UD9 Enclosure and Continuity

- The level of spatial enclosure is a strong determinant of character and sense of place. Enclosure is measured as a ratio of building height to the width.

Principal Routes: These are wide streets that have buildings of a similar scale, creating a strong enclosure. Enclosure ratios of 1:1 will be achieved to these streets.

Connecting Routes and Lanes: These streets vary in width, but are vital in terms of providing connections within the site and to surrounding areas. Enclosure ratios will range between 1:1 and 1.5:1, though enclosure over this range will be an exception and will be assessed to avoid a canyon effect, especially in the Conservation Area and adjacent to listed buildings.

Lanes: The Lanes are narrower in width compared to gridded streets, with the heights of buildings along them creating a narrow canyon like character. Enclosure ratios will be closer to 1.5:1, but no greater than 2:1.

Spaces: New spaces should be well enclosed, however the massing of buildings should not result in overshadowing. Enclosure ratios will range between 1:1 to 1.5:1.

New Square: The new square will be well enclosed with buildings, creating a desirable space enclosure of 1:1. Beyond this, additional building height around the new square will be carefully located to reinforce marker locations.

Canopies: Canopies that project into the public realm will be avoided as a general rule. High quality canopies that reinforce residential and

commercial entrances and are designed to be an integral part of the building will be encouraged.

UD10 Façade Characteristics

- Building frontages along Principle Routes will have a vertical emphasis, with façades set in structured bays, a clear window hierarchy and application of high quality building materials that will create a harmonious appearance and a clear rhythm that integrates vertical breaks to retain interest but avoids unnecessary repetition in the street scene.
- Building frontages along Connecting Routes will have a strong vertical emphasis, structured bays, clear window hierarchy and employ a limited palette of high quality materials. All façades to street frontages should be well grounded.
- Building frontages along the Lanes will have active ground floors, employ a limited palette of materials and exhibit a clear window hierarchy.
- New and existing building frontages will respond positively to new public spaces. Building design will incorporate entrances to the majority of the ground floor frontages to ensure activity and a palette of high quality materials.
- All the buildings that form an edge to the New Square will have defined ground floors with entrances that create clusters of activity, a clear facade structure and rhythm that responds to the new character of the space, whilst creating a distinct identity that is appropriate for the Character Area.
- Marker Buildings will be well designed, with individual responses to the design of the facades as set out below:

Block B: The frontage to City Hall must be designed such that there is a balance of solid to void in terms of fenestration. The corner terminates the vista from Fargate and creates a street frontage along New Fargate. The design approach on the corner should be continued along the street frontage to create a robust and grounded building.

Block M: The design approach taken for the corner must have a relationship with rest of the building and reinforce an overall monumental quality as seen in key views from Fargate.

Block E: The corner to Cross Burgess Street and New Fargate must be designed such that it is grounded across the level change, unifying the retail podium and the upper floors.

Block J: The building that fronts on to the New Square should be well grounded and the design approach continued along corners and street frontages.

- Background Buildings will be well mannered and of high design quality, helping to create a coherent streetscene with individual responses to specific locations, including opportunities for distinctive corners:

Block G: The corner that marks the intersection of Charles Street and Cross Burgess Street terminates the vista looking out from the New Square. The appearance of this corner must capitalise on the opportunity to create a distinctive, wayfinding corner.

Block J: The corner to Pinstone Street and Moor Head should be designed as a high quality distinctive corner, that responds to and may inform the design of the other corners.

Block K: The corner to Furnival Gate and Charter Row not only responds to views from The Moor, but is also a signpost to the New Square for pedestrians from the east and south. The design and appearance of this building must be simple and robust, yet reinforce its signposting function.

Block M: The corner to New Square that is level with New Fargate must be distinctive and identifiable in views from Fargate and New Fargate. The corner to the New Square that is level with the New Square should be designed to help visual connectivity from Wellington Street.

- Public Art plays an important role in Sheffield in helping to create a high quality and distinctive public realm that is owned and cherished by local people and visitors. There is a unique and exciting opportunity to integrate elements of the built form with the public realm, as well as opportunities for public art in facades and areas of glazing. The sloping site creates plinths and stall risers that, in places, are as much a part of the public realm as they are of the buildings. These offer opportunities for high quality art and craftwork linking to, contrasting with and developing themes in the public realm.

UD11 Fenestration

- New windows on all frontages should be rectilinear, with regular vertically or horizontally proportioned openings. Round, square, triangular and rhomboid openings should be avoided.
- Fenestration to facades in the conservation area and adjacent to listed buildings should be informed by streetscene studies of the existing character.
- On Principal Routes and in the New Square, buildings should be sufficiently fenestrated and avoid blank elevations.

UD12 Building Materials

- For all blocks, the use of materials should be limited to a total of 3 (excluding window glazing) with the primary material respecting the specific Character Area. It is possible for the entire block to be built/clad in the primary material if such a response was considered appropriate.

Fargate/ Barkers Pool

Primary material: natural stone (masonry or cladding)

Secondary material: high quality brickwork, natural metal cladding (natural zinc, bronze, copper, stainless steel, aluminium and Corten) and glass used as cladding.

Pinstone Street

Primary material: high quality brickwork, natural stone and glass used as cladding.

Secondary material: high quality brickwork, natural metal cladding and glass used as cladding

Charter Row/ Rockingham Street

Primary material: a combination of high quality materials like natural stone and brickwork, high quality cast concrete, natural metal cladding and glass used as cladding.

Secondary material: high quality brickwork and natural metal cladding.

Cambridge Street/ Carver Street/ Burgess Street

Primary material: high quality brickwork and natural stone, natural metal cladding and glass used as cladding.

Secondary material: high quality brickwork and the limited use of high quality natural cladding.

UD13 Unacceptable Materials

- The following materials are considered to be of an inappropriate quality to be used as either primary or secondary materials, along Principal Routes or in the New Square:

Single ply powder coated composite metal cladding;

Timber cladding or timber boarding;

Render or imprinted brickwork;

Terracotta as rain-screen cladding or as masonry blockwork;

Ceramic tiles;

Concrete blockwork; and
Cast stone where natural stone is specified.

UD14 Material Size and Fixing

- Cladding material and panel unit sizes will respond to the facade fenestration sizes as well as the scale and structure of the façade
- The fixing systems for cladding panels that are near to or at ground floor level will be high quality and discrete.

UD15 Solar Shading

- Solar shading, if required to minimise solar gain, should be a secondary element of the facade design, with the primary structure of the facade still dominating.

UD16 Balconies

- Balconies should be appropriately sized to allow use as an amenity space and should not project beyond the building line. The view of the balcony soffit from areas of public realm should be considered and a solid soffit wrapped in high quality material is preferred to timber slats or perforated metal.

UD17 Building Services

- Visible mechanical and electrical services should be integrated within the façade resulting in a unitised system.
- Visible roof mounted plant enclosures should be avoided on Principal Routes, adjacent Spaces and next to the New Square. In other areas roof mounted plant will be located such that it reads as part of the massing of the building, for example as part of the roofscape.
- Where service doors are visible on building frontages they are to be designed to be discrete.
- On retained frontages, within the conservation area and on listed buildings some of the building services may be visible for reasons of character, e.g. high quality external rain water goods.

UD18 Signage

- On Connecting Routes, Lanes and adjacent Spaces retail signage will be well defined in a clear zone within the main structure of the building. This zone will be grounded to reinforce the rhythm of the building and to acknowledge any stepping within the elevation.

- As a general rule, internally illuminated fascia signs will be avoided in the Conservation Area, with preference for halo lit signs.
- On Principal Routes and in the New Square, all shop front signage will be set behind the glazing.
- Vertical projecting signs will be an exception, and will only be considered as part of a wider strategy, e.g. for the narrow Lanes.
- Lighting for signage should be integrated within the signage design.
- Residential and commercial building signage should be high quality and located near to main entrance foyers. The façade design should allow for a designated zone for this signage that ties in with the rest of the building.
- Wayfinding street signs should be in prominent locations and executed in high quality materials.
- Connect Sheffield is a local wayfinding system with which the SRQ should integrate.

8.38 The rules defined in the Urban Design Code are considered to be logical and rational and should help create a new retail quarter that is grounded in its context and that reflects the often subtle but distinct character of Sheffield's city centre. While occasions may arise where circumstances dictate that it is appropriate for the rules to be relaxed, it is considered that overall they provide a strong basis for developing a strong sense of place that will help to achieve consistently good quality development across the SRQ.

Public Realm Design Code

8.39 The SRQ represents one of the most significant changes to Sheffield's city centre in recent times and provides a huge opportunity to further reinforce the city's already established innovative approach to public spaces.

Given the nature of the outline planning application, detailed designs of public realm cannot be produced at this time. However, the public realm design code provides a set of overarching design principles which can be used to create a scheme which reads as one, yet sits comfortably within Sheffield's distinctive cityscape.

8.40 The Code advises that the public realm should contribute meaningfully to the city network and be far more than the spaces between buildings. It should also be of quality design and maintained to the highest standard.

It is expected that the public realm will be cohesive, legible and accessible at all times, actively building upon the existing public realm and using the Peace Gardens as an exemplar project. By integrating traditional craftsmanship and artistic qualities into the public realm, a sense of quality and richness can be evoked which will build on the city's cultural identity.

- 8.41 Sheffield's topography is one of its most characteristic features. The change in level between the northern and southern portions of the SRQ site provides an opportunity to celebrate the city's distinctiveness.

The initial public realm design concept is to emphasise the change in level between the 'upper' section around New Fargate and the 'lower' area south of Cross Burgess Street. The break between the two becomes a 'Pennine Edge', celebrating the escarpments of the upland landscape, incorporating the drama and revealing the views with which they are associated.

Typology

- 8.42 All of the streets and spaces within the application site have been assessed on the basis of their type, character, function and use. The Public Realm Design Code identifies seven broad typology areas:

New Fargate

An urban high street in character, New Fargate will be read as a continuation of the existing Fargate and the activities associated with it. Views from Town Hall Square towards Block M should be reinforced with a high quality palette of materials and a public realm that ties into the design ethos of the existing public spaces across the city centre.

New Square

The New Square is the signature space of the SRQ and a key destination. It will add to Sheffield's remarkable collection of civic spaces and help to define the character of this part of the city centre.

The change in level between New Fargate and the main body of the space is the defining feature of the New Square and a dramatic termination of the Fargate civic spine. The level difference will become a focal point, providing opportunities for planting, seating, the celebration of materials and drama.

Lower Barkers Pool

Barker's Pool forms an important connection point between the established city and the new scheme. The treatment of the public realm will manage the transition between the lower and upper portions of Fargate and provide containment for the important civic space in front of City Hall.

The area is to be broken down into a series of green elements, a group of independent spaces which provide a green buffer and help strengthen the connectivity of retail on the strategic approach from Lower Fargate. The

treatment must be sufficiently permeable to support the wider area's use for seasonal events.

Pinstone Street

It is vital that the SRQ forges a strong relationship with the Peace Gardens, as the established focal point for a variety of city centre activities, and unimpeded routes through to the cluster of leisure and commercial uses around it. There is potential for spill-out along the length of Pinstone Street, as well as within the key nodal point at the junction with Cross Burgess Street.

The Lanes

The Lanes are the finer grain routes that provide a more intimate alternative to the bustle of the main, retail-lined streets. They follow the historic grid pattern and reflect the tighter townscape of this part of the city centre conservation area.

The Lanes provide a foil for New Fargate and Cross Burgess Street, adding variety to the network of routes and spaces and ensuring that a sense of the historic city centre streetscape is retained. They will be places to linger, where there is a greater opportunity to establish a relationship between buildings and their associated external environment.

Small unit sizes and coarser texturing will help to distinguish these routes from the main streets. The choice of unit size will acknowledge those of a traditional streetscape and the 'flowing' nature of the routes, which generally work with the slope

Charter Square

With strong connections to the adjacent shopping areas and leisure uses on the Moor, Charter Square will become a lively, energetic space. The bustling metropolitan character of this portion of the city reflects the scale of buildings, the meeting point of different activities and the need to accommodate a variety of functions, including public transport and cycling.

The existing bus corridor will remain but the strong pedestrian movement within this space, together with the established footfall on the adjacent Moorhead, will give a strong pedestrian priority to the square and Furnival Gate.

Rockingham Street

As a key route into the city centre from the west, Rockingham Street will form a busy corridor of activity including servicing, pedestrian movement and car park access. The environment needs to be functional, coping with complex

traffic movement, but must also reflect its role as an arrival point for large numbers of visitors to the city centre.

The pedestrian crossing on Wellington Street will serve as the main access point for people entering the area from the surrounding neighbourhoods and from the adjacent multi-storey car park. This space should remain simple with a strong rhythm of street trees and furniture. The palette of materials will be secondary reflecting the transport function of the space.

- 8.43 A matrix sets out the different treatments/conditions, surface materials and tree planting for example, that are considered to be appropriate in each of the individual typology areas.

Public Realm Codes

- 8.44 Thereafter, a series of Public Realm Codes act as a guide for future development at the detailed design stage. The codes are broken down into six themes:

- Defining public spaces (codes PR 1.1 to PR 6.3). For example:

Code PR 1.3 states ‘The public realm will incorporate significant areas of soft landscape, providing a foil for what will, by necessity, be a generally hard environment. The design of these areas will add to the richness of interest within a coherent public realm framework and provide a human scale within the cityscape.’

Code PR 1.4: ‘The development will provide a series of safe, high-quality and stimulating spaces which reinforce the area’s identity. The structure of such spaces will have a clear and simple hierarchy of gateways, routes and meeting spaces.’

Code PR 2.2: ‘Changes in material and pattern will conform to a logical datum point such as a new or established building line, street entrance, consistent edge of carriageway or pronounced built feature.’

PR 3.3: ‘Regular places for people to sit and rest should be provided throughout the public realm with well-designed street furniture. High quality, bespoke furniture should be used to create an environment that encourages people to stop and gather, so creating a vibrant, more interesting streetscape.’

PR 4.5: 'Power points and servicing will be provided throughout the main areas to provide the flexibility to stage events or introduce specialist/seasonal activities.'

PR 5.2: 'Public Art will be integrated into the Public Realm. Building on Sheffield's successful integration of Public Art into the design and material and craft quality of its streets and public spaces, this work should include repeated themes that reinforce the character of the different spaces and levels.'

- Surface treatments and street furniture (codes PR 7.1 to PR 9.5). For example:

PR 7.3: 'The use of natural stone will provide durability and longevity against the demands of front-door servicing and collection arrangements for the adjacent units.'

PR 7.7: 'Paved surfaces should be simple, robust and complement adjoining architecture and street furniture. Changes in paving colour and texture should be restricted. Exceptions can be made for particular purposes - to highlight important entrances, denote ownership or impart interpretive information.'

PR 7.8: 'Where kerbs are made flush, the line of the kerb should be retained to provide visual delineation.'

PR 8.3: 'Where possible, seating will be incorporated into features to reduce clutter and obstructions from the street.'

PR 8.7: 'In high pedestrian flow areas inset tree covers should be used to reduce trip hazards and provide a clear uninterrupted paved space.'

PR 9.5: 'The materials that are used to construct the steps, walls and terraces should reflect those present in the surrounding area - sandstone, Ashlar and granite can be used with a variety of surface texture finishes.'

- Planting (codes PR 10.1 to PR 11.9). For example:

PR 10.1: 'Trees, planting, grass and water should be used to enhance the atmosphere and character of a space. Imaginative design principles can help integrate these soft elements into many of the harder areas.'

PR 11.3: ‘Larger, semi-mature trees should be used to provide instant impact within the landscape and wider streetscape.’

PR 11.5: ‘Tree species should be selected for their colour, variety seasonal interest, and sculptural form.’

- Lighting (codes 12.1 to 12.7).

PR 12.2: ‘Lighting should aid legibility by acting as way-markers and helping to create safe and comfortable spaces/ routes. Main desire lines will be illuminated to a minimum agreed standard, with scope for variation to establish a different ambience away from these routes.’

PR 12.5: ‘All lighting units should be robust and easily maintained for longevity. They will be drawn from a cohesive palette of street furniture.’

- Sustainability. This final theme runs throughout each of the first five sections. For example:

PR 3.7: ‘Sheffield endorses the aim of the Get Britain Cycling report to see cycle use increase to 10% of all journeys in 2025 and 25% in 2050. SCC are obviously aware that these levels of cycling will not be achieved without adequate cycle facilities and that these facilities need to provide a ‘step change’ in Sheffield’s current level of cycle provision.’

PR 5.8: ‘Consideration will be given to the re-use of elements of historical importance, and general public interest. The concrete relief by William Mitchell, currently sited on Barker’s Pool House, is to be carefully removed and re-sited within the new townscape.’

PR 7.11: ‘Local resources and sources shall be favoured when selecting materials for surfacing and other landscape elements within the public realm.’

PR 7.12: ‘Recycled materials should be used where appropriate.’

PR 12.7: ‘All lighting should minimise energy consumption, avoid light-spill pollution and adopt LED technologies where possible.’

- 8.45 As one of the key issues for the SRQ is to knit it as seamlessly as possible into the existing townscape, the Public Realm Design Code is considered to be an essential document which will be helpful in creating a high quality setting for the buildings and activities within the SRQ. While some more

detailed work will be required, the materials palette and principles the code establishes are considered to reflect the quality of the public realm delivered within the city centre in recent years.

