



# Castlegate: Policy and Development Framework

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# Executive Summary

Today the Castlegate area of Sheffield sits on the edge of major change. For hundreds of years the Castlegate area has been synonymous with the markets of Sheffield. Most recently this has been physically manifest in the Castle and Sheaf Markets, buildings of the 1960s and 1970s; but markets have existed in this area since 1297. It has now been proposed to move the Castle Market to a site at The Moor.

These moves are part of a major and deliberate restructuring of the City Centre, as part of the City Centre Masterplan, which identified seven priority projects aimed at developing the economy & bringing in substantial private sector investment. This provides Castlegate with a unique opportunity to redefine its role within the City Centre, provide a more varied mix of uses and create a new high quality open space centred on the Castle remains.

This document provides a framework to guide future development proposals. It will be a material consideration in determining planning applications within this area.

## Key Drivers for the New Castlegate

The markets and the castle have dominated the character and appearance of the Castlegate area for over 700 years. The area is about to lose the last of its markets, but possibly regain its castle. Around the Castlegate area riverside regeneration has been gathering pace and now the Masterplan area needs to find a new role and a new identity not related to the markets. This new role can therefore be based on several key drivers:

- The Castle Market moving out of the area;
- The area's strategic riverside location in a historically significant part of Sheffield;
- The potential for the area to develop its role in the City centre, to provide a truly mixed-use area and to help further develop the area's residential and employment role; and
- The completion of the Inner Relief Road (IRR), leading to a dramatic fall in traffic on several of the roads through the area.
- Concentration of hotels in in and around Castlegate

## Opportunities and Constraints

### Retail Activity

At present the Castlegate Quarter includes a significant amount of Secondary Retail Space (approximately 24,000m<sup>2</sup> of occupied floorspace). The Markets account for one of the most significant land-uses in the area. Now the Castle Market building is reaching the end of its life and the activity created by the markets is continuing to decline. However, large footplate secondary retail uses, such as Primark, Co-op and Wilkinson's, continue to be successful.

Discussions with local businesses and stakeholders have generally shown that significant Secondary Retailing need not be the main activity within the study area; and that the loss of the market coupled with the consolidation of the retail core could limit the viability of a significant level of Secondary Retail in the Castlegate Quarter. However, Wilkinson's, Primark and the Co-op have indicated that they would continue after the closure of the market or for as long as this remains profitable for them.

It seems likely therefore that for the foreseeable future the King Street quadrant will continue as Secondary Retail, anchored to a degree by passing trade related to Wilkinson's. The redevelopment of Castle Market and the BHS site would remove many existing retail premises, redefining the future for other existing retail units uncertain.

### Built Form and Townscape

Castlegate has a number of buildings of historical and architectural interest. The legacy of older buildings such as the public houses in Castlegate and Exchange Street and the rows of shops on Dixon Lane contribute to the historical context of the area.

Vacant buildings on and around the site include the former BHS store and the Old Courthouse. The Old Police Station, on Castle Green, is now no longer needed and is about to be marketed for other uses. The existence of vacant buildings adds to the poor impression of Castlegate and can deter investment and present a rundown image, whilst discouraging visitors into the area.

Castlegate follows the original line of the Castle walls on the southern slopes of the River Don near the earliest crossing point of the river and its confluence with the River Sheaf. The Castle Market building on its elevated site with river frontages is highly visible and are suitable for major new development which would visibly connect Castlegate to the surrounding riverside areas and provide a new landmark for the area.

### Public Realm

The pedestrian environment is poor generally due in part to the presence of inferior quality or vacant buildings. Waingate/Haymarket offers a generally poor environment due to congestion caused by the high number of buses passing and stopping. The area has a rundown appearance with poor quality paving and cluttered street furniture. The focus on budget shopping in the area does not help the perception of the area. Areas of greenery or pleasant and usable open space and seating are very few with limited street trees.

### Connections

There are currently a number of barriers that prevent the Castlegate area from connecting to the neighbouring areas. Most significantly, traffic from Park Square onto Exchange Place, Exchange Street, and Blonk Street are very strong barriers to pedestrian movement. The poor quality pedestrian environment and number of vacant and run-down buildings in the Castlegate area, along with the sense of personal risk in places, is not conducive to pedestrian movement from neighbouring areas, particularly at night. The buildings which do remain active are the Ponds Forge Sports Centre, some public houses, and the hotels in the area and on Victoria Quays. The hotels on Victoria Quays are effectively cut off from the City Centre by the road network; these do not spread activity into the Castlegate area.

The Wicker and Waingate/Haymarket are the historic thoroughfares into the City from the north. The Castlegate site is very well served by public transport, in particular buses which principally run along Waingate/Haymarket. Taxis also account for the second largest proportion of road users. The combination of these two factors has caused problems including, congestion, pedestrian severance and a reduction in the air quality of the area.

The completion of the Inner Relief Road will result in a reduction of general traffic on the surrounding road and will allow the opportunity for reconsidering the local bus network to ease the impact on Haymarket / Waingate.

The tram system is easily accessed from Commercial Street, particularly now that the new ramp has been built from Shude Hill.

### Uncovering History

The removal of Castle Market presents an opportunity to rediscover both the site and remains of Sheffield's castle and also the uncovering of part of the River Sheaf which can provide a city and regional wide visitor attraction. These are exciting opportunities and provide a focus on which to base the future character of the Castlegate area. Re-establishing Castlegate at the historic core of Sheffield and establishing new connections to the River Don and River Sheaf can refine the role and character of the area after the market has gone.

There are obviously risks associated with this approach. The extent of the castle remains are only partially known (see Appendix A); the development value generated to offset the high costs associated with the removal and redevelopment of the market may be restricted by the archaeological constraints of the site. Any development strategy for this part of the site needs to be flexible to accommodate these unknowns. Maximising the association with the history of Sheffield on this site together with new high quality public realm in the wider area will lead to higher overall development values than could be achieved in the present environment.

### Transport

Castlegate is currently one of the main gateways to the City, and is located off the main link roads to the M1. High traffic flows, severe congestion and the highly engineered layout of roads and junctions particularly on Exchange Place, Exchange Square and Castlegate currently cause considerable problems of high pedestrian severance. It is expected that the introduction of the IRR will, in places, reduce traffic using these routes by up to 90%, particularly along Exchange Place / Street and Castlegate (A57). The IRR will provide a unique opportunity to reclaim highways space and transform areas currently dominated by road traffic.

At present, high volumes of bus services use Haymarket/Waingate, Castle Street and Angel Street in a mainly one-way bus only system. The lack of a mini-interchange in the area has resulted in ad hoc alighting and picking up of passengers. The affect of this is to create an environment, dominated by congestion & high volumes of bus traffic, which does not create a pedestrian friendly environment.

### Connecting to the Rivers

In a similar way, the direct connection to the existing river front and the potential River Sheaf frontage is not exploited in the existing situation. The Castle Market building turns its back on the river and literally presents a blank wall to Castlegate itself. This may be related to the former use of Castlegate as the slaughter houses for earlier markets on the site. Utilising the location and historical connections can form the basis for a mixed use approach incorporating leisure and hotel related developments and high value residential and office developments.

### Development Proposals

The preferred development proposals set out to deliver the objectives and direction for change set out in the accompanying document Castlegate: A New Vision.

It is proposed that the economic role of the Masterplan area will change significantly, largely due to the relocation of Castle Market from the site which will mean that retail will become a secondary function of the area.

The area will become a truly mixed-use, City Centre location incorporating a significant office (B1) element, along with residential and increased night-time uses. These key uses will 'anchor' new development and provide life in the day and evening. The range of sites available within the historic core of the City Centre will strengthen Castlegate's status as a key strategic location. The Masterplan area will also provide greater and more diverse opportunities for leisure uses, including high quality hotels, bars, and restaurants and also provide some ancillary retail uses to support the new residential and working population. Large floor-plate retail uses will be restricted to the existing Primark and Co-op sites.

In terms of the provision of open space, the Masterplan area will exploit the uncovered archaeological remains of the Castle, which will be interspersed with high density, high value uses along the riverside. The open space will transform perceptions of the area and will provide a recreational amenity for both the new residential community and those working and travelling through the Castlegate area. The uncovering of the culverted River Sheaf will also add to the proposed high quality public realm in the areas adjoining the Castle site.

Additional development sites, outside of the Masterplan area, have been identified along Exchange Place, which are a result of the completion of the IRR and the reductions in road space required. These development sites could potentially act as 'windfall' sites to support development in the Masterplan area, forming part of the funding strategy for the implementation of the development proposals and are detailed in the supporting technical appendices.

### Summary of Development Outputs

In line with emerging planning policy for the Castlegate area, a total of 10,093 m<sup>2</sup> new office development could be provided. This figure will supplement the 25,000 m<sup>2</sup> already proposed in the Carillion development.

The size of the individual office buildings varies from smaller 300 m<sup>2</sup> to large new HQ buildings on Exchange Place of 4,500 m<sup>2</sup>.

In total over 281 residential units are created, which would give a critical mass for new City Centre living in this new City quarter.

At present the Masterplan area contains approximately 28,000m<sup>2</sup> of retail space, of which almost 4,500m<sup>2</sup> is vacant. The current proposals involve the retention of Primark, Sheffield Co-op and the Wilkinson's store, which provide approximately 13,000m<sup>2</sup> of retail space. In addition to this, the proposals provide approximately 3,940 m<sup>2</sup> of new retail accommodation which is made-up of small to medium sized units at ground floor level, fronting Haymarket/Waingate and Exchange Street.

New entertainment and leisure use are spread throughout the area with a concentration at the new Castlegate riverside, providing 4,741 m<sup>2</sup> of floorspace. In addition to this, one site for a new hotel of 3,500 m<sup>2</sup> has been identified adjacent to the newly exposed River Sheaf.

## Implementation and Phasing

### Risk to Implementation

The radical change envisaged for Castlegate is predicated on two main events, with a series of less 'critical' components that follow. The two critical components include the completion of the Inner Relief Road (IRR) and secondly the closure and relocation of the Castle Market.

If the future Castlegate Vision is to be delivered, the risks to implementation of the individual components needs to be managed. If the Castle Market were not to relocate a very significant element of the vision would be lost.

Although it would be possible to implement the proposed public realm improvements resulting from the implementation of the IRR, intervening pedestrian links would not be supported by the vibrant, active mixed use economy envisaged. The character which would facilitate the reuse of the Old Courthouse and reuse/redevelopment of the BHS building would not be created and many of the poor quality buildings and their effect on the immediate public realm would also stay.

The unique identity created by the Castle remains and the Rivers Don and Sheaf will be a powerful tool in rebranding Castlegate, and indeed the whole City Centre. The removal of the 'budget shopping' association it currently has; will enable developers to achieve higher values to support quality design, architecture and public realm. The delivery of quality outputs should be a priority for the Castlegate Vision. Not delivering the quality outputs would weaken the overall vision for the Masterplan area.

## Phasing

The following provides a summary of the proposed phasing of the preferred development scenario.

### Phase 1

Once funding has been secured, it will be possible to begin the first public realm improvements on the King Street Block, including removal of the King Street pedestrian bridge and introduction of the retail pavilions.

Three projects can be seen as 'early wins', they are:

- 'The Square' (a development outside the Masterplan area). Expected to take place 2005 to 2010
- South Yorkshire Police can complete their proposed consolidation of the Snig Hill Station and introducing new office development. Expected to take place 2006-2008.
- Other changes within the Castle Green site could also take place during this period.

### Phase 2

Phase 2 of the development will follow the completion of the Inner Relief Road and the relocation of the Castle Markets.

- From mid 2007, consideration can be given to the proposed bus route changes and more radical public realm modifications arising from the IRR.
- Following this it will be possible to start reclaiming some of the highway and pedestrianise Castlegate (A57) along with other public realm improvements.
- The redevelopment of the market site will be a large and complex operation taking in the region of 5 years to complete.



- Development would then move into the space facing the Wilkinson's block where archaeology will make development more complex.
- The last component to be completed is likely to be the Castlegate riverside with its concentration of leisure and entertainment uses.

### **Phase 3**

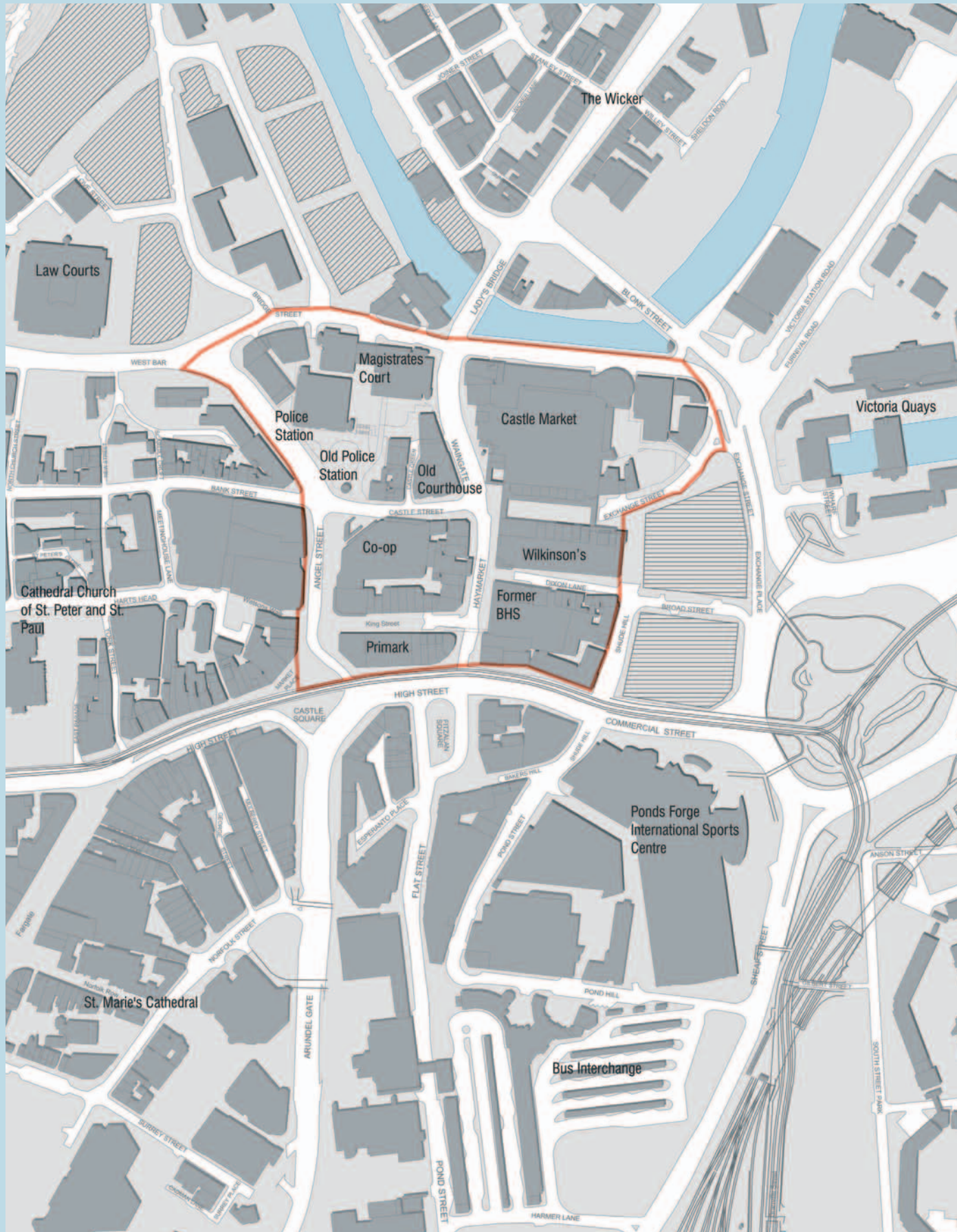
Other development in Castlegate such as the redevelopment of the BHS building and the reuse of the Old Courthouse are likely to be dependent on the new character created for the area which is intrinsically linked to the redevelopment of the market. If the market is moved in 2009, these other developments may come on stream 2007 - 2011.

### **Phase 4**

Finally, the 'enabling development', outside the masterplan area, on the reclaimed highway space created by the IRR can create possibly 2 new development sites in Exchange Place. Theoretically these can come forward at any time from 2007.

Fig 1:

Site Context Plan



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# 1 Introduction

## The changing face of Sheffield

Today the Castlegate Masterplan area of Sheffield sits on the edge of major change. For hundreds of years the Castlegate area has been synonymous with the markets of Sheffield. Most recently this has physically manifested in the Castle and Sheaf Markets, buildings of the 1960's and 1970s; but markets have existed in this area since 1297 (Appendix A sets out a fuller history of Sheffield's castle and market). The Sheaf Market was closed in 2002 and demolished to make way for new office development. It has now been proposed to move the Castle Market to a site at The Moor. These moves are part of a major and deliberate restructuring of the City Centre, as part of the City Centre Masterplan, which identifies seven priority projects aimed at developing the economy & bringing in substantial private sector investment. The 'New Retail Quarter' sets out to redefine the retail area of the City Centre and the 'Heart of City Project' has set out to start the economic and physical regeneration of the City Centre. The effect for Castlegate, however, is to remove one of its principal economic drivers and the activity most associated with the character of the area.

Sheffield's retail restructuring is principally aimed at consolidating the retail core, which potentially has the effect of drawing back retail activity away from the outer ends of what is currently a very elongated retail centre. Castlegate currently marks the northern edge of this retail centre. This might therefore suggest that the combination of the loss of the markets and the strengthening of the retail core could spell the end of secondary retailing in Castlegate completely, or at least see a move away from retailing as the area's primary land-use.

Whilst the present character and activity of the area is associated with the bustle and activity of the markets and retail use, it is also associated with a public realm which is dissected by traffic, buses and busy roads during the day, and dead and uninviting by night. Several of the major buildings in the area are vacant and many more are tired and unattractive.

The changing dynamics of the City are, however, also working in Castlegate's favour. The areas to the north of Castlegate have for many years been physically and psychologically cut off from the City Centre by the its ring road. Park Square is the gateway into Sheffield from the M1 and high levels of traffic flow from here onto surrounding roads. Recently these areas have begun

to be regenerated by the growth in residential, office and hotel development along the riverside and Victoria Quays. The changes provide the opportunity to redefine the area's economic role within the City Centre and also provide the opportunity to improve connectivity to Victoria Quays and the City Centre.

## Transport

The traffic problems around the Castlegate Masterplan area will be very significantly improved through the opening of the Inner Relief Road (IRR), which is already well underway and is due to be completed by mid 2007. The impact of this will be a traffic reduction of up to 90% on many of the roads to the north and east, which divide Castlegate from the riverside areas. This provides a unique opportunity to transform the area from a congested and intimidating environment designed around the requirements to keep high volumes of traffic flowing freely; to a more inviting through-route for pedestrians which connects easily with surrounding areas. As a result of the IRR the need for road space will drop dramatically. Some roads which are currently four lanes in each direction can be reduced to one lane in each direction. The existing guard railings, central reservations and staggered crossings can be replaced by an environment designed for the pedestrian at a more human scale. Areas of carriageway can be reclaimed to provide a vastly improved pedestrian environment and strong and easy connections between adjoining areas. New development sites can also be created from reclaimed highway.

## Redefining Castlegate's Role

As well as the significant consolidation and reinvestment in the retail market, the office market in Sheffield is also currently seeing significant growth. A recent study on Sheffield Central Area Activity concluded that over the next ten years, a further 1.5 million sq ft of office space will be required (Knight Frank, 2004). At present there is a potential risk of this target not being met and the economic success of the City being undermined, due to lack of suitable quality locations and increasing competition for sites from other land-uses, particularly residential development.

To the east and north-east of the City Centre are Castlegate, Victoria Quays and the Riverside Quarter which together highlight the potential for a major new office / business district with an outstandingly rich urban setting. Harnessing

this demand presents the best opportunities for environmental and economic change within the Castlegate Masterplan area.

The Knight Frank study (2004) identified Castlegate as one of several potential strategic office space locations within the City Centre which could, in part, help address this demand. Already, part of the Castlegate area will see the development of 250,000sqft of new office space as part of 'The Square' development. Other sites within the Castlegate area are seen by the City Council and Sheffield One as strategic locations for office development.

Notwithstanding this need for office space in Sheffield City Centre, there is also a strong, and growing, demand for City Centre Living. Given Castlegate's strategic location within the heart of the City Centre it is expected that residential elements will form a significant part of development proposals. If residential development is to be successful and sustainable in the long-term, it would also be desirable to diversify the existing mix-of-uses in the area, to further promote real City Centre Living, as set out in the Urban Design Compendium and emerging Planning Policy. Successful City Centre living requires high quality environments and local amenities including local shops, bars, hotels, restaurants, community facilities appropriate for local residents, good lighting and an atmosphere of safety and well being. All of these elements can be brought together in the new Castlegate.

## Rediscovering Sheffield's Birthplace

The relocation of the Castle Market to the Moor also creates a unique opportunity for Sheffield. Beneath the castle market lie the remains of Sheffield Castle (see appendix A) and the culverted course of the River Sheaf, from which Sheffield derives its name.

The Masterplan area is in fact the historic core of the City. Until 1649 the site was the location of Sheffield Castle, when it was razed to the ground following the English Civil War.

The street patterns in the immediate area were set out in relation to the Norman settlement around the castle and have hardly changed since. The most significant change in the site in this respect has been the gradual disappearance

Fig: 2

Historical Map 1853



from view of the River Sheaf. Fully visible in the map of 1853, the river was culverted as far as Exchange Street with the construction of the Castlefolds Market at about that time; and fully disappeared from view with the arrival of the first trams. Until the turn of the 20th century, the whole area was dominated by a series of markets and formed the City's main civic and trading centre.

With the removal of the Castle Market there is the opportunity to re-discover the historic beginnings of Sheffield through the uncovering of the castle remains and the restoration of part of the River Sheaf, as a centrepiece for the regeneration of the area and providing a focus for a new future.



## Key Drivers for the New Castlegate

The markets and the castle have dominated the character and appearance of the Castlegate area for over 700 years. The area is about to lose the last of its markets, but possibly regain its castle. The strong market for centrally located office space and the growing trend for City Centre living has also provided the Castlegate the opportunity to redefine its economic role within the historic core of Sheffield City Centre. Around the Masterplan area riverside regeneration has been gathering pace. South of Castlegate the City is also rejuvenating itself around the new retail core and new civic spaces and places such as the Peace Gardens and Winter Gardens. Lying in between, Castlegate and the surrounding major roads have acted as a barrier to integration and the flow of activity between the City Centre and the new areas of the City to the north.

Castlegate now needs to find a new role and a new identity not related to the markets. This new role can therefore be based on several key drivers:

- The Castle Market moving out of the area and providing the opportunity to reshape the economic and physical role of the area;
- The dramatic fall in traffic on several of the roads surrounding the area;
- The area's strategic location in the heart of Sheffield, next to an excellent range of public transport;
- The potential for the area to develop its role in the City centre and to provide a truly mix-use area and to help further develop the area's night time economy capitalising on the hotel cluster that has developed in this area;
- The ability to reclaim road space to make new high quality pedestrian connections to surrounding areas; and
- The potential for the castle remains and the setting next to the rivers Don and Sheaf to form the new focus for the Masterplan area.

## Report Structure

The remainder of this report is set out in seven further sections.

- 2 Planning and Regeneration Context – Provides a synopsis of the planning and regeneration policy framework related to the Masterplan area.
- 3 Opportunities and Constraints – Examines the context of the site and highlights positive and negative characteristics.
- 4 Transport Modifications – Examines the opportunities for modifications to the public realm to create better connections and possible development opportunities in the light of the effects of implementing the Inner Relief Road. This section also examines the possibilities for reconsidering the bus routes in the area.
- 5 Development Proposals – This section details a range of development proposals for Castlegate, their mix, phasing, public realm and transport implications
- 6 Implementation and Phasing – This sets out the timescales for implementation, the policy implications, synergy with other strategies, site assembly, funding issues and interim solutions.



## 2 Planning Policy Context

Below is a brief synopsis of the relevant regional and local planning guidance which currently informs the overall regeneration of Sheffield. A fuller version is set out in Appendix B.

### Regional Context

#### Regional Spatial Strategy (RSS) for Yorkshire and the Humber

The Government Office for Yorkshire and the Humber adopted their RSS in December 2004 and is their statutory plan. The Government Office for Yorkshire and the Humber will begin work on the 'new' style RSS in 2005. The Key points are as follows:

- South Yorkshire is defined as the first priority regeneration area
- Existing centres should be the focus of efforts for upgrading the environment
- The sequential approach should be applied to the provision of new housing
- Location of development should seek to reduce the need to travel.
- Encourage urban regeneration, including reclamation and remediation of derelict and under utilised land for development, open space and high quality intensive housing and mixed-use developments on land close to town centres and at points of good points of public transport accessibility.
- Protect and enhance the region's historic and cultural resources. The region has many archaeological sites which can be protected and enhanced.

#### Regional Economic Strategy, Yorkshire Forward, 2003

Sustainable development is central to the Regional Economic Strategy prepared by Yorkshire Forward, which aims to get the best long term outcome for people, businesses and the environment across the region by improving economic performance, supporting social inclusion and quality of life and enhancing the environment.

### Local Context

The current planning policy context relevant to the Castlegate site, both in

terms of site specific detail policy and also issues of wider relevance to the City Centre is set out below. It is intended that this Development Framework will inform the development of future policy covering Castlegate.

#### Sheffield Unitary Development Plan, Adopted March 1998

The UDP details the general strategy for the City Centre as well as a more site specific approach for the Castlegate area. The development of distinctive Quarters are promoted for the City Centre, and include 'a high quality shopping core, surrounded by modern commercial and office developments and the two universities and interlinked with cultural and entertainment facilities and housing areas.'

The Castlegate site, in the north eastern part of the defined 'City Centre' has a number of policies directly relating to it in the Plan. Castlegate market, the Gallery and the area to the west of Shude Hill are defined as forming part of the Central Shopping Area, and forms its north-east boundary. Within this area, shops, offices, food and drink outlets and housing will be preferred. Haymarket is defined as forming part of the retail core of the central shopping area. Within this retail core, new retail and complimentary uses that add to the vitality and viability of the Central Shopping Area will be encouraged.

The eastern half of the site is allocated as a Business Area, where Business uses are preferred, although a range of other uses are acceptable, providing business is the dominant use. Castlegate is also identified as a major office development site; to encourage development of the City as a regional office centre and to attract innovative enterprises.

The Plan affords protection to the City Centre skyline, views and vistas by not permitting development which would damage these traditional views into and out of the City.

There are several proposed Strategic Cycle routes through the area linking to the National Cycle Network at Victoria Quays and Sheffield Railway Station in particular. Additionally a number of other cycle routes will be provided along those streets relieved of traffic, once the IRR is completed. There is also a Proposed Strategic Cycle / Footpath that runs to the west and through the site along Waingate,

Although Castlegate is not identified as an Archaeological Site on the Proposals Map, reference is made to Sheffield Castle in the UDP in the discussion to Policy BE22.

Sheffield's adopted UDP will be replaced by the Sheffield Development Framework, which will become the new statutory planning policy document for the City. The SDF will be the City's portfolio of Local Development Documents. The documents within the SDF will include:

- Core Policies;
- City Policies;
- City Sites identifying specific site allocations and managing and phasing the City plan;
- Proposals map;
- Statement of Community Involvement;
- Supplementary Planning Documents to cover a range of topics;
- Other documents to be identified in the Local Development Scheme. These documents may include Area Action plans, including area such as Castlegate.

The Local Development Scheme is was published in early 2005. It will set out exactly what documents will be in preparation over the next three years. It is proposed that the first document of the SDF will be a Core Strategy document, followed by a City Policy document (superseding much of the existing adopted UDP Citywide policies), a City Sites document (identifying specific development sites) and the Proposals Map.

For information on current situation regarding the SDF, visit [www.sheffield.gov.uk/in-your-area](http://www.sheffield.gov.uk/in-your-area) (and follow Planning and City Development link), or contact Peter Rainford on 0114 273 5897.

The Castlegate Masterplan i.e. this and the 'New Vision' documents will act as transitional policy document to be read alongside the adopted UDP. It will be used to inform the production of the SDF. Thereafter it will supplement the SDF.

#### **Sheffield One: Sheffield City Centre Regeneration Masterplan Report (December 2000)**

The key aim of the Masterplan is to create 'a new economic vision for the City and a new generation of economic prosperity which can be shared by all.' The further development of the City's strong knowledge-based economy is promoted as a key driver for change, as is the development of a City based on high technology and e-commerce. The retail offer should be significantly expanded and a mixed-use approach is advocated in the City Centre with hotel, residential, leisure and office accommodation.

The revitalisation of the retail core is fundamental, and seven key projects were proposed, of which Castlegate is one.

Other key objectives for the City Centre are to improve access, legibility and key gateways. The Inner Relief Road will take away traffic from the Masterplan area, and out of the City Centre in general and will permit the environmental upgrading and narrowing of Castlegate and Exchange Street. Pedestrian access to Victoria Quays and Exchange Street will be improved. The Masterplan also calls for early reconsideration of the complex one-way-system at Castlegate. The removal of the pedestrian bridges is also strongly promoted with replacement with new at-grade pedestrian crossings.

City Centre Living, an essential part in creating a 'Vibrant' City Centre is also now well established. New mixed-use residential neighbourhood will enliven the City Centre streets. A permanent City Centre population will provide better surveillance of the streets and fuel an expansion of local services, shops and restaurants.

A review of the City Centre Masterplan is proposed to be carried out in 2006. This will review the overall strategy and outline a further five year programme, 2007-2012.



### **Castlegate Markets, Victoria Quays and the Riverside**

The Masterplan provides detail on the future direction of Castlegate, highlighting its important location, its heavy use as a gateway to the City (and therefore also its strategic importance) and the historic roots of the area, sitting on the site of the old castle. The markets are a key anchor activity, and the Masterplan area is important in its own right and as a key link between the City centre, Victoria Quays and the developing Riverside District.

### **City Centre Living Strategy Supplementary Planning Guidance (2004)**

The City Centre Living Strategy, approved as an SPG in 2004, outlines how the City Council will assess residential proposals. Castlegate is identified as a suitable area for introduction of high quality residential use. The SPG advises that residential development should be promoted in several City Centre locations, including Castlegate, particularly on the upper floors of new or refurbished developments in the City Centre, including Castlegate. Many of the new residential developments in Sheffield have primarily been made up of apartments for single persons or childless couples. Because of this, in terms of parking provisions, it advises that some City Centre locations will require little to no car parking provision.

In terms of density, the council seeks densities in excess of 80 DPH. Recent high density residential developments in the City Centre have ranged from 180 to 400 DPH.

Night-time Leisure activities will also be promoted in City Centre locations, including Castlegate.

### **Sheffield City Centre: Planning Guidance for the New Retail Quarter (Supplementary Planning Guidance and Interim Planning Policy), November 2001**

The document highlights how large-scale retail development at Castlegate would be inappropriate as it would exacerbate the linearity of the City Centre shopping core and take up retail capacity that could be provided by the new retail quarter. However, 'provision of a key market facility and ancillary retailing would continue to complement the retail offer in the City Centre.' Retail development at Castlegate is therefore limited to re-provision / retention of the market facility and new retail provision that would not harm the New Retail Quarter.

### **City Centre Integrated Development Plan Executive Summary, July 2001**

The Castlegate area with the Riverside is identified as suitable for development of new high quality business space within the City Centre. A further aim is to create a high quality and diverse portfolio of land and property in the City Centre.

### **Sheffield City Council – Urban Design Compendium, 2004**

The Compendium highlights that the area is a key intervention area and all buildings within the Masterplan area have been highlighted as in need of 'repair and recovery'.

The Castlegate Masterplan area is one of several areas identified as a Potential Tall Building Zone. Generally buildings in the area should range between 5 to 6 storeys in height to respect the existing urban form, although some sites in the masterplan area could be suitable for buildings up to 8 storeys.

The remaining historic buildings in the quarter such as the Old Courthouse should be sensitively refurbished to allow them be used by modern businesses. Whereas in the eastern part of the quarter, contemporary architectural styles should be encouraged to strengthen the relationship with the modern developments emerging on the riverside.

### **Sheffield Central Activity Report, Knight Frank (2004)**

During the 1990s the focus of office activity shifted to the inner ring road, with large schemes at Victoria Quays, Riverside Exchange and along the Parkway at Nunnery Square. However, exciting new schemes in the central core such as Heart of the City, Castlegate, Moorfoot and Carver Street/Holly Street next to the City Hall look set to reverse this trend.

Over the years, demand has been severely constrained by the lack of comprehensive redevelopment opportunities, but a combination of Sheffield One's activities and private sector initiatives has now redressed this problem, with strategic sites available at Riverside Exchange, Castlegate, Heart of the City (St Paul's Place) and Moorfoot.

All these developments also generate attractive A3 leisure possibilities. An increasing number of residential conversions will continue to deplete secondary and tertiary office space as residential development moves right into the heart of the City Centre.



### 3 Opportunities and Constraints

Castlegate is located at the heart of a number of regeneration areas currently underway or with the potential for further growth. To the north-west is the Riverside Quarter has attracted a number of major residential and office developments. Victoria Quay has recently seen successful regeneration and reuse of the historic canal area and buildings. Castlemore Securities Ltd have recently been appointed as the 'preferred partner' for the 3 hectares West Bar regeneration area. This will deliver one million square feet of mixed use development comprising offices, residential, hotel, retail and leisure. An office and residential scheme should start on site at Blank Street in 2006.

Although some urban renewal has taken place in the Cathedral Quarter, both this and the E-Campus in the Sheaf Valley are two areas which have made slow progress.

Once activity has started in these areas, this will effectively complete a circle of activity around the Castlegate Masterplan area.