Summary and conclusions

- 8.46 The streets and spaces created by the proposed masterplan complement and expand the city's retail offer by establishing a new retail loop that fattens out the existing linear core. The layout works positively with existing levels, using the 5m level difference to create two retail planes that form a new public square where they converge, and it is considered that this layout has been well thought out and maximises the potential of the application site, while creating street based retail development that reflects the character of existing streets in the city centre.

The limits for development set by the parameter plans strike a balance between the requirement to deliver a viable quantum of development with the demands of the location within and adjacent to the City Centre Conservation Area and a number of important heritage assets. Inevitably, tensions arise between the scale and massing proposed for new build elements of the scheme and their impact on existing built form. This is particularly acute in the case of block N where the massing is considerably greater than the existing buildings surrounding it. However, block N is similar in scale to the neighbouring block M, leading it to be less incongruous overall and while car parking requirements limited the applicant's willingness to reduce the scale and massing of the multi-storey car park, some concessions have been made to reduce the height of the block to Trafalgar Street by setting the upper floors back from the street frontage.

The proposed layout, which builds upon the historic street pattern to create a series of open streets and spaces, is a particularly positive aspect of the proposals. However, to be fully successful, it is expected that those streets and spaces will remain open to the public 24 hours a day.

The Urban Design Code sets out the intent for the treatment of built form, an intent that promotes the use of high quality materials and contextual responses. It is considered that this should drive the detailed design of individual blocks to realise a scheme that creates a strong sense of place and positively reinforces the distinctive character of the city centre.

The developer has also set out the intent for the public realm which identifies an approach rooted in the high quality public spaces and streets already present within the city centre including Peace Gardens, Barkers Pool and the Heart of the City. This approach is welcomed.

9. Built Heritage Assessment

9.1 The application site is sensitive in heritage terms. Approximately half the site is situated within the City Centre Conservation Area and there are two listed buildings and several non-designated heritage assets within the site boundary. There are further designated and non-designated heritage assets outside of the boundary whose setting may be affected by the proposed development.

This section first describes the current heritage policy context. It then considers each of the designated and non-designated heritage assets in terms of their significance and the contribution of setting to that significance. Finally, it considers the effect of the proposed development on those assets and their significance.

Heritage Policy Context

9.2 Chapter 12 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies relating to the historic environment.

9.3 Paragraph 126 requires local planning authorities to set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In doing so, the NPPF advises that 'they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.' In developing their strategies, local planning authorities should take into account:

- 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.'

9.4 When determining planning applications, paragraph 129 states that local planning authorities 'should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.'

- 9.5 Paragraph 131 also advises local planning authorities to take account of:
- 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.'
- 9.6 Paragraph 132 notes 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.' It goes on to advise that substantial harm to or loss of a grade II listed building should be exceptional and that substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings, should be wholly exceptional.
- 9.7 In paragraph 133, local planning authorities are advised to refuse consent for development that 'will lead to substantial harm to or total loss of significance of a designated heritage asset', unless it can be demonstrated that 'the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use.'
- 9.8 Paragraph 134 deals with less than substantial harm and notes that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'
- 9.9 Paragraph 135 sets out the policy test for the effect of an application on the significance of a non-designated heritage asset and advises that 'a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

- 9.10 Paragraph 136 states that the loss of the whole or part of a heritage asset should not be permitted 'without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.'
- 9.11 Paragraph 138 advises that not all elements of a Conservation Area will contribute to its significance, but that 'loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area ... should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area ... as a whole.'
- 9.12 The Planning (Listed Building & Conservation Areas) Act 1990 is relevant to the SRQ applications. Section 16 (2) of the Act states that:
- 'In considering whether to grant listed building consent for any works 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.'
- 9.13 The same general duty is to be applied by the local planning authority when considering whether to grant planning permission for development which affects a listed building. Thus, Section 66 of the Act states that the local planning authority shall again 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.'
- 9.14 Section 72 describes the general duty with respect to conservation areas and states that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area.'
- 9.15 The Unitary Development Plan (UDP) sets out the Council's general policy in relation to areas and buildings of architectural and historic interest in policy BE15. It states:
- 'Buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced. Development which would harm the character or appearance of listed buildings, conservation areas or areas of special character will not be permitted.'
- 9.16 Policy BE16 deals with development in Conservation Areas.
- 'In Conservation Areas permission will only be given for proposals which contain sufficient information to enable their impact on the area to be judged acceptable and which comprise:

- a) development, including erection of buildings and changes of use from originally intended uses of buildings, and built development in open spaces; or
- b) demolition of buildings, walls and other features; or
- c) proposals involving the felling or lopping of trees; or
- d) advertising;

which would preserve or enhance the character or appearance of the Conservation Area.

Buildings which make a positive contribution to the character or appearance of a Conservation Area will be retained.

These principles will also be material considerations in considering proposals, which would affect the setting of a Conservation Area or significant views into, or out of, the Area.

Redevelopment of sites which detract from a Conservation Area will be encouraged where it would enhance the character or appearance of the Area.'

9.17 Policy BE17 (Design and Materials in Areas of Special Architectural or Historic Interest) requires a high standard of design in Conservation Areas and the use of traditional materials. It also expects a sensitive and flexible approach to layout of new buildings, roads and footpaths.

9.18 Development affecting listed buildings is covered in policy BE19. It states:

'The demolition of listed buildings will not be permitted. Proposals for internal or external alterations which would affect the special interest of a listed building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use will be expected to preserve the character of the building.

Proposals for development within the curtilage of a building or affecting its setting, will be expected to preserve the character and appearance of the building and its setting.

The original use of a listed building will be preferred but other uses will be considered where they would enable the future of the building to be secured.'

9.19 It is worth noting here that the total preclusion of the demolition of listed buildings in BE19 does not reflect government policy. There would be little point for the national planning system to allow applications to demolish listed buildings if no listed building could be demolished. Indeed, this is reflected in the 'reasons for the policy' text that accompanies BE19, which says:

'National planning guidance is that there is a general presumption in favour of preservation of listing buildings except where a convincing case can be made out for alteration or demolition. Proposals for demolition are only likely to be approved in exceptional circumstances and where the Council is satisfied that it is fully justified, and necessary, and that there are no practical alternatives'. However, this discord with the NPPF results in a reduction in the weight that can be given to policy BE19.

- 9.20 Finally, in relation to the UDP, policy BE20 (Other Historic Buildings) encourages the retention of historic buildings which are of local interest but not listed.
- 9.21 Three further documents are considered relevant to the determination of the SRQ applications. They are Conservation Principles, Policies and Guidance (2008) and the Good Practice Advice notes 2 and 3 (2015), all produced by Historic England.
- 9.22 Conservation Principles Policies and Guidance is a guide to the assessment of significance. It describes the heritage values that can be attached to places as:
- Evidential value: the potential of a place to yield evidence about past human activity.
 - Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present.
 - Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place.
 - Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.
- 9.23 Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment advises, in paragraph 25, that:

'In deciding applications for planning permission and listed building consent, local planning authorities will need to assess the particular significance of the heritage asset(s) which may be affected by the proposal and the impact of the proposal on that significance... .'

It goes on to explain that 'if there is any apparent conflict between the proposed development and the conservation of a heritage asset then the decision-maker might need to consider whether alternative means of delivering the development benefits could achieve a more sustainable result, before proceeding to weigh benefits against any harm' (para. 26).

At paragraph 27 it states that:

‘Substantial harm is a high test which may not arise in many cases. In those cases where harm or loss is considered likely to be substantial, then the LPA will need to consider the relevant NPPF tests.’

- 9.24 Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets sets out guidance on managing change within the settings of heritage assets. It considers the extent of setting and its contribution to the significance of heritage assets.
- 9.24 The fundamental issues with regard to heritage policy are that special regard must be given to the desirability of preserving the heritage asset or its setting (as required by sections 16, 66 and 72 of the Planning (Listed Building & Conservation Areas) Act 1990) and that any harm to or loss of heritage assets requires clear and convincing justification and that substantial harm or total loss should not be allowed unless substantial public benefits outweigh that harm or loss.
- 9.25 In this instance the extant planning consents are also considered to be a material consideration. Permission was granted in December 2011 to extend the time limit for the implementation of the Sevenstone applications (05/03933/OUT, 05/03935/CAC, 05/03934/LBC and 05/03936/LBC). However, any applications for reserved matters approval subsequent to this application must be made by December 2016, when the permissions are due to expire.

Designated Heritage Assets within the site Boundary

Leah's Yard, 22 Cambridge Street

- 9.26 The applicant's Heritage, Townscape and Visual Effects Assessment (HTVEA) describes how Cambridge Street (formerly Coalpit Lane) was historically a metal and cutlery making area.
- 9.27 Leah's Yard, on the western side of Cambridge Street, began as a small shear and tool manufacturing complex. The houses at the front of the site (the oldest buildings in the complex which date from the early nineteenth century) were later converted to shops and offices. By 1850 the site was largely developed and is identified on the Ordnance Survey map as the Coalpit Lane Horn Works.

- 9.28 The arrangement of Leah's Yard, with several workshops around a central courtyard, was typical of the industry and in particular small craft workshops. The courtyard was accessed through a central cart entrance between the converted houses.
- 9.29 Steam power was introduced to the site during the nineteenth century and by 1892 it was occupied by Henry Leah, a manufacturer of die stamps for silverware. In 1905 there were 18 different small manufacturers on site (little mesters) all contributing to the elements of the cutlery trade.
- 9.30 The Leah family remained in part of the complex until the 1970s when they merged with Spear and Jackson. The site was sold on in the 1990s and the front range was used as shops in its last few years of occupation.
- 9.31 Leah's Yard was grade II* listed on 31 May 1983. The condition of the building has deteriorated and it has been on Historic England's Buildings at Risk register for some time.
- 9.32 A structural appraisal (prepared by Arup in early 2015) was submitted with the SRQ applications. It concludes that there are many minor structural issues caused by the deterioration of the fabric and the ingress of water into the buildings, but that the most serious problems are:
- A failed timber beam and floors above the junction of ranges 1 and 5, caused by the prolonged exposure to water from a failed roof valley gutter (see range numbers in Fig X below).
 - The failure of a timber support system for a party wall within range 5, caused by overloading and deterioration of the timber support system.
 - The outward movement of the Cambridge Street Street elevation on range 5. Emergency shoring and propping was installed in May 2015.

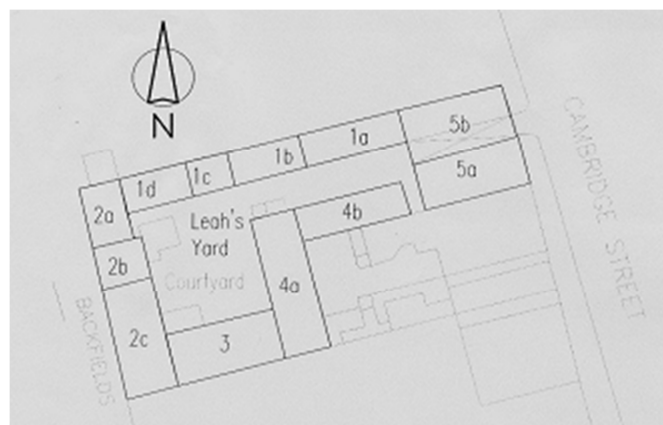


Fig 9: Leah's Yard plan and range numbers

In May 2015, the City Council carried out emergency repair and stabilisation works to the building.

Significance

- 9.33 Leah's Yard is nationally important (grade II* listed buildings are particularly important buildings of more than special interest). Its Heritage Value as described in the HTVEA is high. The site is also cited as a typical Sheffield works in the English Heritage publication 'One Great Workshop: The Buildings of the Sheffield Metal Trades'. It is a significant example of a complex of workshops developed piecemeal and altered for different aspects of Sheffield's cutlery and metal working trades.
- 9.34 The building is described in the submission as having particular evidential value as the existing buildings allow us to understand how the complex grew and was adapted over time. Indeed there are several internal features, including work benches and machinery associated with the metal trades industry, that enable us to understand and interpret just how it was used.
- 9.35 The buildings have historical value as surviving examples of a little mesters workshop, synonymous with Sheffield and the metal trades industry during the Industrial Revolution. Its central location is described as typical of the interconnected nature of independent manufacturers who worked in close proximity with larger, purpose built developments on the city fringe.
- 9.36 The HTVEA describes the building as having some architectural value, largely derived from its vernacular appearance and construction. It suggests that, as a collective, they form an architectural composition, but that the aesthetic quality or artistic value of the individual buildings is limited and has been further diminished by decay.
- 9.37 According to the HTVEA, as the complex was in private use and not generally accessible to the public, its communal value is limited to its links to a particular period and history.
- 9.38 The setting of Leah's Yard, in particular the layout of Cambridge Street and Backfields which follow the historic street pattern, contributes to its significance. The Tap and Tankard public house, which adjoins the southern elevation of Leah's Yard, also contributes to a general street composition. The exact date of the pub is not known and while alterations suggest it could pre-date parts of the Leah's Yard complex, it is not listed and the HTVEA does not consider it to be of individual merit.

The Proposals and their Effects

- 9.39 Planning permission and listed building consent are sought for alterations to and the refurbishment of Leah's Yard, including stabilisation and repair works.
- 9.40 As previously described, it is envisaged that Leah's Yard will be re-used as a number of small food and beverage units, with contemporary two to three storey extensions on the south side to create a retail frontage to New Fargate. The Block Design Code also allows for an opening to be formed in the outer elevation of the southern range to create access from the courtyard onto New Fargate. In addition, and in order to facilitate the extension to Fargate, the Tap and Tankard and adjoining properties to the south are to be demolished, which will impact on the setting of Leah's Yard.
- 9.41 The re-use of Leah's Yard as a number of small food and beverage units is considered, subject to sensitive alterations, to be an acceptable use of the land in policy terms. It would also be a welcome and potentially vibrant addition to the city centre, appropriately situated between the extended Fargate and the Devonshire Quarter to the north.
- 9.42 It should be noted that, in 2001, planning permission and listed building consent were granted for alterations to Leah's Yard for food and drink purposes; including the erection of a glazed roof (00/01356/FUL refers). This was renewed under application 06/00932/FUL in 2006. The extant Sevenstone scheme examined a number of options for the future use and modification of the complex, including roofing over the courtyard, though they were not part of the formal application. As a result of pre-application discussions there are no proposals in the current application to roof over the courtyard as it was felt that this would significantly alter the character of the complex, specifically the courtyard space. However the Design Code for Block DF indicates that future proposals could incorporate a roof structure to shelter part of the internal courtyard, subject to the appropriate consents. This is only likely to be acceptable if it has no load bearing requirements on the existing building and protects the character and appearance of the listed building.
- 9.43 Paragraph 132 of the NPPF advises that the significance of a heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. The existing premises have been vacant for a number of decades and are in a deteriorating condition. It is considered that the repair and refurbishment of Leah's Yard as proposed will not harm the significance of this important heritage asset and this view is largely shared, in principle, by Historic England. They welcome the proposed stabilisation and restoration of Leah's Yard, which they consider to be in accordance with the NPPF requirement to sustain and enhance the significance of the heritage asset. They also consider the schedule of proposed enveloping works to be acceptable and note that the application seeks to repair or replace fabric in a

like for like manner salvaging and reusing existing materials where possible. However, the application also proposes a number of alterations to the existing internal layout of the buildings, including the removal of a number of staircases, walls and access to the basement. In addition it is proposed to reinstate the twentieth century shop units fronting Cambridge Street. In the absence of an end user, Historic England requested that consideration be given to the retention these historic features, which we are happy to investigate and consider once a full planning application is received.

- 9.44 Concerns have also been raised in relation to the impact of the proposals on the setting of Leah's Yard, particularly the demolition of properties to the immediate south (i.e. 22 and 24 Cambridge Street). Specifically, while Historic England acknowledges the Council's long-term aspiration to develop shopping in this area, they are opposed to the extent of demolition of heritage assets and the loss of historic streets. The current scheme, they say, 'seeks to justify the demolition of the heritage assets on Cambridge Street to create New Fargate and to facilitate a visual and physical route from Marks & Spencer's to the new anchor store. In our view this would rob Leah's Yard of all of its surviving historic context and setting.' Historic England consider that this harmful impact is 'neither justified nor necessary' and advise that the local planning authority needs to be satisfied that the proposals have demonstrated that there is 'a clear and convincing justification for the harm caused by the scheme and that this is necessary to deliver public benefits in accordance with the NPPF.'
- 9.45 Cambridge Street was formerly known as Coal Pit Lane and first recorded in the eighteenth century. A number of the premises located to the south of Leah's Yard reflect the dense urbanisation of the locality during the nineteenth century and contribute to the yard's historic context. For this reason numbers 24 and 26 Cambridge Street (Chubbies Takeaway and the Tap and Tankard public house) were retained in the consented Sevenstone scheme. However, the surrounding area is fragmented and arguably dominated by the 1960s John Lewis store on the eastern side of Cambridge Street which does not relate to the listed building in scale, form or appearance and offers little in the way of animation to the street and, while the Tap and Tankard and its neighbours contribute to what remains of the historic townscape, they are of little architectural merit in their own right.
- 9.46 The demolition of numbers 24 and 26 Cambridge Street is proposed in order to achieve the urban design and retail benefits of a direct physical and visual link between the proposed anchor store and Fargate. In 2014, Sheffield City Centre ranked number 40 in Harper Dennis Hobbs' list of British centres by retail spend (well below Meadowhall at number 26) and did not even feature in their top 50 Vitality rankings (which measures the quality of retail offer rather than just size). It is generally accepted that the problem stems from the

historically long and fragmented nature of the city centre's retail offer. Therefore, in addition to creating additional retail floor area, the job of the SRQ is to create strong linkages between Fargate and the Moor. A strong link between Fargate and the anchor store is also considered to be essential in order to create the well-integrated, retail core that the city needs and is currently lacking.