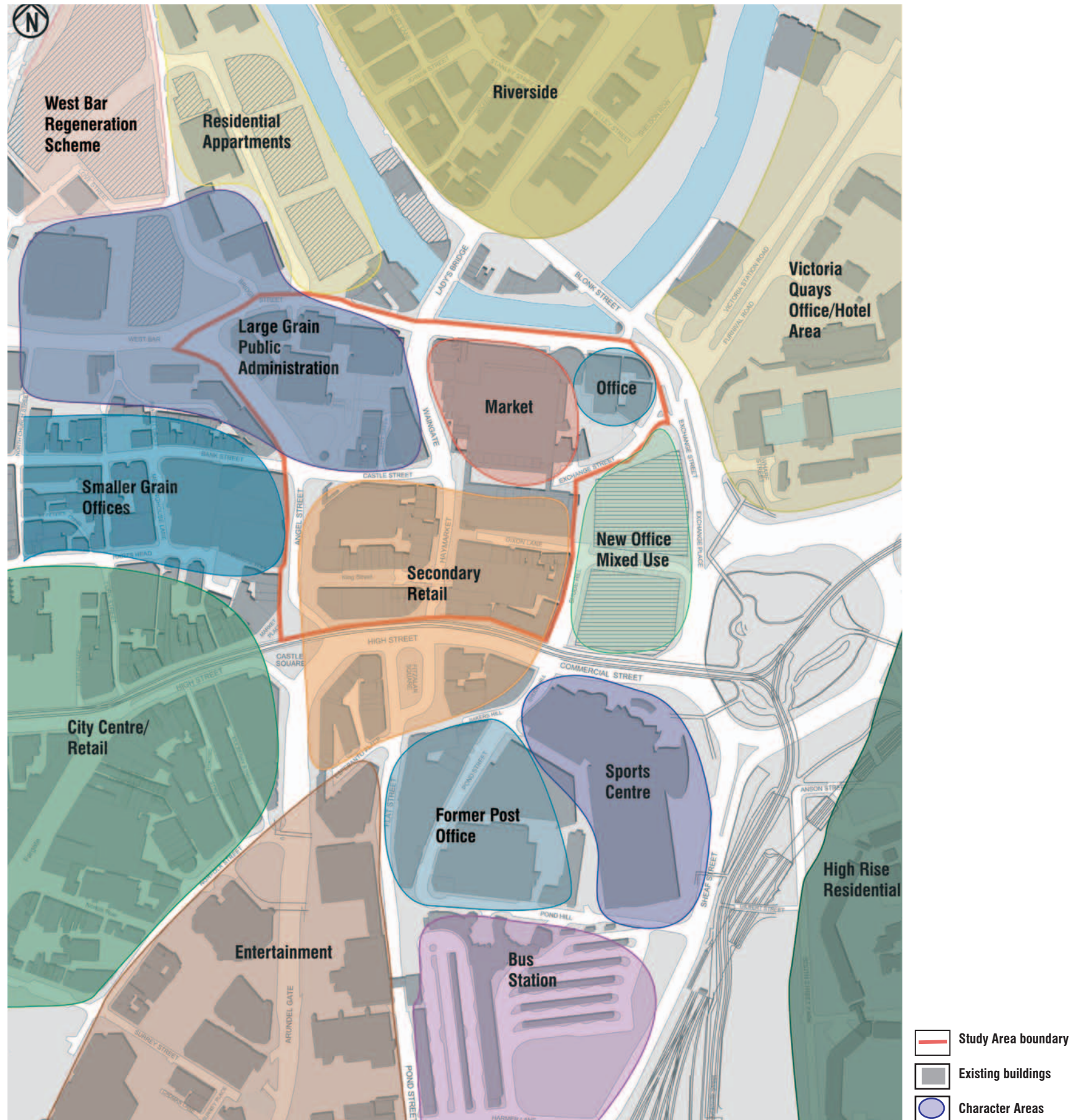
Castlegate sits at the centre of these areas of change and is now subject to significant change in itself. The opportunity for Castlegate and Sheffield is to promote and stimulate a new role for the area whilst creating good connections through Castlegate to all the surrounding areas. Castlegate should be both a meeting point and a crossroads for the north of the City. The site needs to provide physical and symbolic links across the wider area and allow the benefits from this regeneration to join together to provide a larger area that can be a critical mass of renewal across north Sheffield.

An overall strategy to address this has been prepared - the 'Central Riverside Public Realm'. This looks at the public spaces released by the construction of the IRR and how the various clusters of development sites including Castlegate, can be both 'levered' and enhanced through improved public realm. Yorkshire Forward has 'formally' received the funding bid and work on Phase 2, Castlegate should start in 2007.



Fig 3:

Current Character Areas



## Retail Activity

At present the Castlegate Quarter includes a significant amount of Secondary Retail Space (approximately 24,000m<sup>2</sup> of occupied floorspace). The Markets account for one of the most significant land-uses in the area (6500m<sup>2</sup>). Now the Castle Market building is reaching the end of its life and the activity created by the markets is continuing to decline. However, large footplate secondary retail uses, such as Primark, Co-op and Wilkinson's, continue to be successful.

This major change in retailing patterns could have a variety of effects. These cannot be isolated from other trends and changes in activity in the area and any approach to the future of Castlegate must be able to flexibly deal with this change. All of the study area with the exception of the Castle Green area (Police and Magistrates Courts) has traditionally had a retail focus spread across the markets and high street retail. The High Street, King Street, Angel Street and Haymarket continue to have a retail focus. Once the Castle Market is removed as an anchor for the area, what will be the effect on the remaining retail activity?

Discussions with local retailers, hoteliers, developers, Chamber of Commerce and Sheffield Council and Sheffield One have given a range of views (for further information, please refer to Appendix D). One view is that significant Secondary Retailing should not be the main future activity within the study area; that the loss of the market coupled with the expansion of the retail core away from Castlegate would see the northern limit of Secondary Retail in Sheffield end at Castle Square. However, Wilkinson's store trades well from a well established position and they have indicated that they would continue after the closure of the market or for as long as this remains profitable for them. Primark and the Co-op have indicated they would stay post-market, as a retail 'group' with Argos and Wilkinson's. If any one of these were to close, it may affect the viability of the others and their individual decisions to stay or relocate. There is also evidence, however, that the changing customer base is more towards lunchtime office workers and this is increasing the footfall and the viability of these stores. This is a trend that is likely to increase.

It seems likely therefore that for the foreseeable future the King Street quadrant will continue as Secondary Retail, anchored to a degree by passing trade related to Wilkinson's. The future for other existing smaller scale retail in the area is uncertain. The redevelopment of Castle Market and the BHS site would remove many existing retail premises. Other existing retail within the Galleries, on Haymarket and in King Street are likely to see increased passing trade and changing customer base in an improved environment and are most likely to remain and adapt to the changing character of the area. This level of change amongst smaller retail units may result in a more specialist retailing/niche retailing appeal which in turn promotes longer term change in the larger retail units in the area.

## Hotel/Leisure Activity

Presently Castlegate currently includes a limited level of hotel and leisure related activity. Major changes in this area could provide an opportunity to introduce more opportunities for these uses in the area, in particular, providing greater opportunities for hotels. This can further build on the continued success of the adjacent areas and also strengthen Castlegate's role in the city centre.

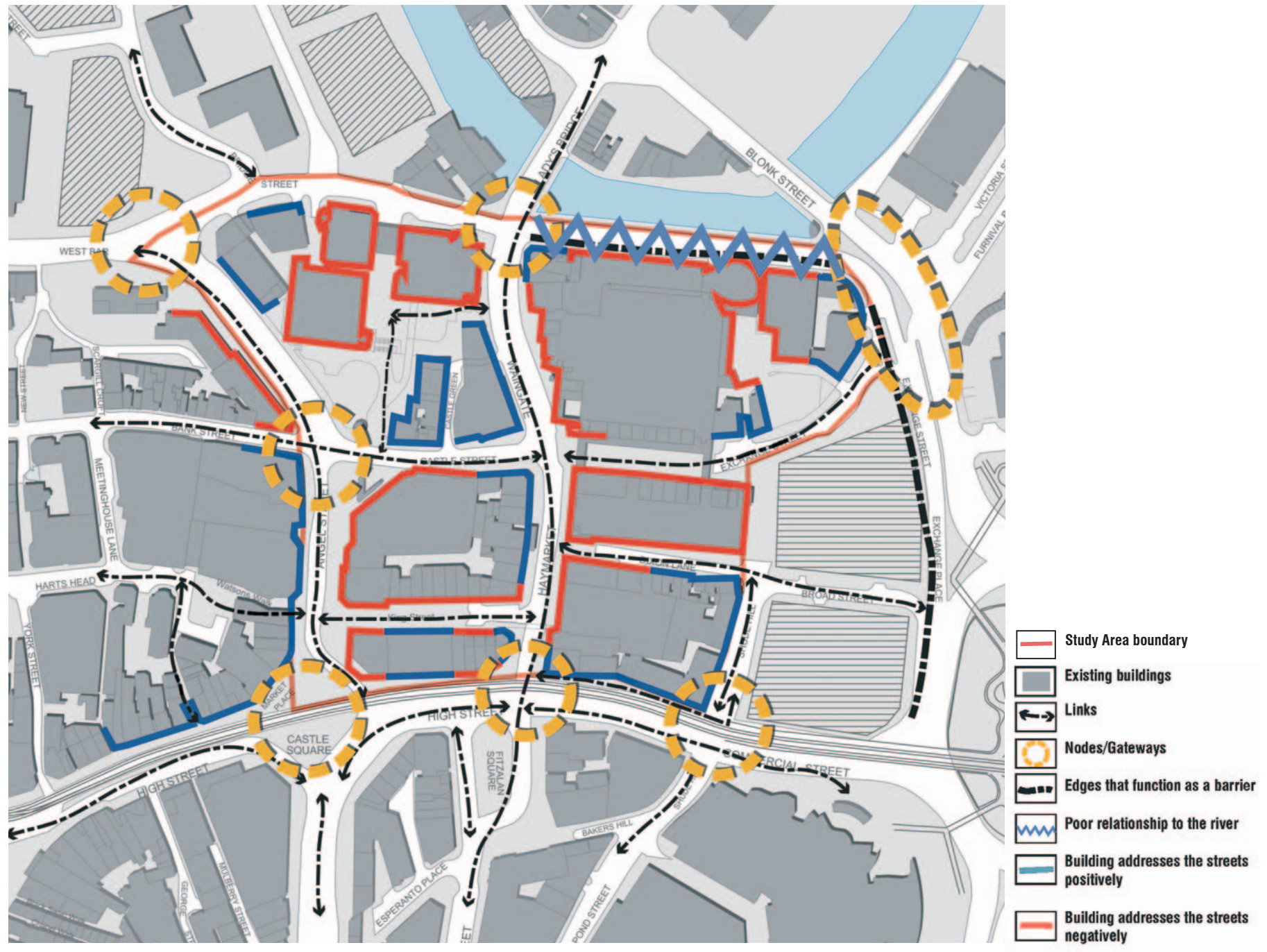
Redefining Castlegate's role will also provide the opportunity for new entertainment and Leisure uses within the area which will help link in with the proposals set out in the Wicker Study and the wider area.

Top: Waingate  
Bottom: Castle Market



Fig 4:

Built Form and Townscape Analysis



## Built Form and Townscape

The Castlegate Masterplan area has a number of buildings of historical and architectural interest. Notable buildings include the vacant old Courthouse, the former Sheffield United Gas Light Company buildings and the Yorkshire Bank fronting Commercial Street and the old police station at Castle Green. In addition, the general context of older buildings such as the public houses on Castlegate and the rows of shops on Dixon Lane contribute to the historical grain of the area.

The central Primark building, although part of a larger uninspiring block, does exhibit architectural features which contribute to the grain and character of the area. Fine, well proportioned and human scale detailing to upper floors, add to the overall texture of the place, while fenestration patterns also contribute to the fine-grained rhythm of the area, in contrast to some of its more monolithic neighbours. There may be a need to address the ground floor features as part of any refurbishment, in particular the more recent addition of a canopy.

The corner building, currently occupied by KFC on the ground floor, is a focal point for the street, effectively turning the corner from Commercial Street, handling the slight change in level while providing an active frontage and attractive curved building form. Its slightly 'Art-Deco' styling helps to tell the story of continued development in the area while also contributing significantly to the fine-grain and rhythm of the area mentioned above.

Haymarket and Castle Street, include several buildings which are high architectural quality, however, many are in need of refurbishment. Along these two streets in may be beneficial to introduce more active uses on the upper floors, such as the conversion of space to residential uses.

Vacant buildings on and around the site include the former BHS store and the old Courthouse. The old police station is now no longer needed and is about to be marketed for other uses. Vacant buildings add to the poor impression of Castlegate and can deter investment. A number of buildings on the site built in the 1960s and 70s, such as Castle Market and BHS have presented a rundown image, and do not encourage visitors into the area. This situation is now changing with the demolition of the Sheaf Market and the proposed demolition of the Castle Market.

Unattractive blank frontages, such as the retaining wall of the Castle Market loading bay and servicing area onto Castlegate and the River Don are particularly unappealing to pedestrians, as they offer no opportunities for interest or passive

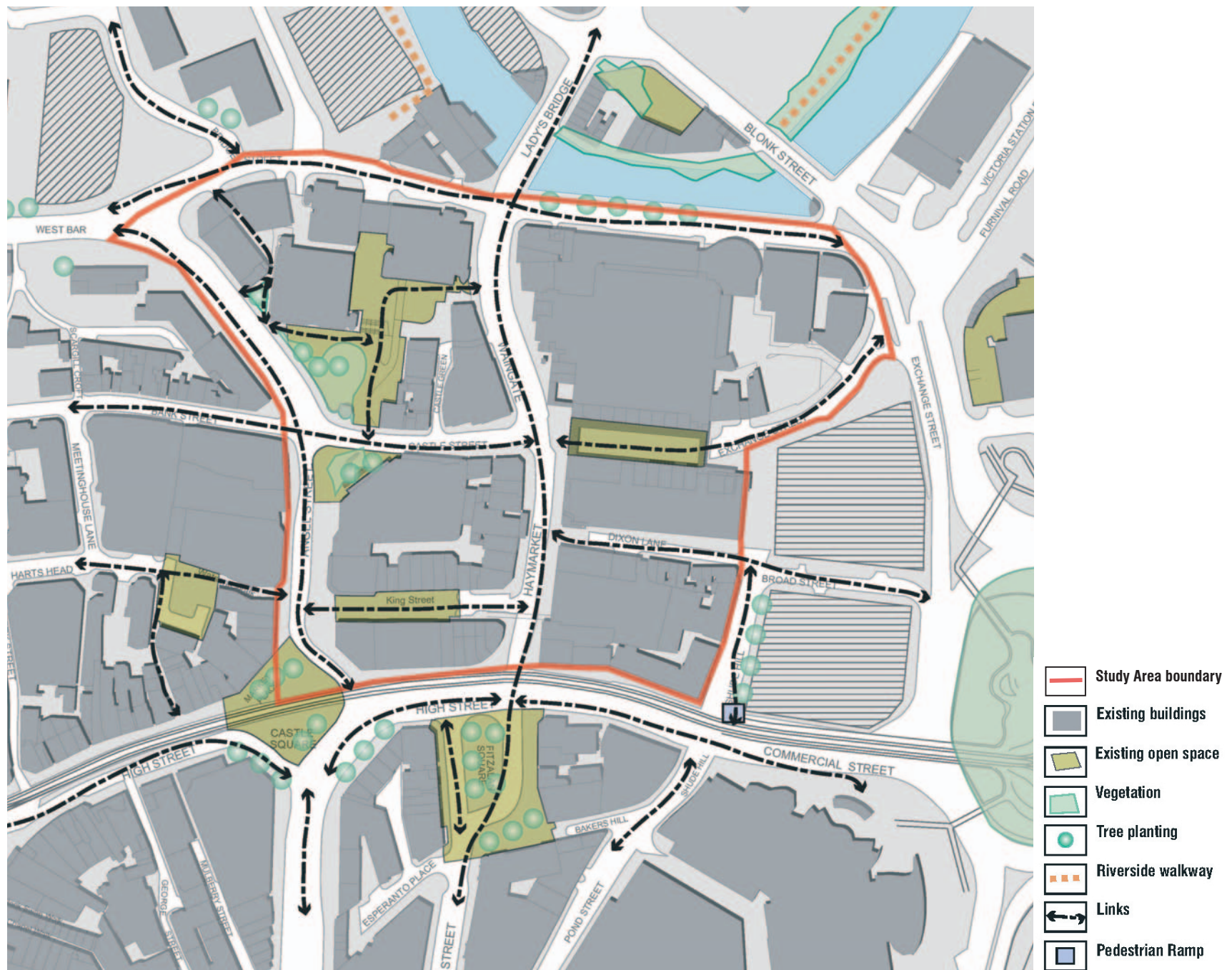
surveillance of the street. Other later buildings particularly on the Castle Green quadrant are poorly related to the public realm and do not address street frontages, again reducing the attractiveness of these spaces for pedestrians.

Castlegate sits on the southern slopes of the River Don and there are views out of northern hills and east to Park Hill. There are many sloping streets which add to the character. The area is highly visible on the approach to Sheffield from Park Square and the north-east and is a major gateway to the City. There are immediate views from Blonk Street and from the west. The Castle Market building on its elevated site and the river frontages are highly visible and are suitable for major new development which would visibly connect Castlegate to the surrounding riverside areas and provide a new visible landmark for the area.

*Top: The old Courthouse (The Former Crown Court)  
Bottom: Mural of Sheffield Steel Worker, Castle Green*



Fig 5:





## Public Realm

The pedestrian environment is generally poor, due in part to the presence of poor quality or vacant buildings. Waingate/Haymarket offer a generally poor environment due to congestion caused by the high number of buses passing and stopping, and with associated problems of air quality and noise. The area has a rundown appearance with poor quality paving and cluttered street furniture and the ambience and general appearance of the budget shopping area that it is. Areas of greenery or pleasant and usable open space and seating are minimal with limited street trees.

The environment on Exchange Place, Exchange Street and Castlegate is very oppressive for pedestrians due to the very high volume of traffic, which in addition to pollution and fumes presents perceived and actual personal danger. Overall the site suffers high levels of severance for cyclists and pedestrians on all sides. Many of the key gateways into the site where connections to surrounding areas need to be legible and easy to use suffer from this severance, particularly at the Park Square roundabout and across Exchange Street into Victoria Quays.

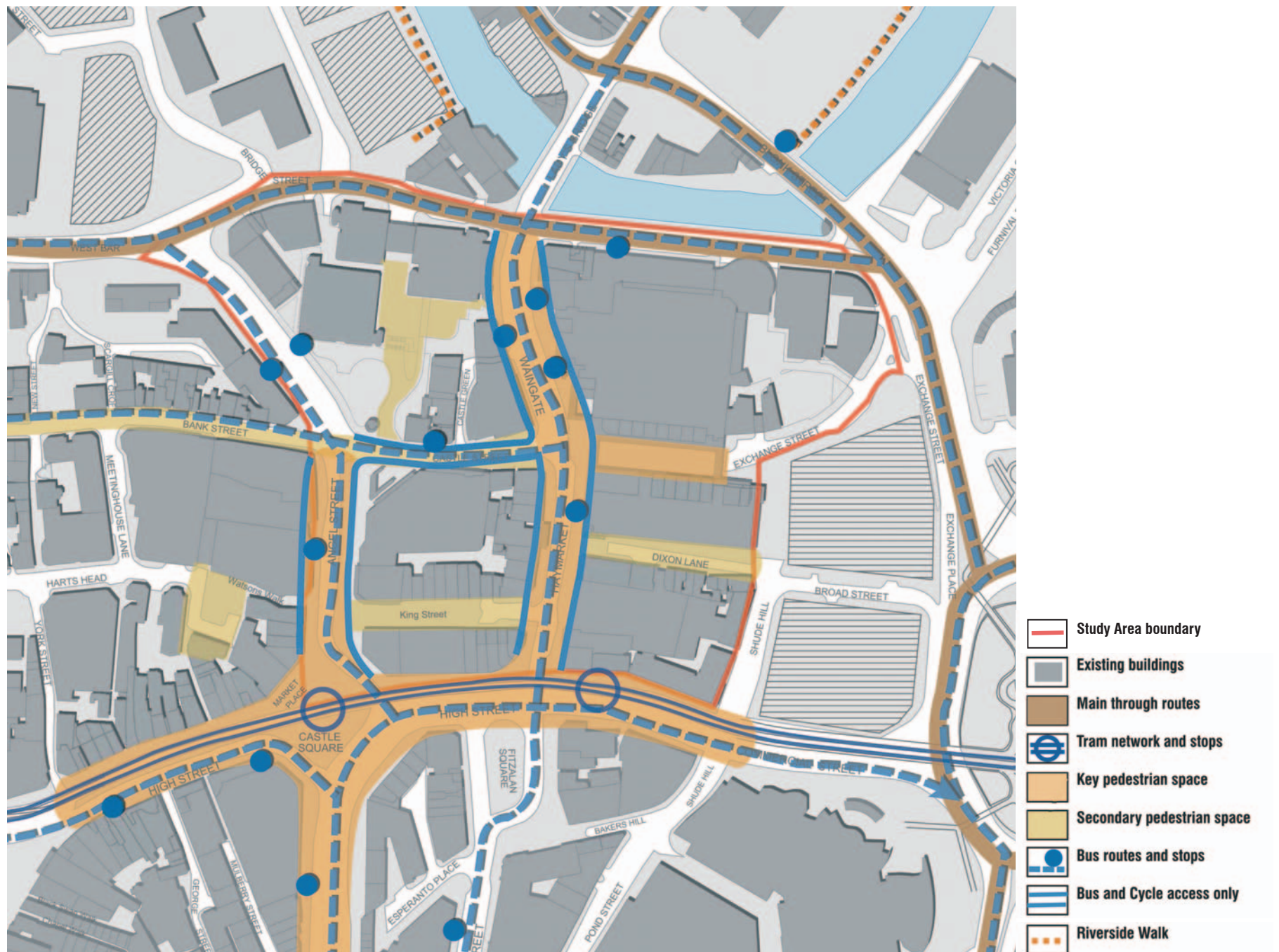
The transport infrastructure of the Supertram, buses and road traffic do give activity in the sense that people are moving on these networks, and this does present an opportunity to provide evening based activities which can connect to this movement.

Top: BHS building, Haymarket  
Bottom: Castle Street / Haymarket



Fig 6:

Movement Analysis



## Connections

There are currently a number of barriers that prevent the Castlegate area from connecting to the neighbouring areas. Most significantly, traffic from Park Square onto Exchange Place, Exchange Street, and Blonk Street are very strong barriers to pedestrian movement. The pedestrian crossing from Victoria Quay into Castlegate is very poor; also, pedestrians trying to walk along these roads face an unpleasant journey. The quality of the pedestrian environment and buildings in the Masterplan area, along with the sense of personal risk in places, is not conducive to encouraging pedestrian movement from neighbouring areas, particularly at night. This is borne out by observing the existing pedestrian activity, which is strong between the City Centre and Castle Market, but then abruptly stops.

Very little activity takes place in the area in the evening. The buildings which do remain active are the Ponds Forge Sports Centre, some public houses, and the hotels in the area and on Victoria Quays. The hotels on Victoria Quays are effectively cut off from the City Centre by the road network, and these do not spread activity into the Masterplan area at present.

The Wicker and Waingate/Haymarket are the historic thoroughfares into the City from the north. The Castlegate site is very well served by public transport, in particular buses which in the main run along Waingate/Haymarket, with around 150 buses an hour passing through and stopping. Taxis also account for the second largest proportion of road users. The combination of these two factors has caused problems including congestion, pedestrian severance and has also reduced the air quality of the area. The tram system is easily accessed from Commercial Street, particularly now that the new ramp has been built from Shude Hill.

The completion of the Inner Relief Road will result in a reduction of general traffic on the surrounding road and will allow the opportunity for reconsideration of the local bus network to ease the effect on Haymarket / Waingate. This is examined in Section 3.

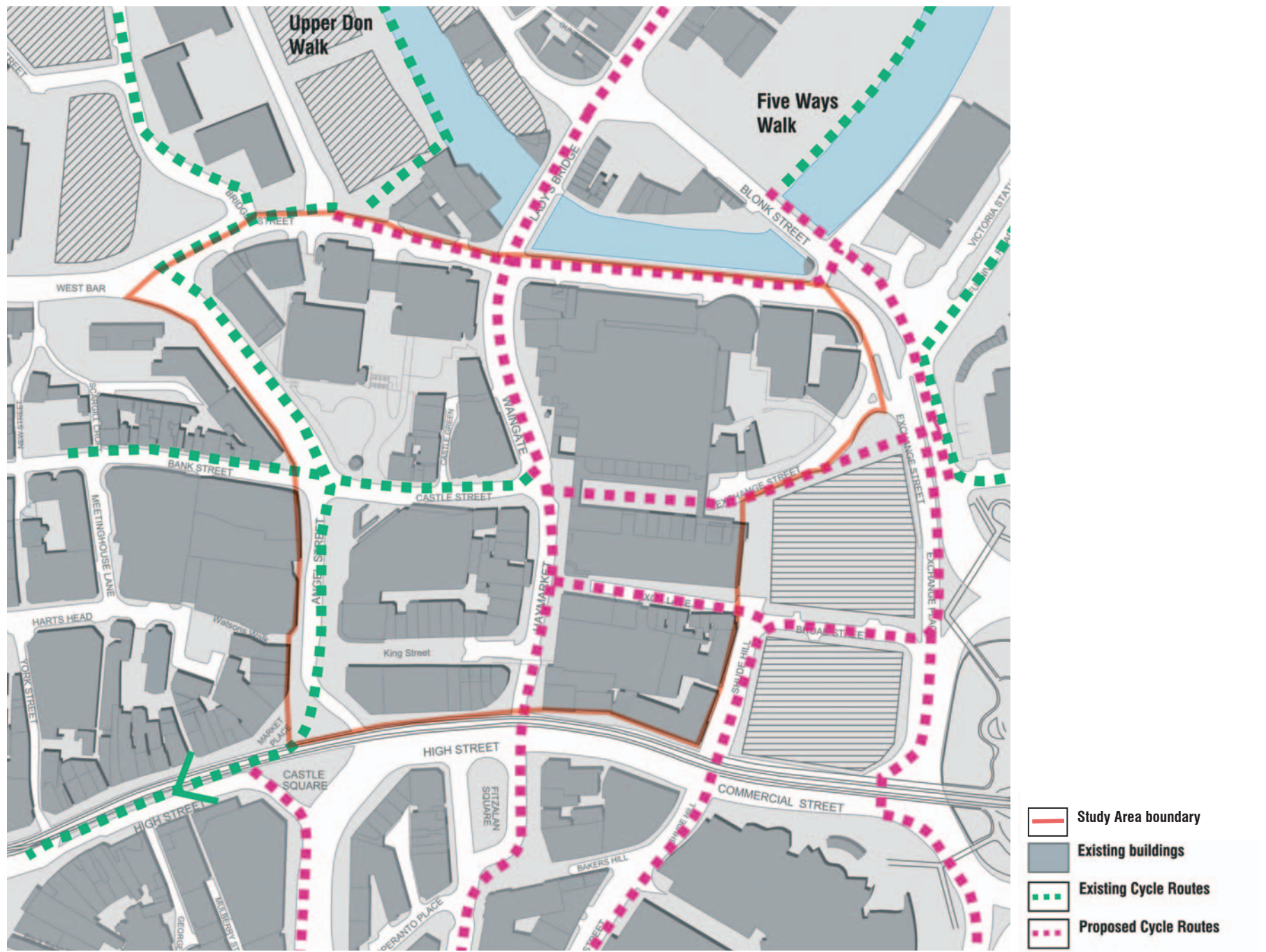
The road network from the Parkway provides easy car access to the east of the site, but the high volume of traffic restricts the number of access points that can be provided from Exchange Place/Street. The road network is over designed for vehicular access, and does not cater sufficiently for other users.

*Exchange Place looking onto Park Square*



Fig 7:

Existing & Proposed Cycle Routes



## Uncovering History

The removal of the Castle Market presents an opportunity to rediscover both the site and remains of Sheffield's castle and also the uncovering of part of the River Sheaf. These are exciting opportunities and provide a focus on which to base the future character of the Masterplan area. Re-establishing Castlegate as the historic core of Sheffield and establishing new connections to the River Don and River Sheaf can reposition the role and character of the area after the market has gone.

There are obviously risks associated with this approach. The extent of the castle remains are only partially known (see Appendix A) and the development value generated to offset the high costs associated with the removal and redevelopment of the market may be restricted by the archaeological value of the site. Any development strategy for the approach to this part of the site needs to be flexible to accommodate these unknowns.

## Transport

Castlegate is bounded in the south by Commercial Street and in the north by Castlegate. Park Square, the main 'gateway' to the City, is located off the south-eastern corner of the area and the main link roads to the M1, Parkway and Don Valley Link enters the City via Castlegate.

High traffic flows, severe congestion and the highly engineered layout of roads and junctions particularly on Exchange Place, Exchange Square and Castlegate currently cause considerable problems of high pedestrian severance. The completion of the first phase of the inner relief road has reduced traffic flow on Exchange Square. The second phase when completed in 2007 will dramatically reduce traffic flows around Castlegate and provide a unique opportunity to transform areas currently dominated by car traffic. It is expected that the introduction of the IRR will, in places, reduce traffic using these routes by up to 90%, particularly along Exchange Place / Street and Castlegate.

At present, high volumes of bus services use Haymarket/Waingate, Castle Street and Angel Street in a mainly one-way bus only system. The lack of a mini-interchange in the area has resulted in ad hoc alighting and picking up of passengers. The affect of this is to create an environment, dominated by congestion & high volumes of bus traffic, which does not create a pedestrian friendly environment.

## Connecting to the Rivers

In a similar way, the direct connection to the existing river front and the potential River Sheaf frontage is not at all capitalised on in the existing situation. The Castle Market building turns its back on the river and literally presents a blank wall to Castlegate itself. This may be related to the former use of Castlegate as the slaughter houses for earlier markets on the site. Capitalising on the location and historical connections can form the basis for a mixed use approach incorporating leisure and hotel related developments and high value residential and office developments.

*Top: River Don  
Bottom: Looking towards Castlegate (A57)*



Fig 8:

Strengths Analysis

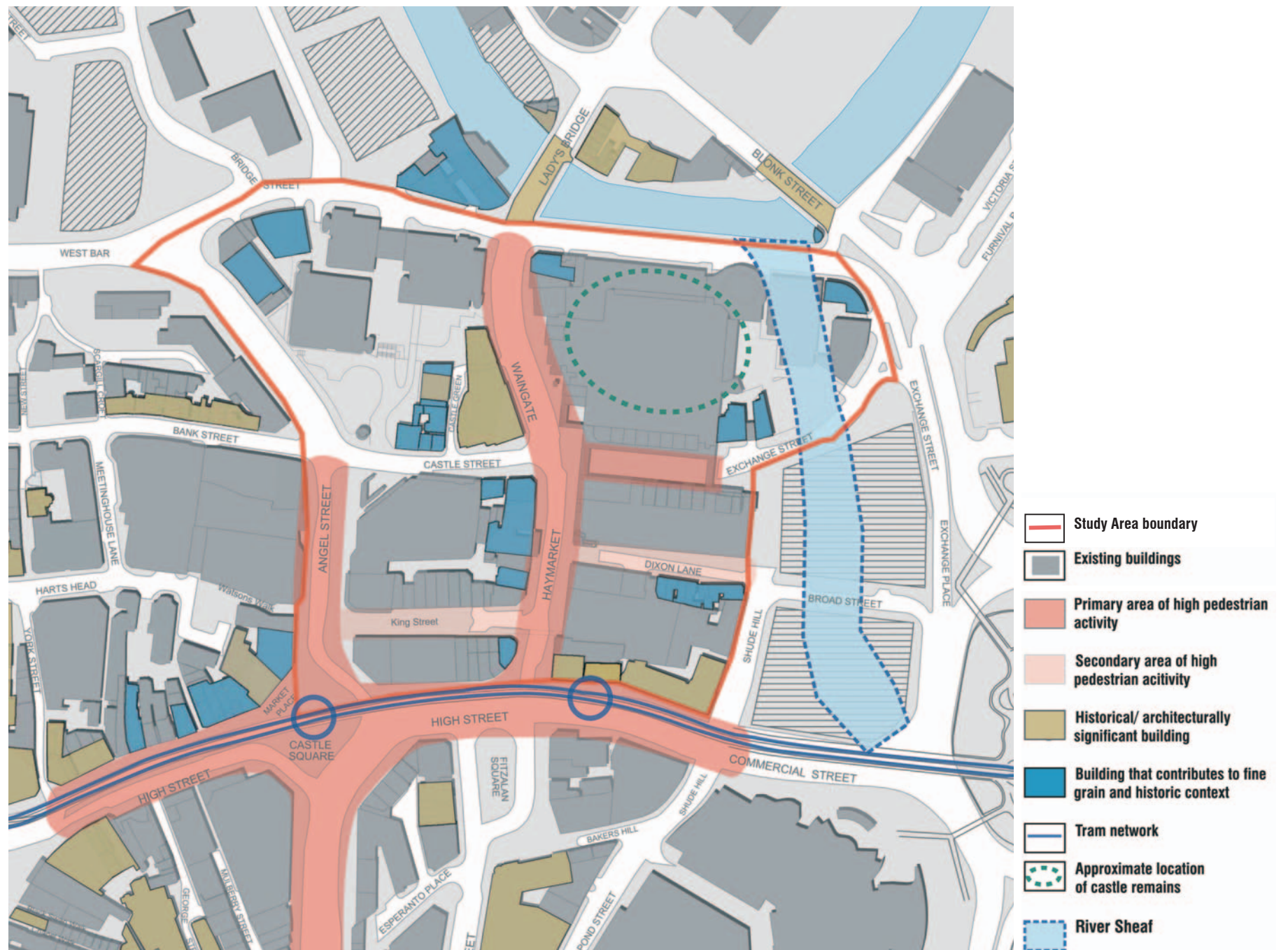
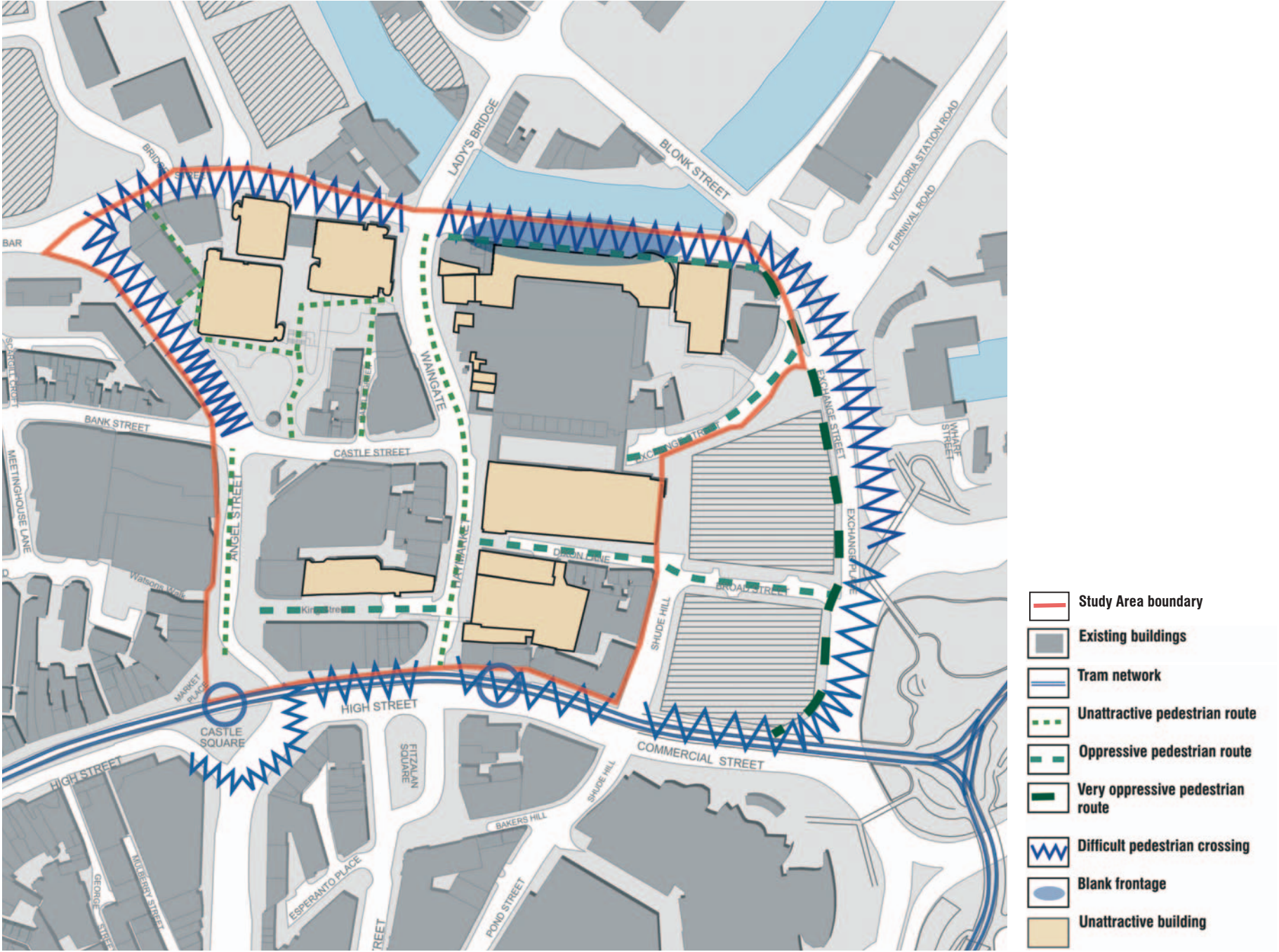