- 9.47 The local planning authority accepts that the proposed development will unfortunately impact upon the setting of Leah's Yard. It also considers that that impact will be harmful. However, while Historic England consider that harm to be significant, the local planning authority are of the opinion that the degree of harm is less than significant and that it is outweighed by the public benefits that will deliver the vital improvements to the City's retail core. Moreover, new extensions to the south side of the yard will continue to provide a degree of context and prevent it from feeling stranded, and the retention of the alignment of the street, including properties to the north and 32 Cambridge Street to the south, will ensure the historic street pattern can be read and understood. In addition, proposals embodied in both the Urban Design and Public Realm Design Codes to upgrade the streets adjacent Leah's Yard to reflect the finer grain and historic character of the conservation area will provide an appropriate and much improved setting for the refurbished listed building. On this basis the current proposals are on balance supported, the significance and character of Leah's Yard will be retained and an important listed building will find new uses.

Former Bethel Chapel Sunday School, 32 Cambridge Street

- 9.48 The grade II listed former Bethel Chapel Sunday School was built in 1852 to serve the earlier chapel to the north (c.1832), which was set back from the building line of Cambridge Street with a small courtyard to the front.
- 9.49 The three storey brick built Sunday School is rectangular in form with a slate clad pitched roof. The principal elevations, which front Cambridge Street and Bethel Walk, are modest in appearance but are dominated by large, ordered windows, some of which are original.
- 9.50 The Sunday School was historically linked to the Chapel at an upper level but the link has long since been removed. During the late nineteenth century the ground floor may have been used by the adjacent horn works as a warehouse. It was later converted into a public house and underwent significant alterations in the second half of the twentieth century. Little of the historic interior now remains.
- 9.51 The Sunday School is separated from the partially concealed Chapel by Bethel Walk, an historic alleyway which allows glimpses of the north facing elevation of the listed building. The Sunday School is one of a number of

nineteenth century premises fronting the west side of Cambridge Street and reflecting the dense urbanisation of the area during the nineteenth century.

Significance

- 9.52 The HTVEA suggests that the heritage value of the Sunday School is moderate. It is a simple building with no interior of note which is listed for its group value with the much altered and unlisted Chapel as well as for its historic associations (the neighbouring Primitive Methodist Chapel formed part of a major movement in English Methodism during the nineteenth and early twentieth centuries. The Primitive Methodists saw themselves as practicing a purer form of Christianity). The two buildings are no longer considered to constitute an obvious group.
- 9.53 The exterior of the Sunday School has aesthetic value but the interior is much altered. The HTVEA considers that the building retains limited evidential value from its former use as a Sunday School, though it makes a positive contribution to the setting of Leah's Yard and to the townscape character of the City Centre Conservation Area. The Sunday School's setting comprises of the Chapel and adjoining buildings on the western side of Cambridge Street. However, its setting has been compromised by the large extension to the front of the Chapel (to form the George Binns Ltd store, now Stone the Crows) and the uncharacteristic form of the John Lewis department store on the opposite side of Cambridge Street.

The Proposals and their Effects

- 9.54 Listed building consent is sought for the demolition of most of the former Sunday School, plus the retention, making good and stabilisation of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk. Permission is also sought for the temporary protection and shoring of the remaining structure. The retained parts of the Sunday School will form part of proposed Block E.
- 9.55 Historic England (HE) accepts that the Sunday School has been significantly altered internally and they welcome its retention in part – acknowledging that the Sevenstone consent included its total demolition. However, they raise concerns about the extent to which the submitted assessment acknowledges the contribution the remaining building and its setting make to the significance of the listed building, and they consider that the extent of demolition would result in substantial harm to the significance of the listed building which again requires clear and convincing justification and should be weighed against the public benefits of the scheme (as required by paragraphs 132 and 133 of the NPPF) as well as our statutory duty to have special regard to preserving the building and its setting (LB and CA) Act 1990.

- 9.56 The extant consent to demolish the building in its entirety is a material consideration in determining the harm caused by the proposed demolition – in relation to the 2005 Sevenstone consent, the then English Heritage agreed that the loss of the Sunday School could be justified by the ‘extent to which the NRQ development would bring substantial benefits for the community’. So too are the extensive internal alterations to the school and the even more significant alterations and extension to the unlisted chapel, both of which are considered to have had a detrimental impact on the school’s significance, its setting and therefore its heritage value. For these reasons it is considered that the extent of the demolition proposed will result in harm to the significance of the listed building, but not substantial harm as now suggested by Historic England. The NPPF advises that a development that leads to less than substantial harm to the significance of a designated heritage asset need only be weighed against the public benefits of the proposal.
- 9.57 There has been an aspiration to deliver a step change in the retail provision of Sheffield City Centre for more than twenty years. The previously approved scheme, whilst still extant, is unlikely to be implemented given that Hammerson withdrew from their position as the Council’s appointed Development Partner in July 2013. Furthermore, the current scheme has been designed in collaboration with retailers to reflect new shopping habits and to ensure that it is deliverable and provides the range of units required to bring about the required change in retail provision which will allow Sheffield to compete effectively with other cities in the region. The current scheme is also considered to overcome the severance between the shops in Fargate and those on the Moor. Thus, it is considered that the proposed development will bring about substantial public benefits which are considered to outweigh the harm it causes to the grade II listed Sunday School.
- 9.58 That said, HE’s concern that the amount of demolition is based purely on the speculative size of the units and their arrangement within Block E is shared by the local planning authority. While it may be necessary to demolish all but the front and a small part of the side elevation, it may also be possible, within the parameters of the outline proposals and with a greater understanding of the needs of the future occupants, to retain more of the listed building. It is felt that options for preserving more of the remaining fabric of the Sunday School should be explored, notwithstanding the current proposals (submitted under applications 15/02939/FUL and 15/02940/LBC) for the demolition of part of the former Sunday School, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk.
- 9.59 HE are also concerned about the impact of the scale and massing of proposed Block E on the remaining part of the listed building and it is again accepted that balancing the urban design requirements of Block E will be

challenging. However, the retained lower portion of Cambridge Street is relatively narrow and the scale of development along the eastern edge of Block E is set at a level which reflects the retained façade. Along with the use of traditional materials, it is felt that this will sufficiently lessen the impact of the larger mass of Block E and retain the setting of the Sunday School.

Sheffield City Centre Conservation Area

- 9.60 The Cathedral Conservation Area and The Town Hall Conservation Area were designated in 1969 and 1976 respectively. They were amalgamated and extended in 1996 to form the City Centre Conservation Area. It incorporates a high concentration of listed buildings (most notably the grade I listed Town Hall) and varies in character from the dense building form of the Cathedral Quarter built in the 18th century to the larger and wider streets of the Victorian core.
- 9.61 The western portion of the conservation area, which lies within the SRQ boundary, reflects the rapid late eighteenth and nineteenth century expansion of Sheffield. The area, which is laid out with regular gridiron street patterns, contains a variety of building types associated with the metal trade industries including domestic housing, public houses, places of worship and small industrial workshops and commercial premises.

Significance

- 9.62 The Council produced a Statement of Special Interest for the conservation area in 1996. The Urban Design Compendium also denotes buildings which contribute to the Conservation Area's character.

However, in order to understand the contribution that individual and groups of buildings make to the significance of the conservation area, they have been divided into appropriate groups:

Pinstone Street North

- 9.63 18-20 Pinstone Street and 30-42 Pinstone Street were built in the late 1800s after the widening of Pinstone Street for tramworks. They overlook the grade I listed Town Hall.

Numbers 18-28 were constructed in 1895 to the designs of notable local architects Flockton and Gibb. Numbers 30-32 were built at around the same time for Reuben Thompson, a proprietor of the horse bus, coach and cab company which also owned a yard to the rear.

While there is variety in the detailed design of the Pinstone Street frontage, the buildings share a common scale and rhythm and, along with Town Hall

Chambers, Pinstone Chambers and 44-46 Pinstone Street, which fall outside the application site, they form a striking architectural ensemble.

- 9.64 The HTVEA describes the heritage value of the northern Pinstone Street range as moderate. They have certain aesthetic value and, as they were constructed around the same time as the grade I listed Town Hall and share an intrinsic setting, they have historic value too. They are therefore considered to make a substantial positive contribution to the significance of the City Centre Conservation Area.

Pinstone Street South

- 9.65 Numbers 68-76 Pinstone Street (Laycock House), 78-82, 88-92 (formerly the HSBC Bank) and 94-104 Pinstone Street are all red brick properties with stone detailing of a uniform scale. Laycock House was again design by Flockton and Gibb as shops with five 'better class dwellings' over. Its vertical proportions are exaggerated by a row of prominent chimney stacks. Number 94-104 (known as the Pepperpot building) also has an ornate roofscape featuring a distinctive turret and Dutch gabled dormers. These properties continue the Victorian frontage to the western side of Pinstone Street, albeit at a smaller scale than the range to the north. It is worth mentioning that the former Athol Hotel, a late nineteenth century public house with entrances on both Pinstone Street and Cross Burgess Street, dates from a similar period. However, its contribution to the character of the conservation area is diminished as a consequence of the mock tudor façade that was applied in the twentieth century.
- 9.66 The heritage value of this range of late nineteenth century buildings is described in the HTVEA as low though, as a group, they have aesthetic value and make a positive contribution to the significance of the City Centre Conservation Area. They also contribute to the setting of nearby listed buildings including the grade II listed Salvation Army Citadel on Cross Burgess Street and the Prudential Assurance Building on the eastern side of Pinstone Street.

Cambridge Street West and Wellington Street North

- 9.67 Numbers 2 to 18 Cambridge Street are modern additions to the streetscape. They are considered to be of an appropriate scale and they follow the historic street pattern. However, they have no individual architectural merit.
- 9.68 The two and three storey red brick buildings at 24-30 Cambridge Street are unlisted significant buildings that contribute to the character of the conservation area as described in the Urban Design Compendium. This range includes the previously described Tap and Tankard and Chubby's Takeaway.

- 9.69 Number 34 Cambridge Street, to the south of the Bethel Chapel Sunday School (number 32) is a former industrial premises. The brick built exterior has been rendered while the interior has been integrated with number 32 for use its previous use as a public house.
- 9.70 Numbers 38 and 40 Cambridge Street (now Hentry's Café) has a glazed ground floor shop frontage that returns on Wellington Street. Like all other historic properties on the western side of Cambridge Street it is constructed from red brick with stone dressings. Its neighbours, 2-4 and 10-16 Wellington Street, maintain a similar elevational treatment.
- 9.71 The HTVEA considers the heritage value of the Cambridge Street and Wellington Street buildings to be low, though they have historic value derived from their association with the development of the street and its connection to fine metal and cutlery making. The retention of the historic street pattern, the dense urban grain and range of architectural styles, which reflect the variety of buildings associated with this phase of the city's development, are all considered to make a positive contribution to the significance of the conservation area.
- 9.72 The setting of Cambridge Street west is informed by the John Lewis department store opposite, described as making a neutral/negative contribution to the conservation area, and while the range forms an important part of the setting of the grade II* listed Leah's Yard and the grade II listed Sunday School, the HTVEA considers that the heritage value of the group is diminished by loss of fabric and integrity, i.e the demolition of all but the façade of number 28 and inappropriate interventions including the modern interior at number 36.

Cambridge Street and Charles Street Junction

- 9.73 Numbers 4-8 Charles Street and 35-41 Cambridge Street appear as one building with a unified design in red brick with ashlar dressings. However their heritage value is described as low and, while they have aesthetic value as part of the townscape and contribute positively to the City Centre Conservation Area, they are relatively plain buildings of little architectural note.
- 9.74 Though they have a relationship with buildings of the upper side of Cambridge Street, their setting is largely derived from Premier House and John Lewis to the north and the Grosvenor Hotel to the west.

Burgess Street

- 9.75 Number 31 Burgess Street is a mid-nineteenth century public house adjacent to the grade II listed Citadel. It has been significantly altered, including timber and render applied to the exterior. Therefore, while it has some aesthetic

value in connection with the Citadel and communal value by virtue of its continued use as a pub, its heritage value is described as low.

- 9.76 Other than the Citadel, its setting comprises of the John Lewis department store and Barkers Pool House, both of which tower over number 31.

The Proposals and their Effects

- 9.77 Outline planning permission is sought for a comprehensive retail-led mixed use scheme, which includes the demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities (15/02917/OUT). In order to facilitate these proposals, full planning permission is sought to demolish non-listed buildings in the conservation area, including 78 - 82 Pinstone Street, 24 - 26, 28 (facade), 30, 32 -34 (rear), 36, 38 - 40 and 35 - 41 Cambridge Street, 2 - 4 and 10 - 16 Wellington Street, 4 - 8, 1 - 11 and 19 Charles Street, 31 Burgess Street, the John Lewis department store and multi storey car park, 11 - 21 Barker's Pool, Barker's Pool House on Burgess Street and 14 Cross Burgess Street and for the retention of building facades at 30 - 42, 88 - 92 and 94 -104 Pinstone Street (15/02938/FUL).
- 9.78 Paragraph 138 of the NPPF advises that the loss of a building which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm (para. 133) or less than substantial harm (para. 134) taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.
- 9.79 Historic England (HE) consider that the loss of many of the historic buildings on Cambridge Street and the fragmentation of this historic route, and that of Burgess Street, through the insertion of Plot H/J, Plot B and Plot A/C, would be harmful to this part of the conservation area and the setting of Leah's Yard. They are particularly concerned about the loss of 24-26 Cambridge Street, i.e. the Tap and Tankard Public House and adjoining shop.
- 9.80 HE are also concerned about the massing and height of a number of the proposed plots, in particular the relationship of Plots B, E and HJ with adjacent heritage assets and their impact on views within and out of the conservation area.
- 9.81 While HE acknowledge the Council's long-term aspiration to develop shopping in this area, they are concerned by the extent of demolition of heritage assets and the loss of historic streets. Specifically they consider that

the demolition of heritage assets on Cambridge Street would rob Leah's Yard of its surviving historic context and that New Fargate would result in the total disintegration of the grid pattern of dense nineteenth century development which characterises this part of the conservation area and is a key component of its significance. This, they say, is a harmful impact which in their view is neither justified nor necessary.

- 9.82 Your officers agree that the loss of a substantial number of unlisted buildings which make a positive contribution to the character and significance of the City Centre Conservation Area would have a harmful impact on the conservation area, as well as the setting of Leah's Yard (the latter was discussed at paragraphs 9.26 to 9.46). However, the proposed demolitions are not considered to cause substantial harm because the contribution these buildings make to the significance of the conservation area is constrained by the impact that the existing John Lewis department store, Premier House, the Grosvenor Hotel and other inappropriate interventions in the vicinity have already had on the character and appearance of the area. Moreover, efforts have been made to retain elements of the historic street pattern, including the central portion of Cambridge Street and the lower section of Burgess Street. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm need only be weighed against the public benefits of the proposal.
- 9.83 As discussed in Section 8, the planning application refers to the testing of several options for the layout of the SRQ, including the optimum location of the department store. The new anchor store must create a focus for the development and draw footfall away from established routes and, in order to achieve this, the new layouts need to be legible and easy to understand and move around.
- 9.84 The current alignment of Fargate, and its position as the city's prime retail pitch, provided an opportunity for creating a strong connection through the site. However, the alignment of New Fargate was fixed by the following geometries:
- Marks and Spencers, a large established freehold unit which forms an important anchor to the east of the SRQ.
 - Numbers 2-6 Pinstone Street, adjacent Town Hall Square, sit in a prominent location and have an attractive, late Victorian stone façade which makes a significant contribution to the streetscene and the setting of the grade I listed Town Hall.
 - Leah's Yard is a grade II* listed building. It provides a northern limit of deviation for New Fargate.
- 9.85 These fixed points defined the route of New Fargate and helped to generate a

scheme which, as well as being legible and easy to navigate, overcomes the severance between Fargate and the Moor and provides a critical mass of new retail floor space, in particular the larger premises currently absent in the Primary Shopping Area.

- 9.86 It could be argued that a sizeable quantity of additional retail floorspace could be developed in a more organic way, by removing buildings of little character and utilising vacant land, while any buildings of character are retained. However, the opportunity for this to happen has existed for many years during which there has been negligible retail development and the position of Sheffield as a shopping centre has continued to decline.
- 9.87 HE's concerns about the relationship of Plots B, E and HJ with adjacent heritage assets and their impact on views within and out of the conservation area have been considered. It is generally accepted that a balance must be struck between the limits for development set by the submitted parameter plans, the requirement to deliver a viable quantum of development, and the impact of the development on the western fringe of the City Centre Conservation Area and a number of important heritage assets. On balance, and for the many reasons previously stated, Officers are satisfied that a scheme which will not detract from the Conservation Area is achievable and that the harmful impact of the proposed SRQ on the City Centre Conservation Area is outweighed by public benefits.