Fig 9:

Weakness Analysis







## 4. Transport Modifications

No detailed transport analysis has been undertaken as part of this study, as the main implications of the major transport initiatives are well understood. However, proposals, particularly in relation to possible modifications to bus routes, will need to be further developed in detail and tested. It will also be necessary to ensure that any such changes still allow the objectives set out in the Local Transport Plan to be achieved.

As a major objective of this study is to encourage ease of connectivity with surrounding areas, reducing the severance of impacts of traffic is crucial. Set out below are ways in which the removal of the market, introduction of new land-uses and the implementation of the IRR can help achieve this objective.

### Modifications to Bus Routes

The present configuration of bus services in Sheffield has evolved over time in response to demand and many routes into the City, particularly to and from the north, have been historically routed via Waingate/Haymarket to connect to the markets and other shopping in this area. Appendix C gives the existing bus routes and frequencies for the Masterplan area. With the removal of the market and the prospective change of use and character of the area, the current level and distribution of bus services warrants re-examination. Whilst as high level of public transport accessibility is very desirable and helps to reduce the need for car parking, the environmental and severance effects of the current level and distribution of bus provision is likely to have an adverse effect the appeal of the area to new uses. At the same time, any suggested local modifications in the Masterplan area should not have unacceptable knock on effects on citywide services.

The gradual introduction of new quieter and cleaner buses and larger higher capacity buses will eventually help reduce the environmental impact of buses on the area. This however is likely to be a gradual process and the area cannot wait if a change in the perception of Castlegate for the introduction of new uses is to be achieved. The removal of Castle Market will change the travel patterns of the area, which could result in the re-routing of some bus routes away from the Waingate / Haymarket, improving the pedestrian environment of the area and help attract a greater level of development interest.

At present there are more than 150 buses per hour which travel along Waingate, 85 buses per hour travelling south and a further 76 buses per hour travelling north. Castle Street, which is an important part of establishing stronger east-west pedestrian links through the site, also has over 130 buses per hour. The Castle Street/Haymarket junction is therefore very busy and designed for bus turning movements in two directions. This both inhibits the creation of strong pedestrian links and also fails to provide a good setting for the currently vacant Old Court House.

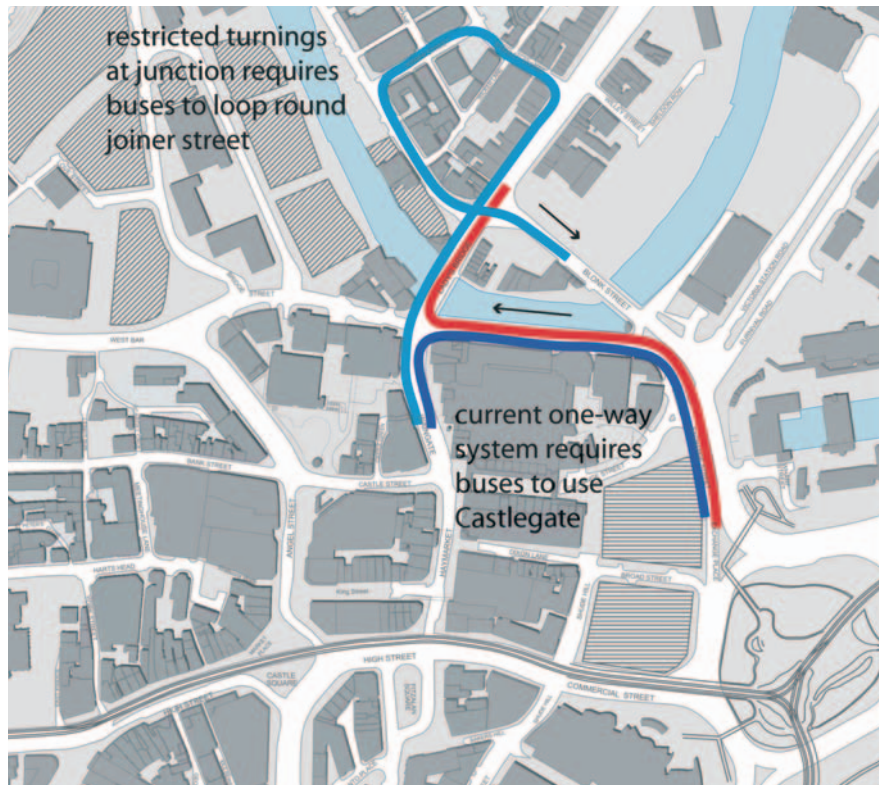
Through relatively minor alterations in terms of overall bus routing, significant improvements in pedestrian connectivity and public realm quality could be made across the site. Such modifications could not be made, however before the implementation of the IRR.

A suggested modification can be seen in Figures 10 and 11 (please note that the routes shown are only those which may be suitable for re-routing, plans showing all existing bus routes can be seen in Appendix C). Further work will be required in regard to the wider impacts on the bus routing and other related impacts on the transport network. The proposed modifications would see Waingate/Haymarket become one way only southbound. Most northbound bus traffic would be rerouted via Snig Hill and Bridge Street. To facilitate this, alteration would be necessary to the Snig Hill junction to allow right turns onto Bridge Street and Bridge Street would become two-way to Lady's Bridge. These changes would see a reduction in bus traffic on Waingate and Castle Street of over 50%. It may be possible and desirable, given the large office employment uses proposed for the Broad street/Sheaf Market site, to consider routing more services on Exchange Place and Exchange Street after the completion of the IRR. This would require further detailed traffic modelling and analysis.

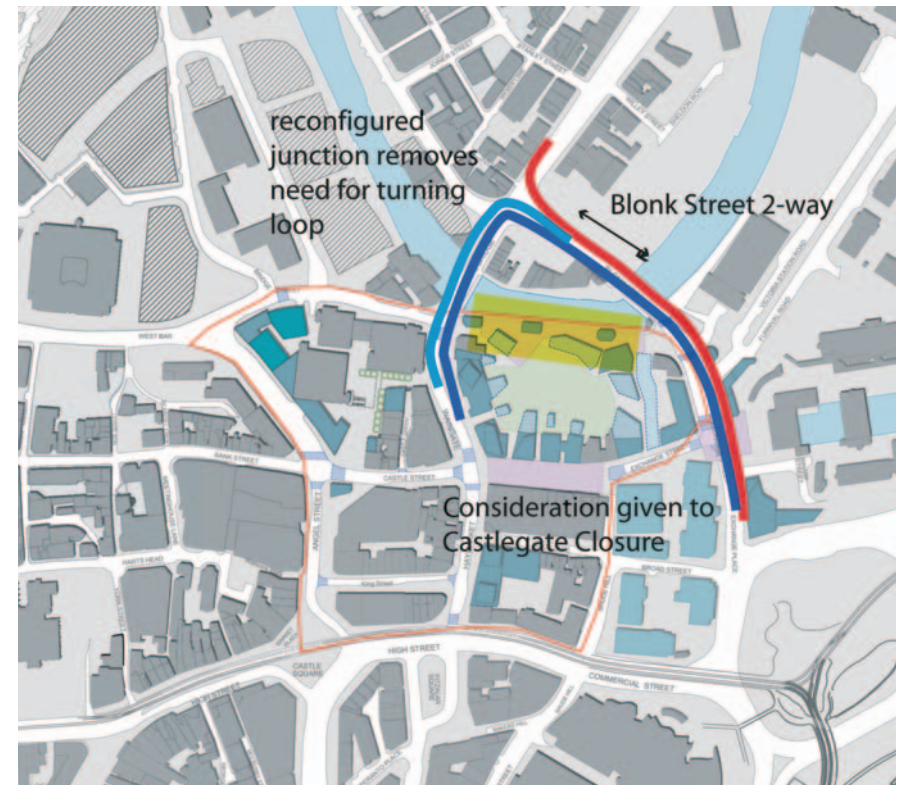
With the reduced traffic flows post IRR, Blonk Street could also be made two-way to allow for buses to travel north, instead of using Castlegate. This would provide the opportunity to pedestrianise Castlegate and connect the castle ruins area directly to the riverside.

Fig 10:

Changes to Castlegate



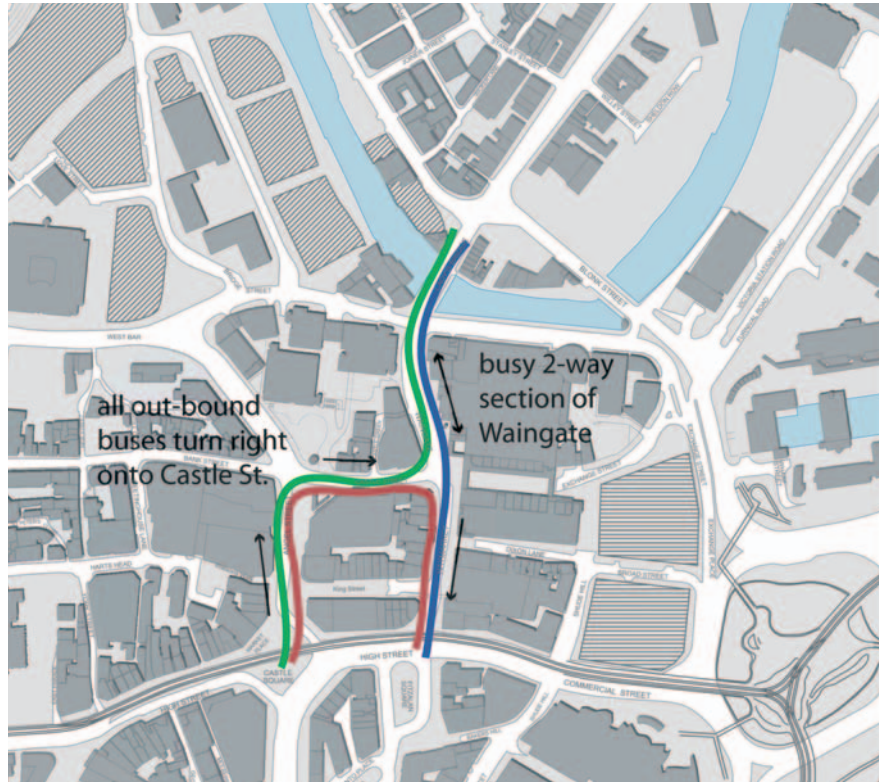
Before



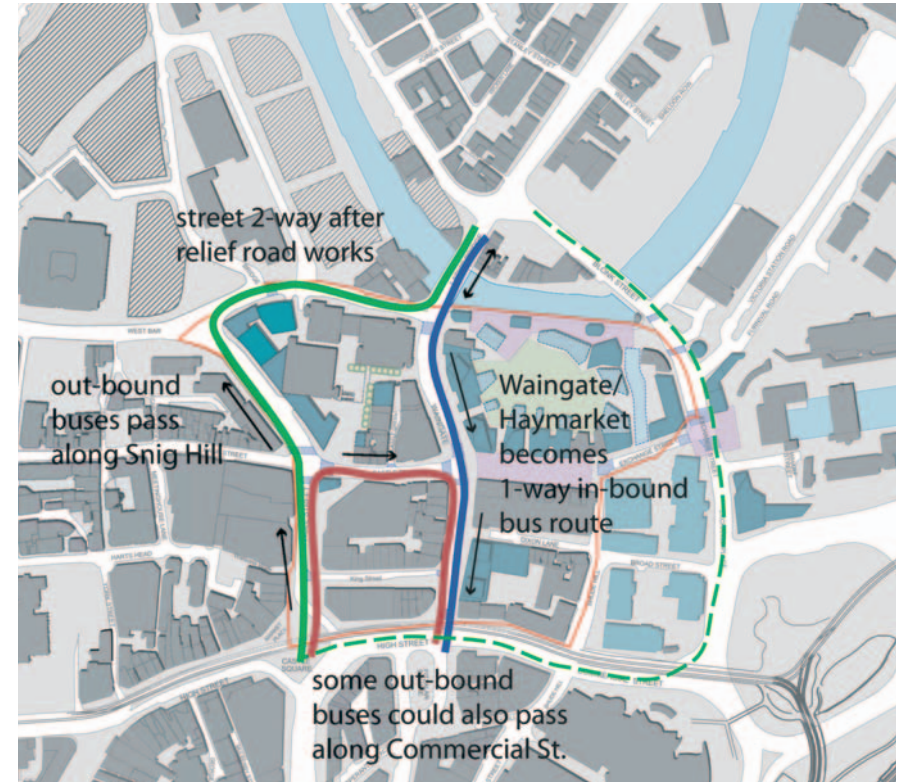
After

Fig 11:

Changes to Waingate



Before



After

The effect of these changes would be to distribute more evenly the bus routing around the Masterplan area and relieve some of the congestion at the centre. This allows the creation of a much better pedestrian environment through reduced severance and the introduction of larger and better quality areas of public realm. Given the reductions in overall traffic volumes post IRR, none of these changes should add greatly to overall bus journey times.

As all north bound bus traffic passes through Angel Street and all southbound traffic through Haymarket it will also be possible to operate these areas as mini interchanges for passengers.

### Reclaimed Carriageway Space

The reductions in traffic flows and alterations to the bus routes mentioned above will result in a reduction of the amount of road space required. Figure 12 shows the extent of reclaimed road space possible in the Masterplan area. Further transport assessment will be required to test the viability of these proposals to ensure that bus routing is not adversely affected.

Making Waingate one-way will allow some of the road space to be reclaimed for use as public realm at the heart of the area as an improved setting for new development and existing retained buildings such as the Old Courthouse. The pedestrianisation of Castlegate will allow for a new, high quality public realm replacing the existing road space, located in front of the Castle remains, looking onto the River Don, which can provide a significant new sense of place for the new Castlegate.

On Exchange Street and Exchange Place, where reduction in carriageway area would be greatest, new development plots can be created to give more enclosure and continuity between adjoining areas and further integrate Castlegate with the Victoria Quays area. It may also be possible to create further development plots on the Park Square roundabout. This will require more detailed traffic analysis to establish the feasibility of such an approach.

Fig 12: Potential Reclaimed Road Space





## 5 Development Proposals

The development proposals aim to deliver the objectives and direction for change set out in the accompanying document *Castlegate: A New Vision*. The technical appendices, including the commercial and property market analysis of the development proposals will follow separately (Produced by Sheffield One, in conjunction with Sheffield City Council).

The development proposals have attempted to improve public realm throughout the area to improve access for all. It will be necessary for all proposed new developments to consider issues of accessibility from the outset, to ensure that the Castlegate area and buildings can be accessed by all. Best Practice Inclusive Design will ensure that appropriate measures are taken to achieve an environment which is accessible and appealing to all regardless of physical age, gender or circumstance.

In addition, further transport work will be necessary to assess the viability of the development proposals. This work will need to establish whether appropriate levels of servicing and car parking can be accommodated within the development areas outlined.

It is proposed that the economic role of the Masterplan area will change significantly, largely due to the relocation of Castle Market from the site which will mean that retail will become a secondary function of the area. The proposed Masterplan can be seen in figure 13 and figure 15 shows the proposed land-uses for the development sites.

The removal of the traditional uses of the site, provides the opportunity to define a new economic role in the overall regeneration of Sheffield's City Centre. It is proposed that the area will become a truly mixed-use, one incorporating a significant office (B1) element, along with residential uses. These key uses will 'anchor' new development, whilst allowing scope for a variety of other uses that provide life in the day and evening. The range of sites available and potential to locate in the City Centre of Sheffield will strengthen Castlegate's status as a key strategic location within the historic core of the City Centre. In light of this, the proposed development will be of high density and building heights will reflect their adjacent surroundings and will range from 5 to 6 storeys in the Castle Green block and up to 10 storeys in suitable areas.

The Masterplan area will also provide greater and more diverse opportunities for leisure uses, including high quality hotels, bars, and restaurants and also provide some ancillary retail uses to support the new residential and working population. Large floor-plate retail uses will be restricted to the existing Primark and Co-op sites.

In terms of the provision of open space, the Masterplan area will exploit the uncovered archaeological remains of the Castle, providing approximately 0.5 hectares of high quality open space, which will be interspersed with high density, high value uses along the riverside. The open space will transform perceptions of the area and will provide a recreational amenity for both the new residential community and those working and travelling through the Castlegate area. The uncovering of the culverted River Sheaf will also add to the proposed high quality public realm in the areas adjoining the Castle site. Figure 14 highlights the key public realm improvements in the masterplan area.

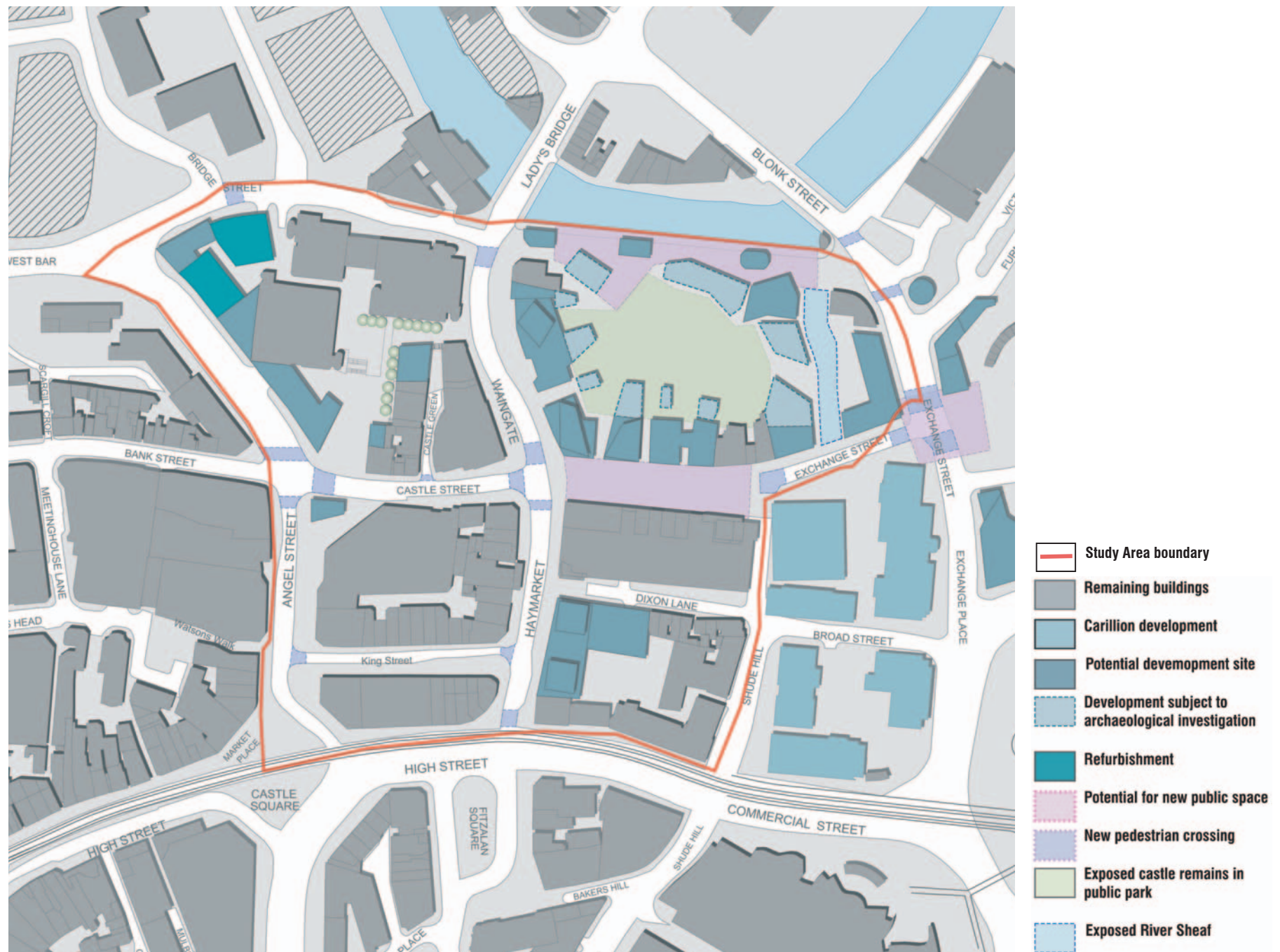
Additional development sites, outside of the Masterplan area, have been identified along Exchange Place, which are a result of the completion of the IRR and the reductions in road space required. These development sites could potentially act as 'windfall' sites to support development in the Masterplan area, forming part of the funding strategy for the implementation of the development proposals and are detailed in the supporting technical appendices.

In testing development scenarios for Castlegate a series of options were drawn up as alternatives. Through discussions with all the stakeholders these options were tested. A summary of the consultations can be seen in Appendix D.

Certain options were rejected as being likely to be unviable or did not meet all of the objectives for the Masterplan area. The remaining options are presented below on a block by block basis.

Fig 13:

Castlegate Masterplan



## Public Realm

As outlined in section 3, the Masterplan area includes a minimal provision of open space or quality public realm. A key element of the proposals is to create Castle Park, a new area of open space centred on the Castle remains, and also proposes a number of improvements to the public realm of the Masterplan area.

The creation of Castle Park will provide a unique opportunity to significantly enhance the quality of the environment of the area. The open space, combined with the enhanced riverside setting, will add significant development value to the adjacent residential and office developments and will also greatly improve pedestrian connectivity within and through the Masterplan area and help strengthen the area's role as a pedestrian and cycle route hub.

To the east of the park, it is proposed that the River Sheaf is uncovered to provide a waterside setting for the adjacent developments. However, it should be noted that further work will be necessary to ensure that the River Sheaf has adequate flow. In addition to this, a new public space will be created along the eastern edge and a new connection from Castle Park to Exchange Street will be created.

Following the completion of the IRR, it will be possible to reclaim significant areas of road space. In particular, it may be possible to pedestrianise (during peak hours) Castlegate and create a new, attractive Riverside terrace and provide an important pedestrian and cycle link with both the Five Weirs Walk, the Upper Don Walk and strengthen connectivity with the City Centre. Other improvements could include the reduction of the dual carriageway at Snig Hill to one way in each direction. This may provide the opportunity to provide enhanced public realm and a segregated cycle route. However, these proposals will require further work and the possible transport implications will need to be assessed.

Possible reconfiguration of bus routing would provide the opportunity to reclaim some of the road space along Haymarket and Waingate (subject to further transport work). This will provide the opportunity to increase the level of tree planting and introduction of quality public realm surfacing. The opportunity to create segregated cycle routes would also be created and the proposed SCC cycle routes would also be possible.

In addition, a number of new and enhanced pedestrian crossings could be provided, particularly across Snig Hill and Exchange street. This will improve permeability through the site and also create stronger pedestrian and cycle routes from the City Centre to Victoria Quays and The Wicker.

## Parking

The proposals outlined below have assumed that the majority of car parking (including adequate spaces for the disabled and mobility impaired) will be provided with the proposed development sites. When more detailed proposals of the individual blocks are developed, it will be necessary to assess the viability of these proposals. The current proposals have suggested key areas of parking which may be possible, but a detailed transport assessment will be necessary to ensure that the needs of the development can be adequately met. It should be noted however, that due to the area's central location it would be expected that parking provision would be minimal, in line with emerging and existing policies. The area is expected to include a significant proportion of cycle parking within the residential developments to further promote sustainable transport in the City Centre. It will also be expected that all office developments will also be required to include a significant amount of cycle parking.

Fig 14:

Castlegate Masterplan - Proposed Public Realm Improvements

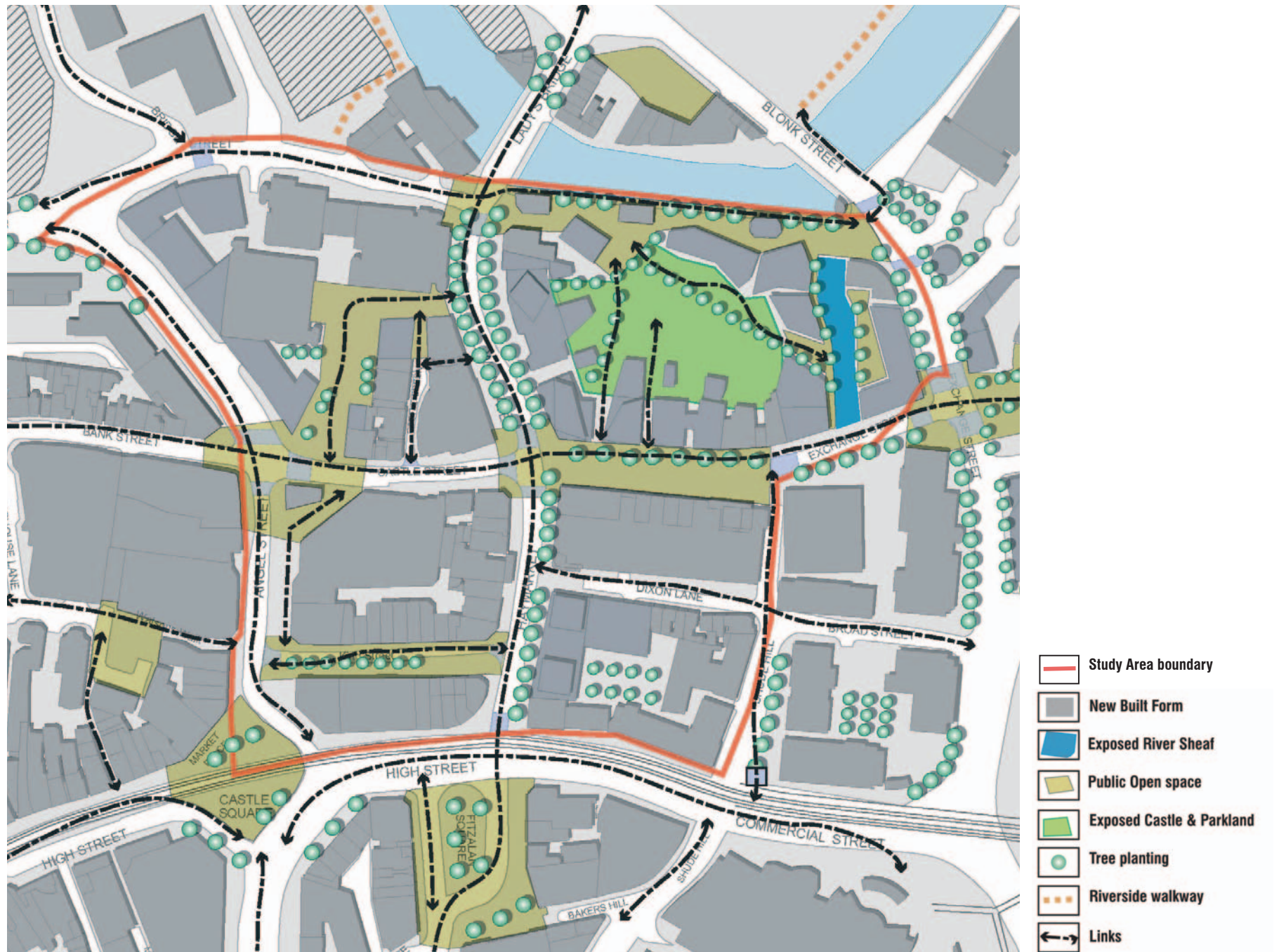
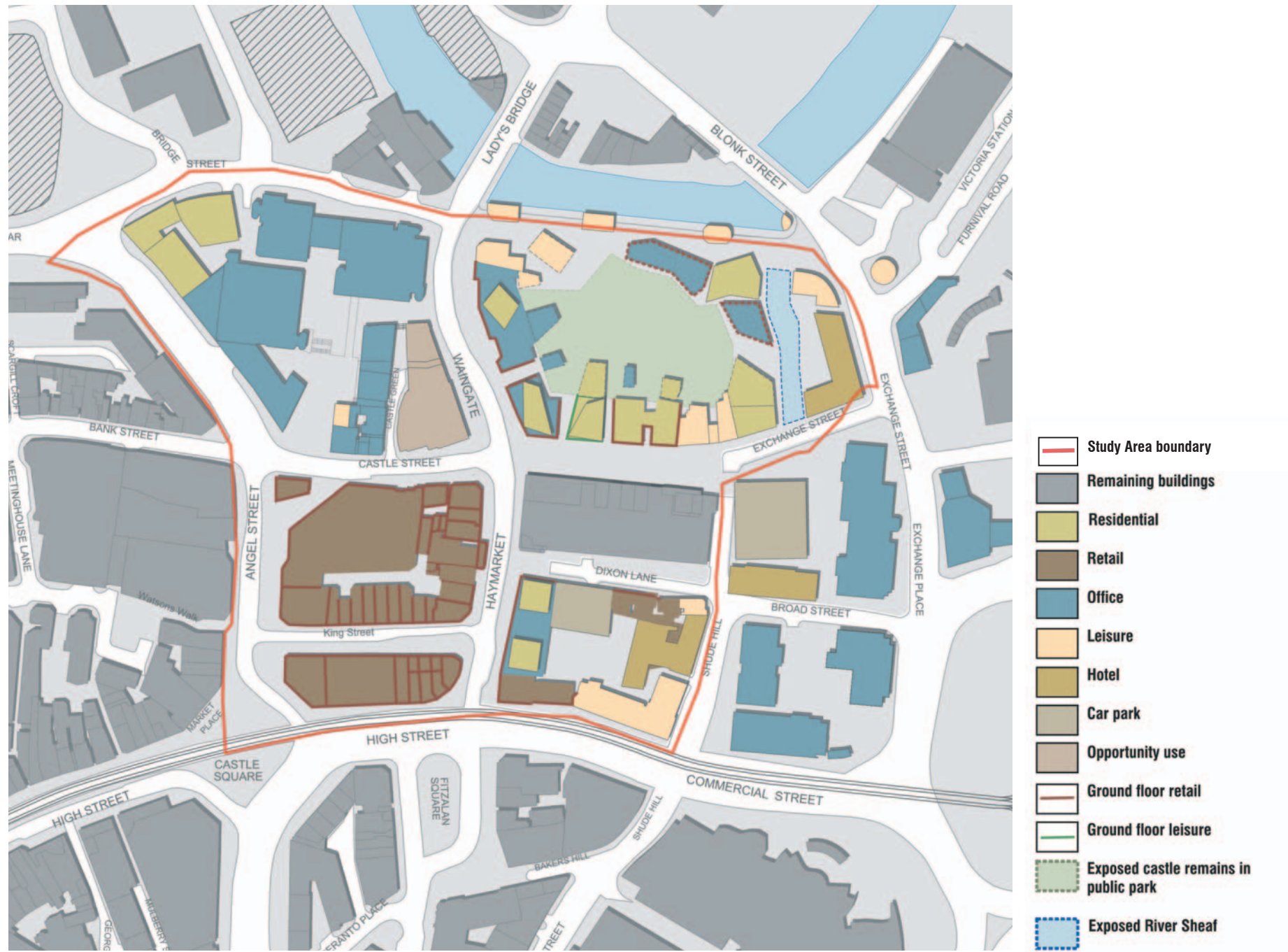




Fig 15:

Castlegate Masterplan - Proposed Land-uses



## Castle Market

As shown in Appendix A, the extent and location of the remains of Sheffield Castle are unknown, and cannot be known until the market is demolished. The Archaeological Assessment (see Appendix A) suggests that the greatest concentrations of remains are likely to lie at the core of the site beneath the 1929 market building. Areas which saw redevelopment in the 1960s – fronting onto Haymarket and Exchange Street, the site of the loading bay access ramps and areas west of the culverted River Sheaf – are unlikely to now have significant historic remains. The development approach adopted therefore places most development in these latter areas.

## Built Form

Once the IRR is completed, it will be possible to pedestrianise Castlegate (A57). This will enable development to capitalise on the relationship to the River Don. The exact nature and footprint of development would need to be determined in relation to the exact extent of the castle remains, and it may be possible to place more development on the site than shown as outputs on page 34 (Fig 17). New mixed use buildings have both frontage to Haymarket and Exchange Street with ground floor retail and entertainment uses; with office and residential accommodation above looking down into the central and riverside public spaces and with views of the River Don (see figure 16).

At the riverside an urban piazza is proposed with several dramatic and iconic structures within it. These will be restaurant and leisure uses, bracketed at each end of Castlegate by retained existing public houses. The space integrates with the castle remains and pedestrians can flow between the two areas.

It is also proposed to uncover a short section of the River Sheaf, beneath the current South Yorkshire PTE warehouses/canteen. This provides a new focus for the eastern end of this block and surrounding hotel, office and residential development.