Designated Heritage Assets Outside the Site Boundary

Town Hall

- 9.88 The grade I listed Town Hall was built between 1890 and 1897 to the award winning designs of E.W Mountford (1855-1908) in a competition judged by Alfred Waterhouse. It was opened by Queen Victoria.
- 9.89 The Town Hall was first extended in 1923. In 1977 additional space was provided in the form of the 'Town Hall Extension' (also known as the 'Egg Box') which was connected to the Town Hall by a glazed link bridge. The latter addition was demolished in 2002 to make way for the Heart of the City developments. The Town Hall overlooks the application site and the retained Pinstone Street facades.
- 9.90 The Heritage Value of the Town Hall is high and it has considerable aesthetic value both in relation to its grand civic exterior and the richly decorated interior. The scale of the building, and its asymmetrical tower, contributes to its standing as a focal point of the City Centre Conservation Area.
- 9.91 The Town Hall has historic value for its associations with Sheffield and the development of the City during the late nineteenth and early twentieth centuries, and it has particular communal value as a result of its civic use.

- 9.92 Aspects of the setting of the Town Hall which contribute to its significance include the strong and repetitive form of the Pinstone Street façade opposite, and the Peace Gardens, a modern and heavily used public space to the south-west on the site of the former St Paul's Church and garden. Town Hall Square, the space in front of the Town Hall, was formed by the road widening scheme of the late nineteenth century.
- 9.93 The proposed development will seek to improve both the physical and visual connections between Fargate and New Fargate, impacting on the appearance of Town Hall Square and the setting of the Town Hall. However, these changes should result in net improvements to the public realm and enhance the setting of the Town Hall.
- 9.94 Views of block AC will be seen from the Town Hall. However, the scale of development is restricted and any increase in height set well back from the Pinstone Street frontage. Subject to the use of high quality materials and detailing, it is considered that the proposals will not harm the setting of the Town Hall.

City Hall

- 9.95 The grade II* listed City Hall, on the northern side of Barker's Pool, was designed by E. Vincent Harris and opened in 1932. The result of another competition, the brief was originally for one large and one small hall, but it was expanded to include a ballroom, bars and ancillary accommodation.
- 9.96 The Heritage Value of the City Hall is described as high. It is built in a Classical Revival style and considered to be a fine example of inter-war civic buildings. Its communal value is also considerable given its civic function.
- 9.97 The principal elevation of the Hall fronts Barker's Pool, a public square containing the grade II listed First World War memorial. The square, including the memorial, is considered to provide an attractive and appropriate setting for the Hall and the existing John Lewis store adequately encloses the square to the south. However, numbers 11-21 Barker's Pool (formerly the Odeon cinema) and 2-6 Cambridge Street are not considered to contribute to the setting of the City Hall.
- 9.98 The proposed development, which skirts the south side of Barker's Pool, will impact on the setting of City Hall. However, block B remains parallel to, and ties in to the cornice line of, the City Hall thus maintaining its visual primacy and protecting its setting from harm.

Salvation Army Citadel

- 9.99 The grade II listed Salvation Army Citadel, which opened its doors in 1894, was one of four Salvation Army halls in Sheffield. It was designed by the

architect William Gilbee Scott in a castellated style, and contained a large theatre-like auditorium with tiered seating and balconies. The Citadel was renovated in the 1950s and continued to be used by the Salvation Army until 2000, since when it the building has been vacant.

- 9.100 The Heritage Value of the Citadel is described as moderate. The principal elevation to Cross Burgess Street is attractive and heavily detailed, in contrast to the plain and undecorated Burgess Street return.
- 9.101 To the west, the setting of the Citadel is poor – a busy junction opposite the entrance to the John Lewis' car park and loading bay. To the east it is intrinsically linked to Pinstone Chambers, which was developed by the Army as shops and offices, and it faces the return elevation of Laycock House to the south.
- 9.102 The residential element of block A is potentially 2 storeys higher than the highest point of the Citadel. However, the new buildings should not be over dominant as they are separated from the rear elevation of the listed building by a service yard. Moreover, it is considered that the removal of traffic and the pedestrianized streets, as well as the intention to return the retail frontage of block C along the retained section of Burgess Street, will improve the presence and setting of the Citadel.

St Matthew's Church

- 9.103 The grade II listed St Matthew's Church and railings (1854-1855) were designed by Sheffield based practice Flockton and Son. The stone built church, which is located between Carver Street and Backfields, just outside the application site, was an important centre for missionary and charity activity in Sheffield in the second half of the 19th century. It has a relatively simple Gothic exterior and a rich and interesting interior including many Arts and Crafts fixtures and furnishings.
- 9.104 To the south the church adjoins St Matthew's Hall, a brick built former Clergy House and Sunday School which is described in the Urban Design Compendium as a significant building which contributes to the character of the area. The Hall forms an integral part of the setting of the church. Modern buildings to the north and west however, do little to improve the setting of the church's principal elevation.
- 9.105 The rear elevation of the church forms a group with the grade II* listed building that forms the rear of Leah's Yard. Their relatively intimate scale is appropriate given the narrow width of Backfields, while the recent three storey extension to the rear of St. Matthew's Hall is considered to be a sympathetic addition to the streetscape.

- 9.106 The Heritage Value of St Matthew's Church is described as moderate. The church and its spire have aesthetic value, though it is the church's interior that contributes most to its significance. It has some historic and communal value given its connections to the nineteenth century and wider charitable activities.
- 9.107 Land to the south of St Matthew's Hall is currently in use as a surface level car park. Proposed block F, though separated from the Hall, will reinstate some much needed context. Furthermore, the Design Code for block F indicates that its height and appearance will be influenced by Leah's Yard. On this basis it is felt that the proposed development will contribute positively to the setting of St Matthew's Church.

War Memorial

- 9.108 The grade II listed War Memorial was built in the 1920s to commemorate the 5000 Sheffield men who lost their lives in the First World War. It comprises of a 27 metre high steel post topped with a bronze crown on a bronze base with life-size figures of soldiers. The Heritage Value of the memorial is described as moderate. It shares the setting of the City Hall, as described above, and forms an integral part of Barker's Pool.
- 9.109 Subject to the continued and appropriate enclosure of Barker's Pool, it is considered that the proposed development will not impact on the significance or setting of the War Memorial.

Aberdeen Works

- 9.110 Aberdeen Works were purpose-built silver and electro-plate works built for the manufacturer Francis Howard. The red brick building range has a U shaped plan around a narrow courtyard accessed from Division Street. The main range, which dates from 1883, faces west onto Trafalgar Street. The eastern range backs on to a row of early nineteenth century single aspect houses on Canning Street. The Works were grade II listed in 2007.
- 9.111 The setting of Aberdeen Works is protected to some extent by adjoining buildings to the north, east and south which make up the remainder of the block. Further afield, the context is a mix of old and new, but includes a grade II listed range of former houses (now shops) to the immediate north-west (105 to 125 Devonshire Street).
- 9.112 Block N of the proposed development, the multi-storey car park, is located to the south of Devonshire Lane. It comprises of 9 levels of car parking but incorporates setbacks along Trafalgar Street and Devonshire Lane designed to mitigate the effects of such a large mass on the neighbouring residential buildings and on views from the courtyard of Aberdeen Works.

9.113 The current proposals will impact on the setting of Aberdeen Works. It is considered that the set-backs, which did not feature in the extant Sevenstone scheme, do mitigate to a degree the impact of Block N by reducing the mass seen from the courtyard and bringing the immediate built form down to a scale similar to the existing office accommodation at the eastern end of Devonshire Lane. However, longer views will be more adversely affected and so, despite attempts to mitigate its impact, it is considered that block N will cause harm to the setting of Aberdeen Works.

105-125 Devonshire Street

9.114 The grade II listed buildings at 105-125 Devonshire Street, which have a three bay side elevation on the western side of Trafalgar Street, were built as 10 three storey houses circa. 1840. All now have ground floor shop fronts facing onto Devonshire Street and the central block is raised and has a central pedimented window at first floor level.

9.115 The setting of these buildings is primarily formed by Devonshire Street but, as with nearby Aberdeen Works, block N will be seen in views of the listed building from the junction of Trafalgar Street and Devonshire Street. Again, the setbacks that have been incorporated along the Trafalgar Street frontage will mitigate the impact of block N and so its impact is not considered to be harmful.

9.116 A number of other grade II listed buildings lie just beyond the boundary of the SRQ, including Carmel House at 49-63 Fargate, the former Waterworks Offices at 2-12 Division Street, and the former Prudential Assurance Building at 87-89 Pinstone Street. However, it is considered that they are generally sufficient distance from the application site to avoid any direct impact on their significance or setting. However, many of them will benefit from the improved connections and public realm enhancements that will occur at the periphery of the application site.

Summary and Conclusion

9.117 As previously described, the NPPF states that, as heritage assets are irreplaceable, 'any harm or loss should require clear and convincing justification.' It goes on to advise that local planning authorities should refuse consent for development that 'will lead to substantial harm to or total loss of significance of a designated heritage asset', unless it can be demonstrated that 'the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site;
- and

- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.'

9.118 Where development leads to less than substantial harm, the NPPF states that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'

9.119 In relation to conservation areas, the NPPF is clear that the 'loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area ... should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area ... as a whole.'

9.120 The applicant asserts that the wider economic benefits of the SRQ are justification for the scale of change and that the retention of the heritage assets identified for removal would unacceptably compromise the amount and configuration of shop units required to support this major city centre retail scheme. They also suggest that the proposals have the following heritage benefits (taken from the Planning Statement):

- The proposals incorporate the refurbishment and eventual reuse of the Grade II* listed Leah's Yard in Cambridge Street. The building has Category D status on the Historic England *Heritage at Risk Register* and the proposals will arrest the continuing decline in its condition.
- The former Bethel Sunday School located on Cambridge Street will be partially retained. Consent for the demolition of the entire building was granted under the 2005 NRQ application. The proposals realise a viable use for this building, in a vital new setting, retaining elements of primary significance in an appropriate context.
- The proposals include the retention and integration of locally identified unlisted significant buildings that contribute to the character of the area, such as the Pepperpot building and Laycock House. This will be accompanied by the provision of a high quality hard landscaping scheme throughout the SRQ that, in conjunction with highway reconfiguration, will facilitate the pedestrianisation of some areas. In turn, this will lead to a net enhancement to the character and appearance of the Sheffield City Centre

Conservation Area, and to the way it functions, meeting wider objectives of good urban design.

- Finally, the removal of existing areas of poor townscape quality and replacement with development of high quality will enhance the setting of surrounding heritage assets. In particular, the Grade II* listed City Hall and the Grade I listed Town Hall will be improved by urban design benefits to the surrounding environment and provision of sensitively designed development adjacent.

9.121 These assertions are generally supported, as is the analysis that has defined the scale and layout of the current proposals. The proposed development is both necessary and sustainable and will bring about substantial economic and social gains and many positive improvements in the quality of the built environment in the city centre.

9.122 Regard has also been had to the desirability of preserving the heritage assets affected by the proposals and Officers are reasonably content – subject perhaps to further discussions relating to the extent of demolition of the listed Sunday School – that the proposals limit harm to the significance and setting of the many designated and undesignated heritage assets affected by the proposals and that the opportunity the SRQ scheme presents to secure the refurbishment and re-use of the grade II* listed Leah’s Yard is a significant benefit. It is considered that the impact of the development on the significance of Leah’s Yard as a result of the demolition of adjoining buildings is harmful, but does not amount to significant harm and, in any case, is outweighed by substantial public benefits that outweigh that harm.

9.123 Those same demolitions will undoubtedly have a negative effect on the character and appearance of Cambridge Street and cause harm to the City Centre Conservation Area. However, the Conservation Area covers a large area of the city centre and, in the context of the submitted proposals, it is considered that the degree of harm caused to the significance of the Conservation Area as a whole is within acceptable limits. Furthermore, the effect of the proposals on the setting of listed buildings in or close to the site has been assessed and it is concluded that none will be adversely affected.

9.124 It is concluded that the harm to and loss of heritage assets is unfortunate, and that opportunities to minimise that harm and loss will be sought wherever possible, but that the benefits to the City of the currently proposed SRQ scheme outweigh the injury to the City’s heritage and adequately meet the requirements of the NPPF.

10. Highways and Transport

- 10.1 The City Centre Masterplan, the Urban Design Compendium and the Design and Development Framework Document for The Moor (2004) all make reference to the City's long held ambition to improve pedestrian links between the Moor and surrounding areas. In particular, the Design and Development Framework for The Moor describes the need, at Charter Square, to improve accessibility, subordinate traffic and create a sense of place. With the demolition of the Grosvenor Hotel due to commence in late 2016, the Highway Authority have now committed to carrying out a scheme of works to improve pedestrian and cyclist connectivity across Charter Square.
- 10.2 Whilst this is a positive step, which also reflects the long term aims of the SRQ proposals, this committed scheme makes some changes compared with the baseline condition assessed in the Transport Assessment (TA), which was based on the current layout of Charter Square. It is important to note that the baseline for any future assessment will be the committed highway authority scheme, though the end result of the highway and transport proposals are expected to remain broadly the same.
- 10.3 The outline planning application for the SRQ includes a TA which examines the predicted travel demand, movement patterns and potential transport impacts arising from the proposed SRQ development. The TA, as originally submitted, was based on a scenario whereby buses were to be removed from Pinstone Street and re-routed through the city centre via Rockingham Street and Arundel Gate, thus allowing for the option to pedestrianise Pinstone Street at some point in the future. In addition, the proposals sought to achieve vehicular access to both the multi storey car park and the anchor store car park (in blocks M and N) from both the north and south.
- 10.4 Following a period of consultation and assessment it became clear that the relocation of buses from Pinstone Street, and the desire to achieve maximum vehicular accessibility to the car parks, raised a number of potentially significant issues including concerns from public transport providers and harmful environmental impacts on parts of the Devonshire Quarter, in particular some of the residential streets surrounding block N. In order to address these issues the proposals have been revised and the applicant has submitted an addendum to the TA, dated 19th February 2016, which retains buses on Pinstone Street and relies on Rockingham Street to provide access to the SRQ car parks. The amended proposals route cars to the anchor store and multi-storey car parks via Rockingham Street from the north, and to the multi-storey car park only via Rockingham Street from the south.

- 10.5 Against these changes, this section considers key national and local transport policies, proposed car parking provision and routes to the new car parks, access for public transport, cycle routes, servicing, the management of the public realm, travel demand and traffic modelling.

Transport Policy Context

- 10.6 Chapter 4 of the National Planning Policy Framework (NPPF) discusses how development should promote sustainable transport, stating that ‘all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment’. It goes on to establish a number of principles that plans and decisions should take account of, including whether:
- ‘The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - Safe and suitable access to the site can be achieved for all people; and
 - Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe’ (para.32).
- 10.7 The NPPF states that developments should be located and designed where practical to:
- ‘Accommodate the efficient delivery of goods and supplies;
 - Give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
 - Create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
 - Incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
 - Consider the needs of people with disabilities by all modes of transport’ (para. 35).
- 10.8 Transport features in a number of the objectives identified in Sheffield’s Core Strategy, objectives which are intended to help manage the tensions between the need for mobility and choice on the one hand and those of minimising congestion and promoting good health on the other. The following policies are the most relevant to the SRQ.
- 10.9 Policy CS 51 (Transport Priorities) states that the strategic priorities for transport are:
- Promoting choice by developing alternatives to the car;

- Maximising accessibility;
- Containing congestion levels;
- Improving air quality;
- Improving road safety; and
- Supporting economic objectives through demand management and sustainable travel initiatives.

10.10 Whilst aiming to reduce the distances that people need to travel, the Core Strategy recognises that it is also important to plan for those trips that still need to be made by promoting sustainable modes of travel and managing demand for travel patterns that would otherwise be unsustainable. Policy CS53 (Management of Demand for Travel) advises that the increasing demand for travel in all parts of the city will be managed by:

- promoting good quality public transport and routes for walking and cycling to broaden the choice of modes of travel;
- making best use of existing road capacity through the use of variable-message signing and Intelligent Transport Systems;
- implementing Travel Plans for new developments to maximise the use of sustainable forms of travel and mitigate the negative impacts of transport, particularly congestion and vehicle emissions;
- active promotion of more efficient and sustainable use of vehicles through car clubs, car sharing to increase vehicle occupancy and incentives for using alternatively fuelled vehicles. These will be associated with new residential and commercial developments and particularly in the City Centre;
- managing public car parking to reduce long-stay commuter parking in favour of short-stay and providing long-stay park-and-ride facilities near the edge of the main urban area;
- creating Controlled Parking Zones to manage traffic levels in constrained locations and encourage the use of more sustainable modes of travel, with priority to:
 - i. the City Centre;
 - ii. the Peripheral Residential Parking Zone around the City Centre, incorporating Broomhill, Sharrow, Broomhall and Crookesmoor;
 - iii. the eastern end of the Lower Don Valley, including Atlas and Carbrook;
- applying maximum parking standards for all new developments to manage the provision of private parking spaces.

10.11 Policy CS54 (Pedestrian Routes) seeks to encourage trips made on foot by seeking improvements to the pedestrian environment, with access into the city centre a priority.