Fig 16:

Castle Park and adjacent buildings



Fig 17:

Castlegate Context Map and Masterplan Option



### Development Outputs

The development scenario as shown in table 1 and figure 17 would provide 18,242 m<sup>2</sup> in total of commercial space and 174 residential units.

Parking provision will be very limited on this site, due to the good public transport links of the City Centre location. Underground car parking may be suitable in places, but this will be dependant on the exact extents of the archaeological remains.

If the Wilkinson's site becomes available for development it may be possible to use some of this for the proposed parking.

Table 1: Proposed Outputs for Castle Market Block

#### Castle Market

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Total
1,494	12,382	8,767	0	4,491	3,490	30,625

Net  
Floorspace  
(m<sup>2</sup>)

#### Breakdown of Residential Floorspace

Unit Type	Total
Floorspace (m <sup>2</sup> )	12,382
Number Units	174

Fig 18:

Castle Park and adjacent buildings



## Castle Green

The principal existing and continuing use of this part of the area is the Police Headquarters and the Magistrates Court. The police may consolidate on this site moving in functions now housed at the West Bar Station within the next 18 months. This will see the introduction of 100 operational vehicles and a requirement for a further office space. Existing parking provision on the site is to be reassessed in the light of this requirement.

Whilst ownership issues are being resolved an accurate assessment of the impacts of this move are difficult. However, discussions with the Police have shown that the development of the north-east corner of the site possibly for residential use and their requirements for the proposed expansion of the Snig Hill Station would be a workable solution and provide a context, which considers the role of this site in the wider Masterplan area.

There are disputed rights between South Yorkshire Police and South Yorkshire Magistrates Court which need to be resolved before any coherent plans for the interior of the block can be brought forward.

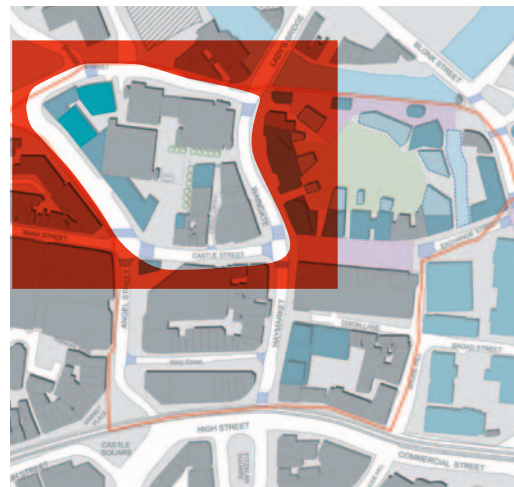
## Built Form

New office development can be used to 'mend' the relationship between built form and public realm along Sing Hill (see figure 19). The interior of this block contains a series of spaces at different levels which could form an attractive space with new leisure uses introduced at the edges. The Magistrates Court needs to retain the Walkney Bridge entrance which spans this space to give full disabled access.

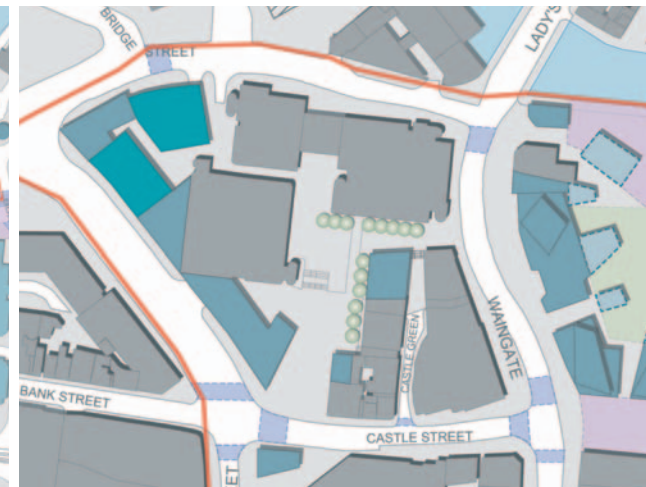
Improvements to this space would create a more attractive setting for the Old Courthouse building on this site. The Old Police Station also sits in the centre of this space and is about to be marketed by the SYP as surplus to their requirements. This could be office or residential use, possibly with a more active ground floor use. Care will be needed in any proposals to accommodate the existing gable end steel worker mural.

Development will range from 3 to 6 storeys in height, complementing the retained built form.

Fig 19:



Castle Green Context Map and Masterplan Option



## Development Outputs

Development as shown in Table 2 and the masterplan would create almost 3,000m<sup>2</sup> of additional floorspace for the consolidated Snig Hill Station. In addition, the proposal would also generate 1576m<sup>2</sup> of new commercial space. The development proposals could be solely office space or parts of the ground floors could be given over to small scale retail use. In addition 70 residential units could be created.

Police parking is currently catered for on site in part in an underground car park owned and also used by the Magistrates Court. The police would seek to rationalise operational and non-operational parking as part of the overall approach to the site. Any new residential development would have self contained parking in semi-basement and courtyard parking, accessed from Castle Street. A more detailed transport assessment will be required to assess whether the specific access requirements of the Police can be met by the proposals without having a significant impact on the traffic flows of the surrounding streets.

For the residential units parking provision is expected to be minimal, given the central location and very good public transport access.

Table 2: Proposed Outputs for Castle Green Block

### Castle Green

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Total	Net Floorspace (m <sup>2</sup> )
0	4,842	1,326	2,950	250	0	9,368	

### Breakdown of Residential Floorspace

Unit Type	Total
Floorspace (m <sup>2</sup> )	4,842
Number Units	68

Fig 20:

Snig Hill and Bridge Street Development Potential



After



Before



## King Street

There are 2 options for development on this site, as both Primark and Sheffield Co-op appear to continue to thrive and after discussions with the retailer's representation in this area it seems very likely that retail on these sites will continue, even if the market is moved.

The current option is based on both Co-op and Primark remaining, with a number of public realm improvements to improve the quality of the area.

An 'alternative option' has been suggested in case if in the near future the viability of large floor-plate retail is no longer viable in this area.

## Built Form

Development in this area is therefore limited to public realm improvements. New kiosk structures all introduced on the corner of the Castle street and within Kings Street to add new local landmarks and give continuity of active uses to the public realm. It is proposed that King Street has taxi access to create a rank in this location. The removal of foot bridge structure and removal of paving surfaces and street furniture will further enhance the context of the retained buildings. A photomontage of the proposed works can be seen in figure 22.

Figure 21 shows 2 potential options. The current option retains the existing built structure with added new kiosks and a number of public realm improvements. the alternative option shows the potential redevelopment option, if large floorplate retail is no longer viable for this block at a future date. This option incorporates a new internal shopping courtyard and retaining the good quality existing buildings onto Haymarket.

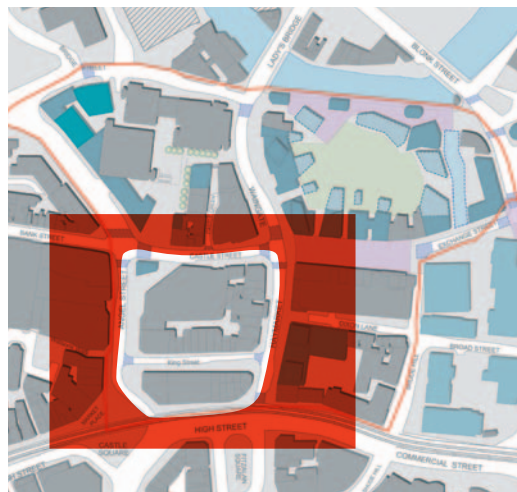
King Street



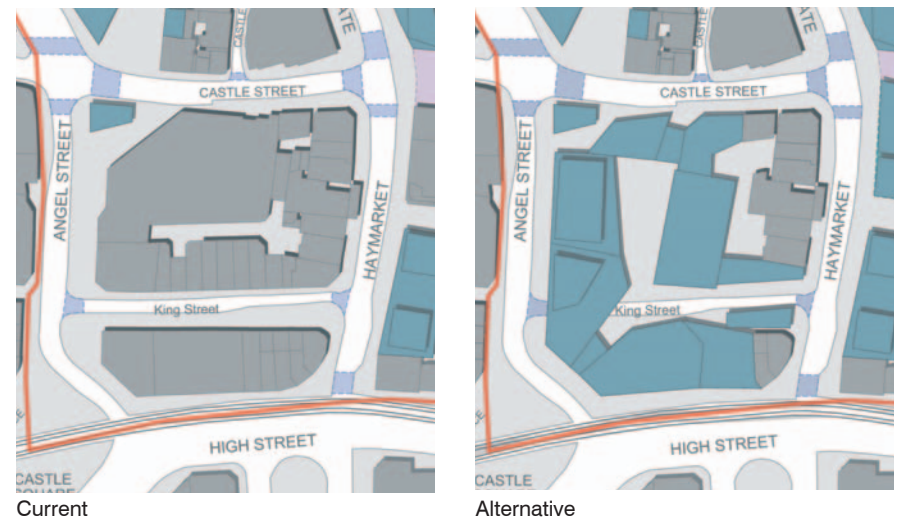
The Co-op, Angel Street



Fig 21:



King Street Block Context Map and Current and Alternative Proposals



### Development Outputs

The current masterplan would produce only 233m<sup>2</sup> of retail kiosk space for the King Street block as no significant new development is proposed. No new parking requirements would be created.

However if the alternative option was implemented almost 24,000 m<sup>2</sup> of commercial space would be provided and 46 residential units.

It should also be noted that it may be possible to encourage new active uses on to upper floors in the existing building within this block to further enhance the area.

Table 3: Proposed Outputs for King Street Block (ALTERNATIVE OPTION)  
King Street

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Total
5,762	3,436	17,526	0	0	0	26,723

Net  
Floorspace  
(m<sup>2</sup>)

### Breakdown of Residential Floorspace

Unit Type	Total
Floorspace (m <sup>2</sup> )	3,436
Number Units	48

Fig 22:



After



Before

### BHS Block

The structure of this block would largely remain as at present. The most significant change being the redevelopment of the BHS building. The layout and scale of the present building – a department store on 5 levels, means it is unlikely to function again in that format in this location.

The existing shops and hotel on this block will benefit from the development of 'The Square' by Carillion, across Shude Hill.

It may be possible to convert the front part of the building into a smaller retail unit on a single level but this is unlikely to satisfy the owners or leaseholders as a long term solution. The most likely scenario would appear to be redevelopment, but only when the context provided by other surrounding changes makes this viable.

Sheffield Gas Light Company, Commercial Street

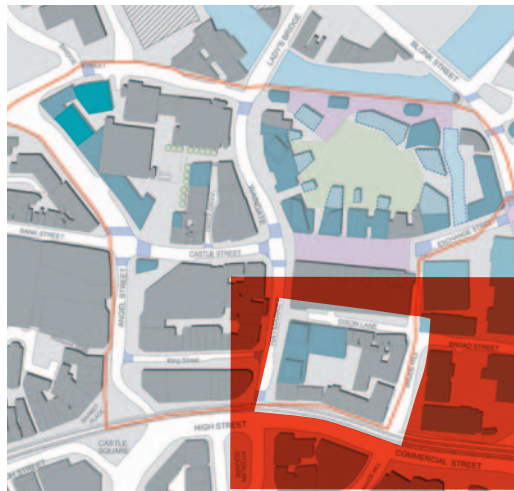


Vacant BHS building, Haymarket



Fig 23:

BHS Block Context Map and Masterplan Option



### Development Outputs

The masterplan shows this as a redevelopment of ground floor retail with office and residential apartments above. However, it would be feasible to include a high quality hotel, as there is currently a shortage of high quality hotels in this area which could also help compliment the existing successful hotels in the adjacent area. Car parking could be provided either in the internal courtyard or in a parking structure on site, accessed from Dixon Lane.

The development shown would provide 2,296 m<sup>2</sup> commercial space and 39 residential units, as shown in table 4.

Table 4: Proposed Outputs for the BHS Block

#### BHS Block

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Car Park	Total
2,296	2,816	0	0	0	0	2,981	8,093

Net  
Floorspace  
(m<sup>2</sup>)

#### Breakdown of Residential Floorspace

Unit Type	Total
Floorspace (m <sup>2</sup> )	2,816
Number Units	39

### Wilkinson's

For the immediate future Wilkinson's have indicated they intend to stay even if the market goes. The trade generated by Wilkinson's brings many people into the area and this remains a positive aspect of their presence. The most negative impacts is the building in which Wilkinson's are located. It is unattractive and located at the key intersection of pedestrian routes in the area, with no active frontage onto Dixon Lane.

If Wilkinson's find that conditions favour their relocation, this block could also be redeveloped for a mix of retail, residential and office uses. However proposals for this site need to be flexible to accommodate any mix of uses which will optimise the chances of redevelopment. e.g. Office space could be replaced by hotel development.

Fig 24:

Wilkinson's Block Context Map and Masterplan Options



### Development Outputs

As shown in Table 5 the proposals could produce 1,120 m<sup>2</sup> of commercial development and 205 residential units. Part of the development of the site could incorporate a multi-storey car park which would also serve the area more widely.

Table 5: Proposed Outputs for Wilkinson's Block (ALTERNATIVE OPTION)

#### Wilkinson's

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Car Park	Total
746	14,647	0	0	374	0	6,926	22,694

Net  
Floorspace  
(m<sup>2</sup>)

#### Breakdown of Residential Floorspace

Unit Type	Total
Floorspace (m <sup>2</sup> )	14,647
Number Units	205

## Summary of Development Outputs

The proposed Masterplan assumes two scenarios; the first is the 'Current Option' and the Second is the 'Alternative Option'. The current option outlines the option where the King Street block largely stays as it is at present and Wilkinson's continues to operate in their existing building. The 'Alternative Option' outlines the proposals if the Co-op, Primark and Wilkinson's can no longer operate. Summaries of the two options are detailed below.

### The Current Option

The overall outputs from the Masterplan area is quantified in table 6.

In line with emerging planning policy for the Castlegate area, a total of 10,093m<sup>2</sup> new office development will be provided, as shown in table 6. This figure will supplement the 25,000 m<sup>2</sup> already proposed in the Carillion development. The size of the individual office buildings varies from smaller 300 m<sup>2</sup> to large new HQ buildings on Exchange Place of 4,500 m<sup>2</sup>.

In total over 281 residential units are created. City Centre Living (SPG, 2004) suggests that residential developments are likely to include a higher proportion of units for single persons and childless couples. In light of this the development proposals have indicated housing mix of 40% 1 bed units, 40% 2 bed units, 15% 3 bed and 5% 4 bed units. This gives a critical mass for new residential apartments which will underpin this new City quarter.

At present the Masterplan area contains approximately 28,000m<sup>2</sup> of retail space, of this space almost 4,500m<sup>2</sup> is vacant. The current proposals involve the retention of Primark, Sheffield Co-op and the Wilkinson's store, which provide approximately 13,000m<sup>2</sup> of retail space. In addition to this, the proposals provide approximately 3,940 m<sup>2</sup> of new retail accommodation which is made-up of small to medium sized units at ground floor level, fronting Haymarket/Waingate and Exchange Street.

New Entertainment and leisure uses are proposed in the Castle Green and Castle Market Block, totalling 4,714m<sup>2</sup>. This will help provide a more diverse mix of uses and develop the night-time economy in the area.

Table 6: Total Output Figures for Castlegate - Current Option

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Car Park	Total	Net Floorspace (m <sup>2</sup> )
3,940	20,040	10,093	2,950	4,741	3,490	2,981	48,235	

### Breakdown of Residential Floorspace

Unit Type	Total
Number of Units	281

The proposals have assumed that the Police will consolidate onto the Snig Hill Station site. The proposals have accommodated the requirements set out by the police of 2,950m<sup>2</sup>. However if the consolidation does not go ahead, this space could be used for Office (B1) or additional residential uses.

To the east of the exposed River Sheaf a 3,490m<sup>2</sup> hotel may be possible, helping to alleviate the current shortage of hotel beds in Sheffield City Centre.



## Alternative

The overall outputs from the Masterplan area is quantified in table 7.

The 'Alternative' option is largely similar to the 'current option, however this option is based on the large footplate Secondary Retail uses, such as Primark, Co-op and Wilkinson's, not continuing within the site.

In this scenario the proposals involve replacing these uses with Office (B1), Residential, smaller footplate complementary and Secondary Retail and Entertainment & Leisure uses.

## Windfall Sites

As identified in the Masterplan (Figure 13) a number of windfall sites have been identified outside of the Masterplan area. These sites are located on areas of reclaimed carriageway space, along Exchange Street. Subject to further investigation, these sites may be able to provide an additional 6,000m<sup>2</sup> of additional office space and around 100m<sup>2</sup> of Entertainment & Leisure. The development value of these sites may be able to off-set some of the costs associated with the redevelopment of some of the proposals, including the redevelopment of Castle Market and the BHS sites.

These windfall sites would also help strengthen the links between the Carillion development, the proposed Hancock and Lants building and the proposed office space within the Masterplan area and further strengthen the Riverside Business Crescent.

Table 7: Total Output Figures for Castlegate - Alternative Option

Retail	Residential	Office	Police	Ents / Leisure	Hotel	Car Park	Total
10,298	38,123	27,619	2,950	5,115	3,490	9,907	97,502

Net  
Floorspace  
(m<sup>2</sup>)

## Breakdown of Residential Floorspace

Unit Type	Total
Number of Units	534



## 6. Implementation and Phasing

Having set out the overall vision for Castlegate and detailed the development options for each part of the area this section examines issues relating to the likely implementation and timing of the development.