- 10.12 Cycling is a sustainable and growing form of travel for short to medium length journeys in the city. CS55 (Cycling Routes) seeks to increase the number of cyclists and improve safety by developing a cycle network with emphasis on employment locations, including the city centre.
- 10.13 The Core Strategy also notes that, in order to achieve a more accessible City Centre and support its economic transformation, larger, higher quality car parks are needed to provide the level of accessibility and security required to encourage people to visit the City, stay longer and boost the economy. Policy CS57 (Park and Ride and Car Parking in the City Centre) seeks to increase short-stay parking provision in the City Centre to 9,500 spaces. Pricing policies will be implemented to favour short-stay over long-stay parking.
- 10.14 Policy CS60 (Transport in the City Centre) aims to manage the transport network into and within the city centre to support the development of its core city functions. In addition to providing a range of public transport improvements and additional short stay parking spaces, the policy seeks to help people find their way around the city centre by extending the Connect Sheffield project to all areas, including the new retail quarter.
- 10.15 Finally, policy CS61 (Pedestrian Environment in the City Centre) promotes further improvements to the pedestrian environment by establishing Pedestrian Priority Zones in areas including the new retail quarter.

Car Parking Provision and Routes to the Car Parks

- 10.16 Two multi-storey car parks are proposed to serve the SRQ, one attached to and serving the anchor department store to the east of Rockingham Street (with a capacity of 828 spaces) and one on the western side of Rockingham Street (with a capacity of 1332 spaces) serving the rest of the SRQ and the city centre generally. Disabled and parent and child parking spaces are mixed in with this provision at 6% of the overall total.
- 10.17 On weekdays it is estimated that 500 parking spaces will be required for the proposed office uses. 69 dedicated parking spaces are proposed in a basement car park beneath Block H/J, accessed via Pinstone Street. The remaining weekday office demand (431 spaces) would be accommodated in the stand-alone multi-storey car park when shopping demand is lower.
- 10.18 No car parking provision is being made for the residential elements of the scheme. Residents with cars would be expected to use the existing city centre car parks.
- 10.19 Seventeen (17) Click and Collect parking spaces are proposed in a small car park to the immediate north of the anchor department store, accessed via Rockingham Street.

- 10.20 In total, up to 2250 car parking spaces are proposed within the SRQ. This figure was derived from a combination of footfall data from other similar scale/type shopping centres (specifically the modal share of that footfall that travels by car) along with interrogation of the computer database TRICS, which holds empirical survey information of traffic generation and parking provision for different types of development. The level of proposed car parking is very similar to that approved in the extant Sevenstone consent and, takes into account the loss of 1268 existing car parking spaces (in car parks and on-street). Officers therefore consider that the proposed number of parking spaces falls within acceptable limits.
- 10.21 Access to both multi-storey car parks will be restricted to the amended routes by the imposition of Traffic Regulation Orders and junction geometry. The simplified access routes will not only be easier to navigate, but they take traffic away from the more sensitive noise and air quality receptors on local routes, including Trafalgar Street, Westfield Terrace and Devonshire Lane, in order to reduce the impact of the development at these locations.
- 10.22 A key element in the success of the routing strategy will be the implementation of a coherent network of traffic direction signs, including Variable Message Systems (VMS). Signing to the two SRQ multi-storey car parks will need to be developed in conjunction with signing to existing city centre car parks, in order direct motorists to the most the appropriate site.

Access for Public Transport

- 10.23 As previously described, the revised proposals retain existing bus services on Pinstone Street. Therefore key routes serving the SRQ will be via West Street for both trams and buses, with bus services also running along Pinstone Street, Charter Row, Arundel Gate and Eyre Street. The proposals involve building upon the Highway Authority scheme for Charter Square through the implementation of bus gates to provide a two-way route for buses, taxis and cyclists only. It is felt that removing the private car from Charter Square will further enhance the public realm and improve pedestrian and cycle connectivity between the SRQ, the Moor and Pinstone Street.
- 10.24 The existing taxi rank at Barkers Pool will be retained and is well located to serve the SRQ. The TA suggests that a new rank should be provided on Union Street. Some taxi routes would be revised as a consequence of the SRQ, but not significantly.
- 10.25 The Institute of Highways and Transportation recommends maximum walking distances should not exceed 400 metres. The combination of trams, buses and taxis will ensure that users of these modes of travel have good access to the city centre, with all parts of the SRQ within 400 metres of a bus or tram stop. Moreover, the pedestrianisation of a number of streets in the SRQ will

improve the pedestrian experience by creating a safer and more attractive environment.

- 10.26 In addition, while the SRQ will be easily accessible by public transport, it is acknowledged that a large number of trips to the site will be made in cars. The SRQ Travel Plan will seek to ensure that visitors and staff to the site are fully aware of the travel choices available to them and that the maximum opportunity is taken to promote sustainable travel options.

Cycle Routes

- 10.27 No 'streets' within the SRQ will exclude cyclists, though owing to a combination of footfall and the physical geometry of the streets, some will be more attractive for cyclists to use than others. This is consistent with the Council's aspirations for city centre cycling.
- 10.28 It is envisaged that commuter movements for cyclists though the SRQ along a north-south axis will be provided via Trafalgar Street. For cycle commuter movements along the east-west axis, the route is provided via Division Street, Barkers Pool and Surrey Street. A route is also available along Charles Street, Cross Burgess Street and Wellington Street. The revised planning application submission has simplified the routes for customers driving to the two multi-storey car parks, which in turn has reduced the amount of vehicular traffic on most of the above-mentioned cycle routes. Primary cycle routes will also be improved/provided along the southern edge of the SRQ from Charter Row, through Charter Square to Moorhead, where the options will be to turn north onto Pinstone Street or to continue to Furnival Square.
- 10.29 The drawings (preliminary designs) contained within the original planning submission were the subject of a Stage 1 Road Safety Audit (RSA1) which highlighted a number of cycling safety concerns (and offered potential solutions). CycleSheffield also raised a number concerns through the consultation process which focus on maintaining the continuity of cycle routes and avoiding conflict hot-spots with vehicles and pedestrians. Most of the original drawings have been superseded by the revised planning submission, which triggers the need for an updated RSA1 and while more work is required in order to develop the detailed proposals, preferably with the involvement of CycleSheffield, the proposed strategy of high quality primary routes around the edge of the SRQ, secondary commuter routes through the site and access to all areas for cyclists, is considered to be sound.
- 10.30 Cycle parking will be provided throughout the SRQ as well as in a Cycle Hub, currently located within the western multi-storey car park. The hub will provide secure long stay parking as well as other facilities including showers, changing rooms and lockers. There is also potential for a cycle repair facility. Vehicular traffic heading to and from both multi-storey car parks will be heavy

at times, which is not ideal for cyclists accessing the hub. It is considered that further thought needs to be given to the location of the hub.

Servicing

- 10.31 The SRQ's main service yard is located under the proposed department store and is accessed via Rockingham Street. Service vehicles will approach and leave the yard via Charter Row, avoiding the approach from the north as the topography of the West Street/Rockingham Street is unsuitable for HGVs and slow moving vehicles setting off from the traffic lights would disrupt bus and tram services along West Street.
- 10.32 From the main service yard, corridors will be constructed to trolley goods to a large proportion of retail units, leaving blocks B, D, F and G to be serviced from on-street. The TA advises that on-street servicing would take place outside of peak pedestrian periods and would likely follow the existing restrictions on Fargate.
- 10.33 Until details are known about the actual occupants of blocks B, D, F and G, it is difficult to anticipate the number of daily off-peak deliveries. However, based on the TA survey data and the gross floor area of the blocks, it is considered that up to 20 vehicles might be expected and dwell times would be approximately 30 minutes. In these circumstances a pre-occupation planning condition would be attached to a positive recommendation requiring full details of the servicing strategy to be submitted for approval by the local planning authority. The strategy would have to ensure that the number of service vehicles entering the SRQ to deliver from on-street does not exceed the number of designated spaces at any one time. It would also specify suitable mechanisms for the developer, police and Sheffield City Council to monitor and enforce the approved strategy.
- 10.34 As a result of the amendment to retain buses on Pinstone Street, the servicing arrangements for nearby buildings on Pinstone Street and Surrey Street, including the Town Hall, would be unaffected by the SRQ. Their delivery vehicle routes and on-street servicing arrangements would remain the same.
- 10.35 Vehicles delivering to existing premises along Division Street can currently leave the area via Cambridge Street and Wellington Street to Charter Square. The SRQ results in the closure of Cambridge Street, severing this exit route. Backfields is an alternative route, but it may not be particularly suitable for larger delivery vehicles. The plans currently submitted indicate a turning-head by the War Memorial outside the City Hall, for use by delivery vehicles and other traffic to turn and head westbound along Division Street. Your officers (and the RSA1) consider that vehicles turning and reversing in this location, where there is a high concentration of pedestrian activity and a commuter cycle route, would be unsafe. Delivery vehicles in particular can have blind spots when reversing. Further work is therefore required in order to find an

alternative solution. This might entail creating a delivery exit route via Holly Street.

Management of the Public Realm

- 10.36 The development will entail the demolition of a large number of existing buildings within the site boundary. Some of the new buildings will encroach into what is currently adopted public highway. Where this happens, those sections of highway will need to be formally stopped-up.
- 10.37 The application proposes that the public realm surrounding the new buildings also be stopped-up. The pros and cons of whether the public realm should remain adopted public highway or effectively be privatised are still being weighed up and this report does not attempt to conclude the matter. If, however, the public realm is retained as adopted highway, public access to the SRQ site can be maintained 24 hours a day, 7 days a week and the local authority and police force can continue to enforce Traffic Regulation Orders which allow permeability through the development by pedestrians, cyclists and on-street service vehicles (and penalise any abuse). In this instance the developer would be asked to enter into a maintenance agreement in order to secure the upkeep of the public realm, similar to the ones covering the Peace Gardens, Fargate, Barkers Pool and Sheaf Square.
- 10.38 If the decision is taken to stop-up and privatise the streets within the application site, a legal agreement will be required in order to ensure public access is maintained at all times. Without such an agreement, it would be possible for the landowner to restrict access to the SRQ (similar to Meadowhall closing at night-time). Restricting permeability for pedestrians and cyclists would significantly increase travel distances and journey times. In addition, stopping up would significantly diminish the powers of the local authority and police force on issues such as on-street servicing. If servicing took place in inappropriate areas, at inappropriate times, or in a manner that might compromise health and safety, the landowner would be responsible for taking appropriate action.
- 10.39 Unlike the Sevenstone scheme, the current proposals seek to build upon the historic street pattern to create a series of seamless open streets and spaces. This is considered to be a particularly positive aspect of the proposal. However, to be fully successful, it is considered that those streets and spaces should remain open to the public 24 hours a day.

Predicted Travel Demand and Traffic Modelling

- 10.40 Vehicular activity on the city's highway network was been modelled for a number of years using Aimsun, a real-time micro-simulation of how traffic builds up and dissipates. The software produces a visual representation of the road layout, with different types of vehicle (i.e. buses, trams, circulating

traffic not directly linked with a development proposal and trips generated by a development proposal) represented by coloured dots which are seen to move through the network. Tables can be abstracted from the model giving, for instance, journey times along selected routes (sub-paths). This is the modelling tool that has been used to test the implications of additional trips on the highway network associated with the SRQ.

- 10.41 The number of trips generated by the proposed development was determined using both the Retail Impact Assessment and TRICS (a national database of trip rates for developments in the UK). These trips were then assigned to the network along the new routes proposed as a result of the SRQ, to build a 2015 base model. It should be noted that the 2015 base model did not include the now committed Highway Authority scheme for Charter Square. If it had, the journey times referred to in the SRQ TA, and included in this report, would have been different (less of a step change) as some of the changes to the way traffic circulates in the city centre would have already been delivered.
- 10.42 The 2015 base model was then assessed against two comparator models:
1. 2021 Do Minimum – This scenario was developed from the 2015 base model, but includes the following 3 committed developments: the University of Sheffield Master Plan; the City’s ‘Grey to Green’ project, and; the Bridgehouses Traffic Improvement Plan.
 2. 2021 Do Something (SRQ) – This scenario was developed from the 2021 Do Minimum Scenario, but also includes changes to the highway network and additional traffic associated with the SRQ.
- 10.43 The periods modelled were the weekday AM peak hour (0800 – 0900 hrs) and the weekday PM peak hour (1700 – 1800 hrs). In both instances the base models were developed using real traffic count survey information. Modelling of the Saturday peak (0900 – 1000 hrs) is developed from less certain base conditions as there is no real traffic count survey information available. Instead, the weekday AM trip pattern for 0900 – 1000 hrs was factored by 70% as a ‘best estimate’ of likely traffic conditions at the weekend.
- 10.44 The following are a small selection of the journey time comparisons between the Do Minimum and Do Something scenarios.
- Bus Sub-Path 1** (Starting at Gell Street, east along West Street, right onto Leopold Street, along Pinstone Street, left onto Furnival Square and left along Arundel Gate to Castle Square) weekdays:
- Do Minimum AM Peak 13 minutes 16 seconds;
 - Do Something AM Peak 12 minutes 45 seconds;
 - Do Minimum PM Peak 12 minutes 55 seconds; and
 - Do Something PM Peak 14 minutes 23 seconds.

Bus Sub-Path 3 (Starting at Castle Square, west along High Street, left onto Leopold Street, along Pinstone Street then, under the Do Minimum scenario, left to Furnival Square, U-turn back to Charter Square, then down Charter Row. Under the Do Something scenario turn right from Pinstone Street to Charter Square (which has a Bus Gate), before again heading down Charter Row) weekdays:

- Do Minimum AM Peak 9 minutes 40 seconds;
- Do Something AM Peak 6 minutes 12 seconds;
- Do Minimum PM Peak 7 minutes 36 seconds; and
- Do Something PM Peak 6 minutes 39 seconds.

10.45 A total of 7 bus sub-paths were tested. The micro-simulations involve 12 replications for each scenario in each modelling peak, and the average journey time every 15 minutes for all vehicles travelling on each sub-path was collected for each replication. All of the data was sense checked to ensure that any anomalies are not included in the analysis.

10.46 The analysis for buses between the Do Minimum and Do Something scenarios shows very little change in journey times during the weekday AM Peak, though a saving of 3 minutes 29 seconds is made on Sub-path 3 as a consequence of removing the U-turn from Furnival Square. For the weekday PM Peak, as a result of the increase in traffic generated by the SRQ and signal timing changes made to accommodate development trips, some bus journey times are predicted to increase. As seen above, Sub-path 1 rises from a journey time of 12 minutes 55 seconds to 14 minutes 23 seconds, an increase of 1 minute 28 seconds. Sub-path 2 increases by 2 minutes 6 seconds. These are the two largest jumps. The other bus sub-paths vary in increased in journey times at the PM Peak between 30 seconds and 1 minute.

10.47 The scale of the increased journey times for buses during the PM Peak is not considered to be unreasonable given the evening trip generation associated with the SRQ. For the AM Peak, journey times generally remain the same, or are reduced.

10.48 In relation to journey times to and from the two main multi-storey car parks:

Shoppers accessing the two multi-storey car parks Sub-Path 1 (Leave Brook Hill Roundabout via Broad Lane, turn right onto Rockingham Street, access the car parks):

- Weekday Do Something AM Peak 3 minutes 42 seconds;
- Weekday Do Something PM Peak 4 minutes 17 seconds; and
- Saturday Do Something AM Peak 5 minutes 58 seconds.

Shoppers accessing the western multi-storey car park Sub-Path 8 (Leave Moore Street Roundabout via Charter Row, turn left onto Rockingham Street, access the car park):

- Weekday Do Minimum AM Peak 1 minute 9 seconds;
- Weekday Do Something AM Peak 0 minutes 44 seconds;
- Weekday Do Minimum PM Peak 0 minutes 45 seconds;
- Weekday Do Something PM Peak 1 minute 17 seconds;
- Saturday Do Minimum AM Peak 0 minutes 48 seconds and
- Saturday Do Something AM Peak 1 minute 11 seconds.

Shoppers leaving the two multi-storey car parks Sub-Path 4 (Leave both car parks via Rockingham Street, head north to join Broad Lane for destinations to the east or west. The northbound exit is the only route available for the department store car park):

- Weekday Do Minimum AM Peak 7 minutes 29 seconds;
- Weekday Do Something AM Peak 1 minute 46 seconds;
- Weekday Do Minimum PM Peak 1 minute 39 seconds;
- Weekday Do Something PM Peak 2 minutes 6 seconds;
- Saturday Do Minimum AM Peak 3 minutes 33 seconds and
- Saturday Do Something AM Peak 2 minutes 17 seconds.

Shoppers leaving the western multi-storey car park Sub-Path 10 (Leave via Wellington Street, turn left onto Fitzwilliam Street, right onto Charter Row and Moore Street Roundabout):

- Weekday Do Minimum AM Peak 1 minute 42 seconds;
- Weekday Do Something AM Peak 1 minute 54 seconds;
- Weekday Do Minimum PM Peak 4 minutes 5 seconds;
- Weekday Do Something PM Peak 8 minutes 58 seconds;
- Saturday Do Minimum AM Peak 1 minute 20 seconds; and
- Saturday Do Something AM Peak 1 minute 50 seconds.

10.49 The analysis of sub-paths to and from the car parks appears to reinforce the fact that the busiest times are during the Weekday PM and Saturday AM. However, and despite revisions which route all car park traffic to Rockingham Street either via Brook Hill Roundabout or Moore Street Roundabout in order to remove development trips from some of the more sensitive streets, the local highway network appears able to accommodate the SRQ traffic, with some congestion at peak times. That said, it is accepted that the results are a worst-case scenario and that, with efficient travel planning, the spikes of peak

activity associated with the SRQ could be spread more evenly. Moreover, if the retail offer (and complementary uses such as the bars and restaurants) extends beyond the traditional peak periods, it would help to dissipate rush-hour queues and delays. Variable Message Signs (VMS) can also be used to spread the pressure by guiding motorists to the nearest city centre car park (not just the SRQ car parks).

10.50 In relation to journey times on selected stretches of the IRR:

Sub-Path 26 (Covers the southbound section of the inner ring road from Park Square to Granville Square):

- Weekday Do Minimum AM Peak 2 minutes 1 second;
- Weekday Do Something AM Peak 2 minutes 6 seconds;
- Weekday Do Minimum PM Peak 1 minute 59 seconds;
- Weekday Do Something PM Peak 2 minutes 23 seconds;
- Saturday Do Minimum AM Peak 1 minute 41 seconds; and
- Saturday Do Something AM Peak 1 minute 41 seconds.

Sub-Path 24 (Covers the westbound section of the inner ring road from Granville Square to Bramall Lane):

- Weekday Do Minimum AM Peak 1 minute 49 seconds;
- Weekday Do Something AM Peak 3 minutes 35 seconds;
- Weekday Do Minimum PM Peak 2 minutes 1 second;
- Weekday Do Something PM Peak 5 minutes 17 seconds;
- Saturday Do Minimum AM Peak 0 minutes 56 seconds; and
- Saturday Do Something AM Peak 0 minutes 60 seconds.

Sub-Path 11 (Covers the northbound section of the inner ring road from Bramall Lane to Brook Hill Roundabout):

- Weekday Do Minimum AM Peak 3 minutes 34 seconds;
- Weekday Do Something AM Peak 6 minutes 7 seconds;
- Weekday Do Minimum PM Peak 6 minutes 49 seconds;
- Weekday Do Something PM Peak 9 minutes 7 seconds;
- Saturday Do Minimum AM Peak 2 minutes 9 seconds; and
- Saturday Do Something AM Peak 3 minutes 20 seconds.

10.51 The analysis of journey times for traffic on the inner ring road between the Do Minimum and Do Something scenarios highlights additional congestion in the Granville Square area and along the southern and western sections of the

IRR, more so in the PM Peak than the AM Peak. However Saturday journey times appear largely unaffected.

- 10.52 The SRQ scheme generates a significant volume of traffic on the wider highway network, including the IRR. As the proposals seek to restrict movements through the city centre, at Charter Row and Rockingham Street, more traffic is directed to the IRR, particularly Granville Square. That said, it is understood that trip generations for the modelled peak hours were intentionally high in order to robustly assess the highway network's performance.
- 10.53 The trip generation used for the Transport Assessment is 'median' week, which is derived from average and peak week data. In reality, the level of peak hour development trips might not materialise. Road users may change their travel pattern in order to avoid peaks of congestion and, if the retail offer extends beyond the PM Peak, it would help spread the spike in activity on the highway network.
- 10.54 Sheffield Retail Quarter will result in more trips and the analysis shows that this may result in increased congestion during the PM Weekday Peak on some sections of the IRR, Rockingham Street and Wellington Street. However, the submitted Transport Assessment has demonstrated that the predicted car trips to the SRQ can broadly be accommodated on the local highway network and, whilst some routes will experience an increase in the volume of traffic, others will see a reduction (e.g. Charter Square).
- 10.55 The access principles for the SRQ now correspond with the principles established for the previously approved Sevenstone scheme and are considered to be an acceptable balance between efficient and legible routes to the two multi-storey car parks, combined with wider accessibility to the city centre by public transport, walking and cycling.

Highways England

- 10.56 Highways England have reviewed the Transport Assessment and undertaken their own further analysis which revealed that during the morning peak, the impact is limited on the M1 junctions due in part to the distribution of traffic, but more so because the retail element of the development has limited traffic generation during the AM Peak. During the evening peak Highways England note that the impact would be higher, but that traffic leaving the development would be heading towards the M1 junctions and joining the backs of existing queues on the local highway network. They therefore raised no concerns regarding the PM Peak.
- 10.57 On a Saturday during both the morning peak (0900 – 1000 hrs) and afternoon peak (1300 – 1400 hrs), Highways England note that retail trips passing through the M1 junctions would be significant, but that the majority of these trips would be diverting from existing shopping destinations in and around the

Sheffield area. They are therefore not considered to be new trips passing through the M1 junctions.

- 10.58 Highways England concluded that the impact of SRQ traffic on the Strategic Road Network (M1 junctions) is unlikely to be severe. They therefore raise no objection to the proposals as amended.

Interim Highway Works and Phasing

- 10.59 Given its size, the delivery of the SRQ will be in phases. Once completed, changes to the way different modes of travel permeate the City Centre will be significant. During construction, access will need to be maintained to the existing John Lewis customer car park and service bay and to other commercial premises affected by the proposals. However, the means of achieving this are still being considered. It would be usual to condition the phasing and interim highway works, though it must be pointed out that significant consultation will be required in order to maintain adequate access throughout the construction period.

Highway Improvements to Accommodate the SRQ

- 10.60 The principles for accessing the SRQ have been established and generally accepted by Officers but, as described, additional work is required to update the TA and develop the preliminary highway design, ensuring that no user groups are inadvertently excluded from the scheme. The required highway improvements should aim to:
- Create legible routes to and from the multi-storey car parks (and service yard off Rockingham Street).
 - Create high quality cycle routes both through and around the SRQ and review the location of the cycle hub.
 - Remove private car through movements from Charter Square and enhance pedestrian connections to the Moor.
 - Provide controlled and un-controlled pedestrian crossings throughout the scheme (and toucan crossings where appropriate).
 - Establish the prohibition of driving (except servicing) within the SRQ, or the stopping-up of highways with legal agreements ensuring 24/7 public accessibility.
 - Improve pedestrian connectivity between Fargate and Barkers Pool.
 - Provide new Variable Message Signs (VMS) and review the VMS network for all city centre car parks.
 - Suitably alter to the timings of traffic lights around the IRR and within the city centre.
 - Introduce effective Travel Plans.
 - Provide new taxi rank(s).

This list is not exhaustive. Further discussion with user groups and an updated Road Safety Audit may see the scope of works fluctuate.

Conclusion

- 10.61 Initial modelling has shown that the predicted SRQ traffic can broadly be accommodated on the local highway network, with little or no impact on the Strategic Road Network, and amended vehicular access arrangements have reduced the impact of this traffic on the surrounding areas to acceptable limits. Moreover, Officers are supportive of the proposed improvements in pedestrian and cycle connectivity, though the latter needs further consideration along with the location of the cycle hub and mechanisms for securing 24 hour access to the public realm.

11. Access and Facilities for People with Disabilities

- 11.1 The proposed development comprises of a mixed use scheme based around a series of public open streets and spaces which are intended to knit naturally into Sheffield's existing urban realm. In doing so, the design must resolve large variations in levels across the site in order to achieve a high level of inclusive design and improve accessibility for pedestrians, especially those that are less able-bodied, and cyclists.
- 11.2 According to the Access section of the Design and Access Statement, the design is based upon the following aims:
- To maximise access to all parts of the development, its facilities and services for people who are residents, visitors and members of staff regardless of disability and required by local, regional and national policy.
 - To ensure that appropriate standards for accessibility are met at the outset and as part of mainstream inclusive design wherever possible.
 - To design inclusively means designing beyond the minimum requirements of the Building Regulations Part M to ensure that all people, regardless of age, sex or ability can use and enjoy the built environment.
 - To address the anticipated, substantial increase of older people in proportion to the working-age population in the near future and their needs.
 - To meet the aims of the Equality Act (2010), where applicable.
 - To follow design guidance given in relevant British Standards and other currently published good practice guidance about meeting the needs of disabled people.
- 11.3 The levels vary significantly across the application site, up to 13.5m in certain points. In general the layout of the masterplan has been designed to work with the levels and use ramped streets to connect the buildings and public spaces. The main area where this is not achievable is at the intersection of New Fargate with the new public square. Steps are proposed in this location, in conjunction with mechanical vertical circulation (lifts and escalators), to ensure that transition across the level change can be achieved by all at all times.
- 11.4 Vehicular traffic will be excluded from the main routes through the scheme with the exception of limited access for servicing, refuse collection and the emergency services.
- 11.5 Proposals to re-route buses from Pinstone Street to Rockingham Street were abandoned. However, the site will be well served by the existing bus routes

to the north, east and south – with additional bus stops likely on the new Charter Square.

- 11.6 Two new car parks will provide easy access to the proposed retail quarter. Public parking spaces for the disabled are proposed at a rate of 5% and a further 1% for parents with children. The UDP guidelines require the provision of only 1.5% of spaces to be laid out for people with disabilities. On the other hand BS 8300 guidance suggests 6% of the spaces should be made available for retail and leisure developments. Due to their size disabled parking spaces mean that the total number of parking spaces is reduced. Increasing the amount of spaces for the disabled would reduce the total amount still further or result in an increase in the massing of the car parks, neither of which is considered to be desirable. The proposed provision, being much closer to the BS standard than that of the UDP, is considered to be acceptable in this case.
- 11.7 It is envisaged that the city's existing Shop Mobility scheme will be relocated to the ground floor of the new multi-storey car park.
- 11.8 Provision will be made for public wc's across the site, including one changing place (i.e. a WC, changing/shower bed with hoist).
- 11.9 All routes into and through the SRQ will be step free, with the exception the intersection of New Fargate and the new public square as previously described, and on Cambridge Street (between New Fargate and Cross Burgess Street). On Cambridge Street the steps required to deal with the level changes will be supplemented by a public lift. All building entrances at street level will have level thresholds and each entrance to common areas will have at least one pair of automated doors. The Access Statement reports that where it is necessary to include revolving doors for security reasons, an automated pass door will be provided immediately adjacent.

12. Archaeology

12.1 Chapter 12 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies relating to the historic environment. It does not distinguish between buildings, archaeology or landscape, but treats them collectively as heritage assets. However it clarifies, in paragraph 139, that 'non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.'

12.2 Chapter 8 of the submitted Environmental Statement (ES) assesses the impact of the proposed development upon known and potential archaeological assets (consideration of the archaeological potential of the standing buildings is considered in the Heritage, Townscape and Visual Effects Assessment). The assessment updates the baseline studies that were undertaken for the Sevenstone applications, though the South Yorkshire Archaeological Service (SYAS) confirmed that no archaeological work has been undertaken within the proposed development site since the 2005 ES, other than the evaluation and building recording work carried out in relation to the retail quarter itself.

12.2 The ES confirms that there are no designated archaeological assets within 500 metres of the development site. Within the site boundary there are the following non-designated archaeological assets (or find spots):

- a find spot of a roman coin hoard;
- a find spot of a post medieval cistern;
- a find spot of an undated well and wooden pipework; and
- the site of the Edge Tool Works.

There are a further 92 non-designated assets within 500 metres of the development site, the majority of which relate to the post-medieval industrial history of this part of Sheffield, though three records relate to earlier activity in the area and indicate the potential for pre-industrial archaeology remains to be present within the application site. These are:

- Bronze Age cinerary urns found in the vicinity of Bank Street in the early 19th century;
- A roman road running east-west, approximately 175 metres to the north; and
- Possible prehistoric features in Broad Street.

12.3 As part of the pre-planning works for the previous retail quarter application, 104 fieldwork events were undertaken to investigate below ground archaeological remains. An investigation in the area of the former Trafalgar and Kangaroo Works concluded that, while significant disturbance had taken

place in the northern part of this area, the central and southern areas had experienced minimal disturbance and that evidence of the former works was well preserved and of high significance. Other investigations revealed features relating to post medieval residential and industrial activity, including cellars, cobbled surfaces, walls and dump deposits. These findings concur with the conclusions of the Archaeological Desk Based Assessment produced by ARCUS in relation to the 2005 applications. It suggested that the potential for prehistoric, Roman or medieval deposits was relatively low and that twentieth century structures will have impacted on the archaeological deposits relating to the urbanisation and industrialisation of Sheffield, though there is good potential for some multi-phase archaeological remains dating from the 18th Century onwards .

- 12.4 The submitted ES concludes that, as ground works for the proposed SRQ are likely to be comparable to the Sevenstone scheme, the impact of the proposed development upon archaeological remains ranges, as before, between a Minor Adverse and a Moderate Adverse effect. In addition it is considered that the impact of the development on the triangle of land occupied by Telephone House that did not form part of the 2005 application will be Slight Adverse as the construction of the standing buildings will have impacted significantly on any archaeological remains.
- 12.5 The SRQ proposals will require the removal of most of the surviving archaeological remains from across the site. While this is unfortunate, the benefits of the scheme are considered to outweigh the losses, subject to appropriate mitigation. The proposed mitigation, as amended, involves an initial period of detailed research, followed by an assessment of the potential for the survival of below ground archaeology in conjunction with SYAS. Areas identified as experiencing Moderate Adverse effects, and areas where geophysical techniques and trial trenching have established archaeological potential, detailed archaeological investigations would be carried out after the demolition of existing structures and prior to the commencement of construction. Each area of investigation would be the subject of a site specific Written Scheme of Investigation (WSI), with clearly developed research objectives.
- 12.6 Following the completion of all on-site recording, the results will be analysed and a detailed report submitted to the Local Planning Authority. Given the scale and nature of the development proposal, it is also likely that a more general publication will be needed, to ensure that the results are made widely available.

13. Amenity Issues

Noise and Vibration

- 13.1 The proposed development site covers a sizeable area and, in places, existing residential properties that could be significantly affected by noise and vibrations resulting from the demolition and construction phase of the proposed development, as well as noise from the operational phase, including traffic noise.

Demolition and Construction

- 13.2 The Environmental Statement (Chapter 13) assesses the likely effects of the development with respect to noise and vibration. While the methodology is well established, and involves establishing the baseline conditions through noise surveys carried out at representative locations around the site, initial concerns were raised in relation to the Noise Report (Appendix F of the ES). In particular there were concerns that problems with the method of the baseline survey, the use of this data to calculate noise thresholds, and the prediction of construction phase noise levels, had compounded to underestimate the severity of noise impacts in sensitive locations. As a result, there was concern that the recommended mitigation measures were not wholly adequate.
- 13.3 The ES addendum addresses these areas of concern and concludes that significant construction noise effects are likely at a number of nearby locations, specifically the following residential properties:
- Victoria Hall, 61 Eldon Street;
 - The Point, 1 Division Lane;
 - 35 Wellington Street; and
 - Cambridge Court, 43 Carver Street.
- 13.4 Severe impacts are also identified at the recently converted Telephone House (now student accommodation) where, as a result of the demolition of the podium, residents are likely to be subject to significant air and structure borne noise as well as disturbance from vibration.
- 13.5 Residential accommodation is the most sensitive of the neighbouring land uses and a degree of disturbance is inevitable given the scale of the proposed retail quarter. However, construction and demolition noise should not be an issue during the most sensitive evening and weekend periods, subject to appropriate controls. Other mitigation measures will also be required as part of a programme to be agreed, and is likely to include the use of site hoardings

and acoustic screens, avoiding the use of vibratory piling and, for particularly problematic activities, daytime re-housing.

Operational Noise

- 13.6 The mix of uses proposed as part of the SRQ are generally acceptable town centre uses that do not raise any significant or unusual noise related concerns. However, controls will be required to ensure that the living conditions of existing and proposed residents are not adversely affected by plant and equipment associated with the operational phase of the development.
- 13.7 Plant and equipment will need to be designed to ensure that the total plant noise rating level (including any character correction for tonality or impulsive noise, in accordance with BS4142: 2014) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use. Noise levels at new residential properties within the site boundary will be limited to similar levels.
- 13.8 The design of commercial/licensed premises should be capable of restricting noise breakout from the building to the street to levels not exceeding the prevailing ambient noise level by more than 3dB when measured:
- i. as a 15 minute LAeq, and;
 - ii. at any one third octave band centre frequency as a 15 minute LZeq.
- 13.9 Where residential accommodation is proposed adjacent to commercial/licenced premises, noise breakout should also comply with the following:
- a. bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
 - b. living rooms and bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
 - c. other habitable rooms: Noise Rating Curve NR35 (0700 to 2300 hours); and
 - d. bedrooms: LAFmax 45dB (2300 to 0700 hours).

Noise Rating Curves should be measured as an LZeq at octave band centre frequencies 31.5Hz to 8kHz.

Traffic Noise

- 13.10 In the original ES, significant residual traffic noise impacts were predicted on three local roads - Westfield Terrace, Trafalgar Street and Devonshire Lane – all of which were access routes into the proposed SRQ car parks and all of which were bound, to varying degrees, with existing residential

accommodation. In particular the impacts at Trafalgar Street (+7dB) and Devonshire Lane (+9dB) were considerable.

- 13.11 Amendments to the car park access arrangements have resulted in less severe impacts on sensitive receptors than the previous proposals to the degree that mitigation is unlikely to be required.

Microclimate

- 13.12 The SRQ proposals involve erecting buildings of large footprint and several storeys in height in close proximity to existing buildings. This may have a potentially dramatic impact on the microclimate and the level of amenity currently enjoyed by some existing buildings.

Sunlight, Shadowing and Daylight

- 13.13 Sunlight and daylight availability and shadow studies were carried out for the proposed development in order to assess the impact of proposals on existing properties outside of the site as well future occupiers within the development and to verify that amenity areas, both within and outside of the development, are not overshadowed.
- 13.14 The assessment of sunlight and shadowing was undertaken in accordance with BS 8206: Part 2: 2008 - Lighting for buildings: code of practice for daylighting (BS 8206) and BRE report 209: 2011 - Site layout planning for daylight and sunlight: a guide to good practice (BRE 209) and a 3D computer models were used to compare the existing and proposed scenarios.
- 13.15 The Vertical Sky Component (VSC) is a measure of the daylight received on the outside of a window (or where a window could be placed). BRE 209 deems that daylight availability will be adversely affected by development if the VSC is both less than 27% and less than 0.8 times the former value.
- 13.16 Sunlight assessments calculate the annual probable sunlight hours (APSH) available at the centre of a window. The APSH is the number of hours in a year that a window can be expected to receive direct sunlight, taking account of external obstructions and the likelihood of cloud cover throughout the year. If a window can receive more than one quarter of APSH, including at least 5% during the winter months between 21 September and 21 March, then the room will still receive adequate sunlight.
- 13.17 In relation to outdoor amenity areas, BRE 209 proposes that at least half of an area should receive at least two hours of sunlight on 21 March and that if, as a result of development, an amenity area does not meet this criteria and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable.

- 13.18 The assessments indicate that, for future users of the proposed development, good daylighting (in excess of 5% VSC) should be achievable in 99% of the locations analysed, but that residual effects will be felt by a small number of users and mitigation may be required in these locations to prevent any significant detrimental impact.
- 13.19 The assessments also suggest that the impact of the development on sunlight availability to surrounding buildings will, in many cases be negligible. However, moderately adverse impacts will be experienced at Cambridge Court on Division Street, 45 Division Street, at Rockingham Court on Devonshire Lane, Canning Street and at 87 to 107 Pinstone Street, while the illustrative scheme would have a major adverse impact on Star House at the junction of Division Street and Carver Street, St Matthew's Church and St Matthew's House and Backfields.
- 13.20 These results suggest that blocks M and N of the illustrative scheme have the most harmful impact on surrounding buildings and that opportunities to minimise that harm, including reductions in height if necessary, should be sought wherever possible.
- 13.21 Finally, the assessments reveal that the proposed development will have a negligible impact on the public open spaces surrounding the development, with all of the areas considered meeting the targets proposed by BRE Report 209.

Wind

- 13.22 Built development can enhance wind and affect the usability of the spaces around buildings, potentially causing unpleasant or even dangerous conditions. Therefore, a qualitative assessment of the environmental wind conditions around the proposed SRQ site was undertaken. The criteria used to describe windiness are known as the Lawson Criteria.
- 13.23 The acceptability of windiness is subjective and depends on a number of factors, most notably the activities being performed in the area being assessed. The Lawson Criteria describe acceptability for particular activities in terms of comfort and distress (or safety).

Fig 10: Lawson's Comfort Criteria

| Criteria | Description |
|--------------------------------|---|
| Sitting | Reading a newspaper and eating and drinking |
| Standing or short term sitting | Appropriate for bus stops, window shopping and building entrances |

| | |
|----------------------|---|
| Walking or Strolling | General areas of walking and sightseeing |
| Business Walking | Local areas around tall buildings where people are not expected to linger |

13.24 The comfort criteria are used to describe frequent wind conditions. They are the limiting criteria for comfort and so, for sensitive activities such as regular use for external eating, the conditions should be well within the 'Sitting' category.

13.25 The distress criteria define wind that most people would find so uncomfortable that they couldn't reasonably conduct normal outdoor activities until the wind event has passed.

Fig 11: Lawson's Distress Criteria

| Distress Criteria | Description |
|-----------------------|--|
| General Public Access | Above which the less able and cyclists may at times find conditions physically difficult |
| Able-bodied Access | Above which it may become impossible at times for an able bodied person to remain standing |

13.26 The assessment found that the areas most affected are those surrounding the taller blocks KL and HJ. The existing tall building within block KL, known as Telephone House, is directly exposed to the prevailing winds from the south west and it deflects some of that prevailing wind to ground level (downdrafting). This results in increased windiness around the western corner of block KL and affects the junction of Wellington Street and Rockingham Street. Thus, windiness at the proposed pedestrian crossing near the junction of Rockingham Street and Wellington Street will be 'Strolling', which will be uncomfortable at times for pedestrians standing near the crossing.

13.27 Block KL features an entrance near its western corner. Conditions at this entrance will be in exceedance of the acceptable 'Standing' criteria and local mitigation is therefore recommended.

13.28 Windiness along Wellington Street (in the passage between blocks KL and M) will be 'Standing' to 'Strolling' and generally suitable for walking use. Additional landscaping is likely to be required on Wellington Street to improve conditions for good weather use.

- 13.29 The south-western side of block HJ also causes local downdrafting of the prevailing south-westerly winds. These winds will be channelled along the passage between block KL and block HJ. It was found that wind conditions in the passage would be acceptable for walking use.
- 13.30 The proposed public square is generally sheltered from the prevailing winds from west and southwest. While there is more exposure along the southern boundary, and landscaping in the Square would be beneficial, the assessment concludes that suitable conditions for regular outdoor seating could be achieved with local mitigation.
- 13.31 The remaining blocks of the proposed development (A-F) are of similar height to each other and therefore do not present unusual aerodynamic features. Wind conditions around these blocks will be in the 'Standing' to 'Strolling' range and generally acceptable for the use of the surrounding areas.

14. Environmental Issues

Air Quality

- 14.1 The National Planning Policy Framework (NPPF) sets out national policies and principles on land use planning. It states that ‘the planning system should contribute and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or adversely effected by unacceptable levels of soil, air, water or noise pollution’ (para 109). It also advises that ‘planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan’ (para 124).
- 14.2 The SRQ site lies within a city wide Air Quality Management Area (AQMA) which was declared in 2010 due to exceedances in the annual mean and 1 hour mean nitrogen dioxide (NO₂) objectives and the 24 hour mean particulate matter (PM₁₀) objective.
- 14.3 An Air Quality Assessment (AQA) was undertaken as part of the 2015 Environmental Statement (ES) submitted with the SRQ planning applications. The assessment focuses on concentrations of nitrogen dioxide (NO₂) and particle matter (PM₁₀) less than 10 microns in size, which are largely produced by motor vehicle engines and construction dust, and which the Government has identified for control in order to protect health, as detailed in the Air Quality (England) Standard Regulations 2010.
- 14.4 The SRQ will impact on local air quality as a result of the dust generated during demolition and construction and as a result of an increase in traffic movements in the local area. The construction effects of the SRQ have been assessed using the qualitative approach described in the latest Institute of Air Quality Management (IAQM) guidance. The assessment found that, without mitigation, and as the site lies in close proximity to a number of sensitive receptors, the proposed development site would be classed as high risk and would adversely affect local air quality. However, the assessment concludes that, subject to the implementation of a range of mitigation measures, there should be no significant residual effects during the construction phase of the development. The necessary mitigation measures include:

Site maintenance

- Site layouts will be planned so that, as far as possible, machinery and dust causing activities re located away from sensitive receptors;
- the erection of solid screens or barriers around dusty activities or the site boundary;
- where there is a high potential for dust production, specific operations will be fully enclosed;
- site run-off will be avoided;
- site fencing, barriers and scaffolding will be kept clean using wet methods;
- stockpiles will be covered, seeded or fenced to prevent wind-bourne pollution;
- sand and other aggregates will be stored in bunded areas and not be allowed to dry out.

Vehicles, machinery and travel

- All vehicle engines will be switched off when stationary;
- the use of diesel or petrol powered generators will be avoided and mains electricity or battery powered equipment used where practicable;
- a maximum speed limit of 15 mph on surfaced and 10 mph on un-surfaced roads and work areas will be imposed;
- vehicles entering and leaving the site will be covered to prevent the escape of materials during transport.

Operations

- Only cutting, grinding and sawing equipment fitted with suitable dust suppression techniques will be used;
- an adequate water supply will be installed on site for dust and particulate matter suppression;
- chutes, conveyors and skips will be covered;
- drop heights will be minimised;
- scabbling (roughening of concrete surfaces) will be avoided if possible; and
- burning of waste material will be prohibited.

14.4 The operational impact of the SRQ on air quality is largely a consequence of the increases in traffic. The originally submitted AQA, which was based on the scenario where buses relocated from Pinstone Street to Rockingham Street and vehicular access was provided to both the multi storey car park and the anchor store car park from both the north and south, reported slight increases in predicted mean NO₂ concentrations at almost all receptor locations, though they continued to fall below the annual mean objective of 40 µg/m³.

14.5 In this original scenario, some currently quiet streets in and around the SRQ would have experienced extremely high increases in road traffic including

buses and, in some places, regularly queuing car park traffic. This brought into question the results of the AQA, which predicted that the development would have a negligible impact on levels of NO₂ and PM₁₀. These concerns were compounded by the lack of receptors in some of the more sensitive locations and caused Officers to question whether the sizeable difference between the actual monitored levels and the predicted levels could be explained by general improvements in the emissions of vehicles alone. In addition, and in light of what is now known about the performance of Euro6 diesel vehicles, we are minded to think that the 2019 emissions factors used in the assessment scenarios were slightly optimistic and that the actual concentrations of NO₂ might have been higher.

- 14.6 As it became clear that the relocation of buses from Pinstone Street and the desire to achieve maximum access to the car parks raised a number of significant issues, including potentially harmful environmental impacts on parts of the Devonshire Quarter, the proposals were revised and the applicant submitted an addendum to the ES. The new assessment incorporates the amended scenario, which retains buses on Pinstone Street and relies on Rockingham Street to provide access to the SRQ car parks, added further receptors (on Trafalgar Street, Devonshire Street and Pinstone Street) and used 2014 emissions factors and background concentrations (i.e a worst case assessment).
- 14.7 Unlike the previous assessment, the amended results predict that concentrations of NO₂ will improve in all but 2 receptor locations and all predicted NO₂ concentrations are again below the annual mean objective of 40 µg/m³. The revised SRQ scheme therefore appears to show significant improvements in air quality compared to the original results.
- 14.8 However, it is generally acknowledged that roadside concentrations of NO₂ have not been falling, or have been increasing in recent years, despite reports that emissions of NO_x (NO₂ and nitric oxide) are falling. There is also continuing uncertainty about the performance of, in particular, Euro 6 cars. This calls for caution and the need for mitigation measures to be considered, particularly as the site falls within an Air Quality Management Areas. Environmental Protection UK (EPUK) also suggests that 'even where pollutant concentrations are predicted to be below objective / limit values, it remains important that appropriate mitigation is included in the scheme design and that, as far as is practicable, developments should be air quality neutral'.
- 14.9 It is therefore considered that a range of mitigation measures should be considered as part of the operational stage of the SRQ. These may include:
- Reserving, by signage, 5% of car parking spaces for Zero emissions vehicles, such as electric and hydrogen, and 10% of spaces for petrol hybrid vehicles.

- Providing a capital contribution of £5,000 per annum for a period of 5 year to facilitate ongoing diffusion tube monitoring within and around the periphery of the proposed development.

Ground Conditions

- 14.10 Section 12 of the originally submitted Environmental Statement examines the site's ground conditions in respect of historical land uses, geology and hydrology. It reflects on the fact that, at the turn of the 19th Century, local industries were involved in metal working and cutlery making, and the area was home to forges, electroplating works and tool works. During the 1930s a number of garages and petrol storage areas emerged, presumably to facilitate the local industries, until bomb damage during the war led to the clearance and redevelopment of much of the site. The latter half of the 20th Century saw a move towards light industrial and commercial uses. However, many of the historical land uses will have left their mark on ground conditions, including the potential for unexploded bombs.
- 14.11 The site's solid geology comprises Carboniferous Middle Coal Measures, a series of mudstones, sandstones, ironstones and coal measures, and there are two geological faults crossing the site. The southern part of the site has been mined to varying degrees and a number mine shafts have been recorded. It is therefore likely that drilling and grouting of the workings will be necessary in some areas in order to stabilise the ground before the construction of new building foundations, particularly those areas where the worked coal seams are very shallow or large multi-storey buildings are proposed. As previously reported, The Coal Authority considers that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site.
- 14.12 The bedrock beneath the site is classified as a Secondary A aquifer, the designation given to bedrock containing permeable layers capable of supporting water supplies at a local, rather than a strategic scale. Groundwater quality testing identified elevated concentrations of the inorganic contaminants cadmium, chromium, copper, nickel, selenium, sulphate, magnesium, chloride, nitrate and ammonia. The removal of soils contaminated by past industrial uses should improve the quality of the ground water which runs from the site.
- 14.13 The Environmental Protection Service (EPS) consider the Environmental Statement to be satisfactory. There are minor changes in the planning application boundary between the current application and the Sevenstone consent and no ground investigations exist for the newly incorporated areas. In addition, previous ground investigations were limited by existing buildings

and infrastructure. Therefore, further intrusive investigation will be required prior to development.

Ecology

- 14.14 An Ecological Impact Assessment (EclA) was undertaken in order to assess the potential impact of the proposed development on the ecology and nature conservation interest of the site and the surrounding area. Its findings comprise Chapter 10 of the Environmental Statement.
- 14.15 While the SRQ site has limited botanical diversity, it was determined that the development would result in the significant loss of trees and shrubs, including 34 broadleaved trees. However, this loss has been mitigated for within the proposed landscape plan which includes the reinstatement of trees and shrubs on a 2:1 basis.
- 14.16 A Preliminary Ecological Appraisal was undertaken and, of the 30 buildings assessed for their bat roost potential, one was deemed to be of high potential and a further 10 were of moderate potential. The remainder had low or negligible potential. A subsequent bat survey recorded a variety of species – common pipistrelle, noctule and soprano pipistrelle – and three buildings were confirmed as common pipistrelle day roosts. Foraging activity was also recorded, though this was limited to vegetated areas and quiet courtyards.
- 14.17 European Protected Species Licenses will be required from Natural England before work can be carried out on the buildings where bat roosts have been identified. Appropriate mitigation will also be required, which is likely to include the provision of bat boxes, appropriate landscaping and controls on noise, vibration and uplighting.
- 14.18 Suitable habitat for common nesting birds (e.g. blackbird) was observed on site in the form of scrub, shrubs and broadleaved trees and a total of 15 species of birds were recorded during the site surveys. Of these, 10 were confirmed as having breeding territories within the site boundary. Species with the most breeding territories within the survey area were the pigeon, house sparrow and carrion crow. The house sparrow is a Species of Principal Importance.
- 14.19 While there is potential for Black Redstart to breed on site, and they have been recorded as recently as 2013, no black redstarts were seen or heard within the site during the 2015 surveys. Legislation requires that breeding Black Redstarts should not be disturbed.
- 14.20 To minimise harm to breeding birds, it is proposed to incorporate features into the development that are suitable for a variety of breeding birds to nest. In addition, site clearance and demolition works will be undertaken, where

possible, outside of the bird nesting season. Where this is not possible, pre-start checks for breeding birds will be carried out.

Sustainability

14.21 Section 10 of the NPPF (Meeting the challenge of climate change, flooding and coastal change) states:

‘Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.’

14.22 It advises that, in determining planning applications, local planning authorities should generally expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

14.23 Action to reduce the impact of climate change is also a key part of the overall vision of the Core Strategy. Policy CS63 (Responses to Climate Change) provides a statement of actions proposed:

Action to reduce the city’s impact on climate change will include:

- a. giving priority to development in the City Centre and other areas that are well served by sustainable forms of transport; and
- b. promoting higher densities of development in locations that are well served by sustainable forms of transport; and
- c. promoting routes that encourage walking, cycling and the use of public transport; and
- d. designing development to increase energy efficiency and reduce energy consumption and carbon emissions; and
- e. promoting developments that generate renewable energy; and
- f. reducing the volume of waste disposed of in landfill sites and generating energy from waste.

Action to adapt to expected climate change will include:

- g. locating and designing development to eliminate unacceptable flood risk
- h. giving preference to development of previously developed land where this is sustainably located

- i. adopting sustainable drainage systems
- j. encouraging environments that promote biodiversity, including the city's Green Network
- k. designing development to minimise the relative heating of urban areas.

14.24 Policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings to be energy efficient and to use resources sustainably. It states that:

'All new buildings and conversions of existing buildings must be designed to reduce emissions of greenhouse gases and function in a changing climate. All developments will be required to:

- a. achieve a high standard of energy efficiency; and
- b. make the best use of solar energy, passive heating and cooling, natural light, and natural ventilation; and
- c. minimise the impact on existing renewable energy installations, and produce renewable energy to compensate for any loss in generation from existing installations as a result of the development.

All new buildings and conversions of existing buildings must be designed to use resources sustainably. This includes, but is not limited to:

- d. minimising water consumption and maximising water re-cycling;
- e. re-using existing buildings and vacant floors wherever possible;
- f. designing buildings flexibly from the outset to allow a wide variety of possible future uses;
- g. using sustainable materials wherever possible and making the most sustainable use of other materials;
- h. minimising waste and promoting recycling, during both construction and occupation.'

14.25 Policy CS65 (Renewable Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, stating that:

'Where appropriate, developments will be encouraged to connect to the City Centre District Heating Scheme. Shared energy schemes within large developments or between neighbouring developments, new or existing, will also be encouraged.

All significant developments will be required, unless this can be shown not to be feasible and viable, to:

- provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy; and
- generate further renewable or low carbon energy or incorporate design measures sufficient to reduce the development's overall predicted carbon dioxide emissions by 20%. This would include the decentralised and renewable or low carbon energy required to satisfy (a).

The renewable or low carbon energy technologies must be operational before any new or converted buildings are occupied.'

14.26 The submitted Energy and Sustainability Statement demonstrates how the proposals have considered future climate change, the sustainable use of resources and low and zero carbon energy sources. It describes how the philosophy for keeping the energy demands of the development low has been, in the first instance, to reduce the energy demand of each of the blocks before looking at efficient strategies to satisfy the remaining energy demand. The designs therefore take into account the following:

Thermal modelling

Each of the building types has been assessed using computer based thermal modelling software to identify opportunities for reducing energy demand at an early stage.

For example, where large shop fronts are required for commercial reasons, the designs allow for relatively large areas of planar glazing. However, as the thermal and solar characteristics of planar glazing are not as efficient as comparable office or residential glazing systems, maximum height limits are recommended.

Thermal Envelope Performance

As a significant proportion of the development's energy demands will result from energy transfer through the thermal envelope of each building, the development seeks to deliver thermally efficient facades. U-values are proposed that are below the targets set by Building Regulations (Part L) alongside appropriate levels of glazing that will reduce the energy required to offset heat losses in winter and heat gains in summer.

Building Services

A range of strategies have been developed dependant on the needs of the future tenants. A Tenant Fit-Out Manual will be produced for each space type describing the minimum requirements that will allow the development to achieve Part L and a BREEAM rating of Very Good.

- 14.27 While improving the thermal performance of the building fabric will reduce energy demand, it is envisaged that some space heating will still be required. At this stage it is proposed to heat the office and retail units using either air source variant refrigerant flow (VRF) systems or by connecting to the district heating network (Veolia). Residential properties could also be heated via the Veolia network, but the required infrastructure may not be suitable or attractive to developers. Electric heaters are proposed as an alternative, provided the thermal performance of the residential fabric is high, as the infrastructure and metering strategies are far simpler than the equivalent hot water heating systems.
- 14.28 It is envisaged that mechanical cooling will not be required in residential areas, but some building types will experience internal gains that exceed the limits of passive cooling measures. Where required, energy efficient mechanical cooling systems will be provided.
- 14.29 The design seeks to make effective use of natural daylighting but it will not be possible to eliminate the requirement for natural daylighting. The Statement suggests that the use of high efficiency LED lighting in internal landlord areas and for external street lighting will result in a notable reduction in energy demand.
- 14.30 The installation of sub-meters, along with automatic computer based Building (Energy) Management Systems (BMS), has also been shown to achieve significant operational energy savings as they allow users to pinpoint areas of excessive energy consumption and address the causes accordingly. It is envisaged that sub-metering networks and Building Management Systems will be used to monitor and manage energy consumption.
- 14.31 In addition, it is proposed that:
- Natural ventilation is proposed within residential units, and potentially some offices.
 - The air handling units that serve the proposed mechanical ventilation systems will incorporate heat recovery devices.
 - Water consumption will be minimised at the point of use, and
 - Rainwater harvesting will be considered for use in office accommodation.

Materials

- 14.32 The development will promote the use of sustainable materials and the structures, which are typically steel frames with composite steel and concrete floors, reinforced concrete foundations and reinforced concrete basement substructure, will be designed as efficiently as possible to minimise section sizes and reduce the quantity of raw construction materials consumed.

It is proposed that all timber used on the development will come from a sustainably managed source, all concrete reinforcement will come from recycled stock, and an average of 50% cement replacement is proposed (using Pulverised Fuel Ash and Ground Granulate Blast Furnace Slag).

Recycling and Waste Management

- 14.33 The masterplan sought to minimise waste from the start with a strategy which minimises excavations and balances cut and fill requirements across the site as far as possible.

Where practical construction waste will be re-used where practical (e.g as backfill) and the remaining waste will be separated and recycled in order to reduce the amount sent to landfill.

Renewable Energy and Carbon Reduction

- 14.34 The Assessment describes how baseline energy demand calculations established the total estimated annual energy demand for the proposed development to be 27,672 MWh (megawatt hours). This results in total annual estimated carbon dioxide emissions for the development of 10,367,335 kgCO₂.

A range of potential low and zero carbon energy sources have been considered for use within the proposed development:

- Photo Voltaic (PV) Panels. In the UK typical PV outputs are 130 kWh/m². To deliver the 10% energy requirement would require a typical PV installation of 21,286 m² and a footprint of approximately 64,000 m² once shading and spacing has been taken into account. This is equivalent to half the overall SRQ site. It is therefore not considered practical to use PVs to generate the 10% energy requirement, though some PV zones are likely to be provided with an indicative area of 166m².
- Sheffield District Heating Network. The proximity of the district heating network infrastructure means this is considered to be a viable energy source for heating and domestic hot water for the office, residential and the department store uses. As the district heating system generates heat partially from waste there is a carbon saving when compared with natural gas. An estimated 40% of the developments energy usage could be provided by utilising the district heating network.
- Gas fired combined heat and power (CHP). CHP could be accommodated within the development to deliver 27% of the predicted energy. However, utilising the district heating network is considered preferable due to difficulties the general retail elements would have complying with Part L of

the Building Regulations, the logistical complications of operating a site-wide CHP, the visual impact of flues and the associated emissions.

- Air Source Heat Pumps. Air source heat pumps could heat the retail units and offices, delivering up to 46% of the predicted development energy use.

14.35 The assessment concludes that the following range of low and zero carbon energy sources would be appropriate, with an estimated energy contribution that comfortably exceeds the 10% required by policy CS65.

| Area | LZC Estimated Annual Energy Output | | |
|----------------------------------|------------------------------------|-------------------|---|
| | Type | kWh | % of Development Total Estimated Energy Consumption |
| Retail: General | Air Source Heat Pumps | 6,595,629 | 23.8% |
| Retail: Anchor/ Department Store | Sheffield District Heating Network | 3,337,610 | 12.1% |
| Retail: Food and Beverage | Air Source Heat Pumps | 1,245,071 | 4.5% |
| Offices | Sheffield District Heating Network | 4,444,560 | 16.1% |
| Residential | Sheffield District Heating Network | 3,262,560 | 11.8% |
| Retail: General | PV Panels | 21,580 | 0.08% |
| Offices (LEED Requirements) | PV Panels | 41,600 | 0.15% |
| Total | - | 18,948,609 | 68.5% |

Fig 12: Estimated Energy Output and Carbon Emissions

Trees

14.36 The Arboricultural Survey submitted with the application identifies that the number of trees within the red line boundary is rather limited, though a significant group of trees can currently be found adjacent the underpass at Charter Square and also around the perimeter of the car park off Rockingham Street.

14.37 47 trees were surveyed. They included Swedish Whitebeam, Silver Birch, Norway Maple, Hornbeam, London Plane, Oak, Turkey Oak, Ash, Cherry, Turkish Hazel, Laburnum and Silver Maple. Of these, 17 trees have been categorised as B (moderate quality and value), 1 tree has been categorised as a U (requires removal) and the remaining 25 trees have been categorised as C (low quality and value). Generally, the tree population surveyed was considered to have moderate amenity value.

- 14.38 British Standard guidance (BS5837:2012) suggests that category A and B trees should be retained where possible, and that category C trees can be retained, but it is generally accepted that they should not influence the proposed layout of new development.
- 14.39 It is highly likely that all existing trees within the red line boundary will be lost as a result of alterations to the highway and the proposed SRQ layout. While this is unfortunate, it is accepted that the amenity value of the existing trees is relatively low and their setting is generally dominated by highway. Furthermore, the Public Realm Design Codes makes it clear that trees are expected to play a significant role in the detailed treatment of the streets and spaces that define the proposed SRQ.
- 14.40 The following tree related Public Realm Codes will guide future development at the detailed design stage:

PR11.1: 'Tree planting locations will be carefully considered to pick up sight lines and focus views, as well as providing a more human scale within the townscape helping reinforce simple direct routes for cyclists and service/emergency vehicles.'

PR.11.2: 'Trees & structured planting will be used to visually contain defined spaces and break up potentially windy micro-climates.'

PR.11.3: 'Larger, semi-mature trees should be used to provide instant impact within the landscape and wider streetscape.'

PR.11.4: 'Trees should be used to create maximum impact without creating a visual barrier. This is particularly important in the spaces surrounding civic or significant buildings, where care should be taken not to obscure the grand historic architecture or important visual retail connections.'

PR 11.5: 'Tree species should be selected for their colour, variety seasonal interest, and sculptural form.'

PR.11.6: 'Tree planting can define a space both visually and physically, and can provide prominence to entrances and terracing.'

PR.11.7: 'Tree species should vary in response to location, scale and function.'

PR.11.8: 'The position of trees should be carefully considered and should help soften the hard outline of a building or emphasise the importance of a space creating a focal point. Trees should be considered where:

- there is a setback in the building line;
- the scale of the street is such that trees can be used as a space forming element, defining movement and change in use;

- there are pedestrianised areas;
- the urban fabric of the street is disjointed and trees can be used as a linking and unifying element.'

PR.11.9: 'Tree species should be selected for their hardiness to the urban setting and the restrictive growing conditions on site e.g. salt tolerance and drought resistance species.'

Drainage

14.41 Yorkshire Water advised that the originally submitted Drainage Strategy was not acceptable. They queried the proposed discharge rate of surface water to the public sewer (of 844 litres/second) and requested that the existing and proposed surface water discharge drainage is based on a 1 in 1 year storm (rather than a 1 in 2 year storm).

Since that time an updated drainage strategy report and flood risk assessment have been submitted to Yorkshire Water and, whilst they are not yet willing to revise their stance because further investigations are required to confirm that drainage to a public sewer is viable, both Yorkshire Water and the Lead Local Flood Authority seem happy with the principal of discharging surface water to the combined sewer and applying a 30% reduction in existing discharge rates based on a 1 in 1 year storm.

15. Socio-Economic Effects

- 15.1 Chapter 14 of the Environmental Statement looks at the impact of the SRQ on a range of socio-economic issues such as employment, community infrastructure, deprivation and the economy. It shows that a series of beneficial socio-economic effects are likely to occur as a result of the proposed development.
- 15.2 The SRQ will represent one of the most significant construction projects in Sheffield. It will therefore have a beneficial impact on the local construction sector, generating employment and reducing income deprivation in the short term. It is estimated there will be net employment generation of around 1,219 new full time equivalent (FTE) jobs during construction across Sheffield.
- 15.3 In the longer term employment will be generated through the provision of new commercial floorspace. The ES suggests that, in total, the development could create in the region of 4,779 jobs, more than half of which are expected to be taken by local people. We know that there is capacity in the local labour market (illustrated by a local claimant count rate that is slightly higher than the national average) and the population is well educated, and includes a young student population that will benefit from short term, flexible jobs.
- 15.4 To further enhance the employment opportunities for local people, it is expected that an employment and training strategy will be developed with the city council, covering both the construction and operational phases of the development.
- 15.5 Existing community infrastructure and local amenities would be affected by a permanent and significant change in population. Approximately 100 to 150 new residential properties could be created as part of the SRQ proposals, therefore no significant change in population is expected and no new community infrastructure facilities are proposed as part of the scheme.
- 15.6 A calculation has been done to estimate the number of new school pupils which are likely to result from the development. It suggests that there could be 58 new dwellings with 2 or more bedrooms, generating 1.74 pupils per school year. This represents 12 primary, 9 secondary and 4 sixth form school pupils. However, this is considered to be an over-estimate, given that the future residents of the SRQ are less likely to be families with school-aged children. Therefore, the number of new school places required is likely to be fewer than the above figures, supporting the view that existing educational facilities are sufficient to meet any additional demand.
- 15.7 Recreation and leisure facilities are also affected by changes in population. However, with no significant increase in population expected, it follows that

there will be no significant change to the recreation and leisure resource and no new provision is proposed as part of the scheme save for a series of high quality public open spaces where people can meet and which will be designed with a degree of flexibility that will enable them to host gatherings and events.

- 15.8 There is potential for disruptive activities (e.g. construction) to affect some aspects of the local economy in the short term. However, it is considered that the city centre is likely to be resilient to disruption and that the economy will, in the long term, benefit from increased spending, increased business rates and council tax contributions and a potentially significant increase in Gross Value Added (GVA), Sheffield's contribution to the GDP, as a result of the increase in the value of the goods and services.

16. Community Infrastructure Levy (CIL)

- 16.1 The Council approved the CIL Charging Schedule on 3 June 2015 and it came into effect on 15 July 2015. The Schedule adopts a matrix approach, setting out differing CIL rates for new housing, retail, hotels and student accommodation.
- 16.2 As per the Schedule, Major Retail Schemes, which includes superstores and retail warehouses with a floorspace of 3,000 square metres and is considered to apply to the SRQ, are charged at a rate of £60 per square metre. The CIL charge will apply to the whole of the net additional retail and residential floorspace. The figures will be confirmed at reserved matters stage.

17. The Endorsement Resolution

- 17.1 As previously described, the purpose of this endorsement resolution is to confirm the general acceptability of the proposals submitted to date, recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of your officers.
- 17.2 Officers therefore recommend that the Planning and Highways Committee endorses the following principles of the development proposed for the SRQ in applications 15/02917/OUT, 15/02941/FUL and 15/02942/LBC (20-22 Cambridge Street), 15/02939/FUL and 15/02940/LBC (32 Cambridge Street) and 15/02938/FUL (demolition of non-listed buildings in the conservation area):

1. Retail Need

That the proposed scheme:

- Responds to national planning policy requirements to invest in city centres and the objectives of the Sheffield Core Strategy to enhance the regional role of Sheffield City Centre.
- Addresses the current inadequacy of Sheffield's retail offer, in particular the difficulties that have arisen from the city centre's historically linear form.
- Would provide the quantity and quality of retail floorspace required in order to improve the City's retail offer.

2. Anchor Store

The replacement of the existing department store at Barker's Pool with a new store to meet 21st century retailing needs as a key part of the scheme is supported, both to anchor the new Sheffield Retail Quarter and maintain the future vitality and viability of the city centre as a whole.

That the final position of the store is not fixed and could be altered in response to the operational needs and master planning requirements of the scheme and the trading requirements of the occupier.

3. Quantum and Mix of Development

The proposed mix of retail, leisure and office floorspace is considered to be acceptable.

The inclusion of up to 38,323m² of office floorspace (use class B1) within proposed block HJ is supported and reflects the ambitions of the draft City Centre Masterplan to expand the Central Business District.

The proposals include sufficient floorspace to deliver an appropriate number of homes, in accordance with the Sheffield Strategic Housing Land Availability Assessment and the ambitions of the City Centre Masterplan.

4. Layout and Built Form

The format of the outline planning application, based on parameters or limits for development, supported by a series of plot specific Design Codes, an Urban Design Code and a Public Realm Design Code, provides a sound yet flexible basis for developing the City's retail quarter.

The limits for development set by the parameter plans strike a reasonable balance between the requirement to deliver a viable quantum of development against the constraints of the location, apart from where further work is recommended to mitigate any potential harm caused by the upper limit of development on existing built form.

The intention to build upon the historic street pattern to create a series of open streets and spaces that reinforce the distinctive character of Sheffield City Centre is welcomed.

The commitment to deliver a high quality public realm that reflects the quality of the existing public spaces within the city centre is welcomed.

5. Heritage

Although the proposals are harmful to some heritage assets, the harm is less than substantial such that the benefits to the City outweigh the injury to the City's heritage and adequately meet the requirements of the NPPF.

Where harm is caused – to the setting of the grade II* listed Leah's Yard, as a result of the loss of a significant proportion of the grade II listed Bethel Chapel Sunday School and as a consequence of demolitions on the western fringe of the City Centre Conservation Area – opportunities to minimise that harm should be sought wherever possible.

Retention of the Victorian frontages facing onto Pinstone Street is supported as a particularly positive feature of the outline proposals.

The benefits of the SRQ are considered to outweigh the loss of archaeological remains, but that loss should be mitigated by thorough investigations and detailed reporting of remains during the implementation of any subsequent development.

6. Highways and Transport

The predicted SRQ traffic can broadly be accommodated on the local highway network, with little or no impact on the Strategic Road Network.

The proposed vehicular access routes into the SRQ are acceptable and good public transport links appear to be maintained.

Pedestrianised streets and spaces will be expected to remain open to the public 24 hours a day.

The cycling strategy comprising high quality primary routes around the edge of the SRQ, secondary commuter routes through the site and access to all areas for cyclists, is sound, subject to further work on the location of the cycle hub.

Notwithstanding the Highway Authority's commitment to improve Charter Square, subsequent proposals for Charter Square, including removal of the private car, are fully supported subject to satisfactory alternative servicing and access arrangements for the existing businesses and residents affected.

The intention to maximise access for all people to all parts of the development and to design inclusively (beyond the minimum requirements of the Building Regulations Part M) is fully endorsed.

7. Environmental Impacts

The EIA and supporting documentation, as amended, provides a sound basis for assessing the impact of the development on the local environment and attempting to minimise the harm it could cause.

8. Sustainability

It is acknowledged that the proposed development could comfortably exceed the local policy requirement to provide a minimum of 10% of predicted energy needs from decentralised and renewable or low carbon energy.

Given the scale, nature and location of the retail quarter, and its significance for Sheffield, it is expected that, as the detailed design of the proposals evolve, every effort will be made to minimise its carbon footprint.

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