### Risk to Implementation

The radical change envisaged for Castlegate is predicated on two main events, with a series of other components which are less critical to the sequence of change. Without a clear approach to implementation the Castlegate Masterplan area will struggle to achieve successful transformation. This section sets out the risks that need to be managed if the vision & masterplan are to be delivered. The two critical components which need to be in place are the implementation of the Inner Relief Road (IRR) and secondly the closure and relocation of the Castle Market and the redevelopment of the site to release the latent potential of the Castle remains and the Rivers Don and Sheaf.

#### Risk 1: The Inner Ring Road

The implementation of the IRR is now well under way, however as with any major infrastructure project, timescales may slip slightly. This study has assumed a completion date of mid 2007, which is the current expected timescale.

#### Risk 2: Castle Market

The redevelopment of the Castle Market is much less certain. Many factors may influence this being achieved including finding suitable alternative sites, the cost of closure and redevelopment and the value of redevelopment possible on a site with unknown archaeological constraints.

The Castle Market site is owned by the City Council who will need to assess these risks set against the overall citywide policy objectives and the strategy set out in the Sheffield One City Centre Regeneration Masterplan which supports moving the market. The assumed timescales have been based on information provided by Sheffield City Council, who envisage demolition of the market beginning in 2009.

Table 8: Principle Risks to Achieving Future Castlegate Vision

Development Component	Importance to Vision	Identified Risks	Potential Risk
Inner relief road	Very high (public realm and windfall sites)	Delay	Low
			Medium
Redevelopment of Castle Market	Very high	No relocation for market found	Medium-low
		Cost too high	Medium-high
		Archaeology limits redevelopment	Medium-low
The Square (Carillion development)	Medium	No take up of spec. development. Implementation delayed	Medium-low
Bhs building	Medium	Lease/ownership arrangement prevent viable redevelopment	High
		Lease/ownership prevent viable redevelopment	Medium
Wilkinson's redevelopment	Low	Wilkinson's continue retail operation	High
Castle Green (Police Block)	Medium	Uncertainty over police intentions. Disputed lease rights	Medium-low

## Implementation

If the future Castlegate Vision is to be delivered, the risks to implementation of the individual components needs to be managed. Table 8 sets out the main risks associated with the principal components of the scheme.

The development proposals include two principle categories; the first being the early wins and the second being the flexible components. The 'early wins' are those which have few risks associated with their implementation and which are unlikely to be significantly delayed. The 'early wins' will provide the necessary environment to ensure that a suitable context is provided to deliver the remaining elements which have more risks associated with them than the flexible components. The more flexible components

The early wins can be categorised as those which do not have any significant risk to their implementation. These would include:

- The public realm improvements to Castle Green, the King Street Block and those identified outside of the Masterplan area.
- The implementation of the proposals for the Castle Green Block
- Pedestrianisation of Castlegate and the reclamation of areas of road space to enhance the public realm in the area, following the completion of the IRR.

The more 'flexible' components of the masterplan include the following:

- The relocation of the market and the subsequent redevelopment of the site
- The redevelopment of the BHS block
- The redevelopment of the King Street and Wilkinson's blocks (if they are no longer able to continue)

If the Castle Market were not to relocate a very significant element of the vision would be lost. Whilst the development by South Yorkshire Police and Carillion would be implemented no significant transformation of the area would be achieved.

Although it would be possible to implement the proposed public realm improvements resulting from the completion of the IRR, intervening pedestrian links would not be supported by the vibrant, active mixed use economy envisaged. The changes to the area's character which would promote new users for the Old Courthouse and reuse/redevelopment of the BHS building would not be created; and Wilkinson's would remain trading from their present building indefinitely. Thus many of the poor quality buildings and their effect on their immediate public realm would also stay.

The unique identity created by the Castle remains and the Rivers Don and Sheaf will be a powerful tool in rebranding Castlegate and indeed the whole City Centre; removal of the 'budget shopping' association it currently has; enabling developers to achieve higher values to support better quality design, architecture and public realm works. Such priorities to deliver quality outputs should be a focus of the delivery of the Castlegate Vision. Not delivering the quality outputs would weaken the overall vision for the Masterplan area.

## Phasing

Based on known information, Figure 25 sets out the possible implementation timescales from 2005 to 2015.

The supporting technical appendices (to follow) will provide approximate costings of the development output and also set out the key strategic interventions and identify where 'gap' funding needs to be secured.

The suggested phasing of the Castlegate Masterplan is outlined below. However, it should be noted that the more 'flexible' components outlined above could be delivered sooner or later than the assumed programme.

### Phase 1

Once funding has been secured, it will be possible to begin the first public realm improvements on the King Street Block. This would include the reconfiguration of King Street to create taxi access and a taxi rank, removal of the high level pedestrian bridge and introduction of the retail pavilions.

Three projects can be seen as early wins. These three groups of initiatives would create activity on three separate parts of the Castlegate area and demonstrate the changing nature of the area. They are:

- Firstly implementation of the Carillion proposals for 'The Square' (a development outside of the Masterplan area). This activity will generate confidence and demonstrate change to the market. This development began in 2005 and depending on the take up of space, may be completed by 2010.
  - At the same time, South Yorkshire Police can complete their proposed consolidation of the Snig Hill Station and introducing new office development onto the Castle Green site. This could include new residential development at the Sing Hill/Bridge Street junction. As the first and most important part of the new Castlegate, nearest the City Centre and Cathedral Quarter, it is important that this development signposts the quality and possibilities of new City Centre living. This activity can take place 2005-2007.
  - Other changes within the core of the Castle Green site could also take place over this period, including the reuse of the Old Police Station. Consequently, opportunities should be taken to bring forward proposals for the conversion of the Old Police Station as soon as possible to achieve early implementation.
- Following this it will be possible to start reclaiming some of the highway and consider the pedestrianisation of Castlegate (A57). Further improvements to the public realm throughout the site will also be possible. Close co-ordination with the Highway Authority, from an early date, will ensure a timely implementation of these proposals and achievement of the overall vision for the Masterplan area.
  - The redevelopment of the market site will be a large and complex operation taking in the region of 5 years to complete depending on market take up of residential and office space together with issues relating to the archaeological excavation and evaluation. Development is likely to be broken down into a series of phases, beginning at the western edge onto Waingate and eastern edge on the site of the SYPTE offices adjacent to the exposed River Sheaf.
  - Development would then move into the space at the centre of the Exchange Street frontage where archaeology will make development more complex. The last component to be completed is likely to be the Castlegate riverside with its concentration of residential and leisure uses; and which would benefit from the setting created by earlier development and the creation of the Castle Park, focused on the remains of Sheffield Castle.

## Phase 2

Phase 2 of the development will follow the completion of the Inner Relief Road and the relocation of the Castle Markets.

- From mid 2007, consideration can be given to the proposed bus route changes and more radical public realm modifications arising from the IRR. It will not be possible to close Castlegate or re-route buses serving the market until the market closes. The ability to close of Castlegate would also provide necessary working space for the significant demolition and redevelopment of the market.

## Phase 3

Other development in Castlegate such as redevelopment of the BHS building and the reuse of the Old Courthouse are all likely to be dependent on a change of character of the area which is intrinsically linked to the redevelopment of the market. If the market is moved in 2009, these other developments may come on stream 2007 – 2011.

## Phase 4

Finally, the 'enabling development', outside of the masterplan area, on the reclaimed highway space created by the IRR can create at least 2 (possibly 3) new development sites in Exchange Place. Theoretically these can come forward at any time from 2007. The revenue generated from these 'windfall' sites may be instrumental in securing the necessary finance for the relocation of Castle Market and the preparation of a development platform. Their implementation is likely to relate also to the nature and take up of development on the Carillion scheme. However, given the projected shortfall in office space in 2007-2008 in Sheffield the prospect for early development on these sites seems good. Consequently, early work should progress on the next stages of design of these sites, to confirm the possibility of the 'windfall' sites, including surveys to assess any utilities infrastructure that could delay the implementation of the project.

## Policy and Strategy Implications

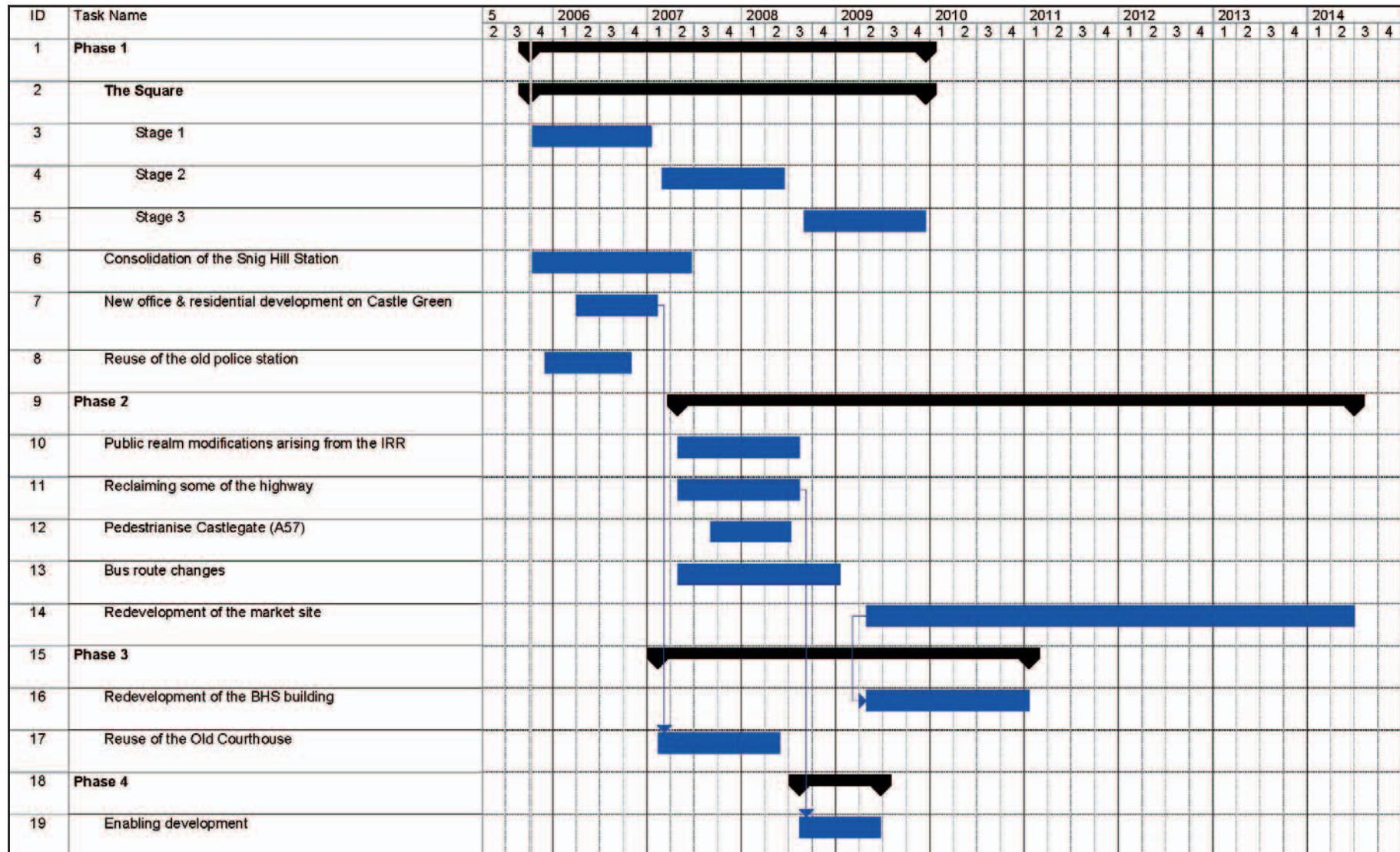
The overall concept of a changed and revitalised Castlegate Quarter is featured in many of the existing local planning documents including the UDP (1998), Sheffield City Centre Regeneration Masterplan (2000), the Urban Design Compendium and the findings of the Knight Frank Report (2004).

The Regional Spatial Strategy was published (Dec, 2004) and these proposals also resonate with the key themes (for the policies mentioned above see Appendix B).

Sheffield City Council is starting preparation of the new Local Development Framework. This work will inform the development of core policies and specific Local Development Documents or Supplementary Planning Documents.

The proposals are generally in alignment with other strategies for adjoining areas. Initial discussions with Shared Intelligence, the consultants undertaking the study for the Wicker area, suggests there is a strong synergy between the two sets of proposals. In particular, the proposed 'Curry Mile' in the Wicker area could create an ideal market for the proposed night-time economy in the Masterplan area.

Fig 25: Potential Phasing of Development Activity







# 7. Appendices

## Appendix A

### History Of Sheffield Castle And Markets

#### The Castle

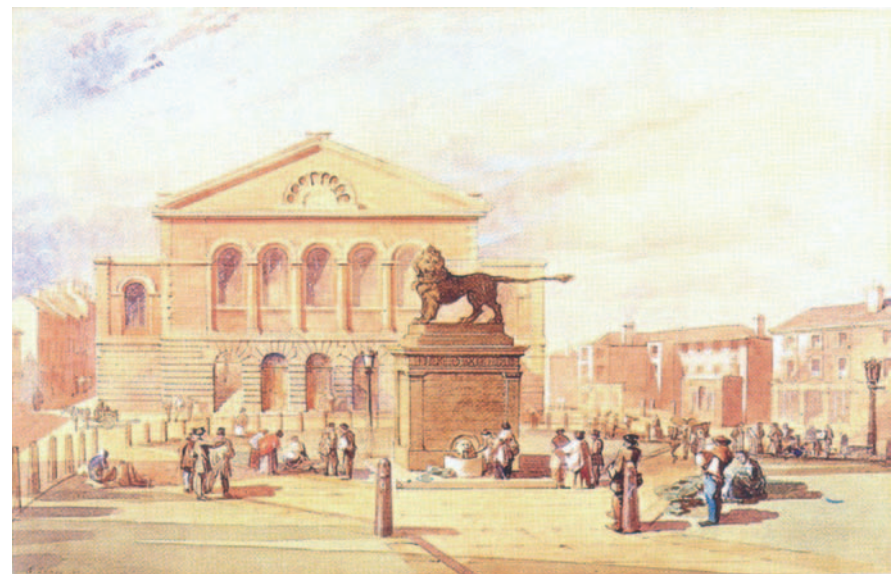
The early history of Castlegate is the history of Sheffield itself. The nucleus of the city was the castle, and for over 1000 years, up to the turn of the 20th century, this quarter of Sheffield was the city's main civic and trading centre.

The last Anglo-Saxon Lord of Hallamshire, Waltheof, had a Hall in Sheffield, possibly on the site of the later Sheffield Castle. The Norman conquerors, in the person of William de Lovetot, began building a timber and earth motte-and-bailey castle in the same strategic location at the confluence of Sheaf and Don, in about 1116.

William de Lovetot may have also been responsible for a wooden bridge across the Don. This bridge was rebuilt in gothic stonework and named Lady's Bridge in 1486; and still survives as part of the modern road bridge in the same location. In 1266, during the Baron's War the original castle was destroyed and in 1270 a new stone castle was built by Thomas de Furneal on the same site. The castle had 2 metre thick walls and wide water-filled moats on the south, west and east sides, to complement the natural defenses of the Rivers Don and Sheaf to the north and east. This castle was to dominate Sheffield for the next four centuries. Mary Queen of Scots was imprisoned there with her entourage, from 1570 to 1584.

In the English Civil War, Sheffield castle was taken by Royalist forces in April 1643 and retained by them until taken back by Parliamentary forces in August 1644 after heavy bombardment. Parliament ordered that all castles which had been fortified by the Royalists should be demolished. In 1649-50 Sheffield Castle was razed to the ground.

The castle was stripped of useable materials, especially dressed stonework. The wide moat ditches were filled with debris. The site was then used as an orchard and bowling green, but was gradually built over with small-scale factories and workshops.



#### The Markets

In 1297 a royal charter was first granted for a market in Sheffield and for the next 600 years the markets were owned and operated by Thomas de Furneal and his successors.

By the mid 18th century the market in Sheffield had grown to include an irregular sprawl of shops and stalls around High Street, Haymarket, Swine Market and King Street. The growth of the urban population of Sheffield was leading to problems of supplying sufficient food through the market. In 1784 an Act of Parliament was passed allowing for the enlargement of the market place.

A handsome new stone built market hall (Fitzalan Market Hall) was opened in August 1786, the live cattle market was moved out to The Wicker and new slaughterhouses were erected on the site of the castle lining the River Don. In 1818 a new Green Market selling fish poultry and vegetables was established between King Street and Castle Street; and in 1830 a new livestock market was created at Smithfield next to the Don, and the Blonk Street bridge built, along with the Corn Exchange and Haymarket (now the site of Park Square roundabout).



In 1847 another Act of Parliament produced a further market – Norfolk Market Hall, which was constructed between Castle Folds and Dixon Lane with land around being cleared for stalls and fairs and resulted in the Green Market being abandoned. Norfolk Market Hall was again a fine classical brick and stone fronted building. The Act also created a covered Castlefolds market for wholesale fruit and vegetables; and also created the Sheaf open market. The latter was designed initially to exploit the new rail-borne wholesale fish trade with the catches of places such as Grimsby coming to Sheffield for redistribution to a wider area; although it later became a general ‘rag and tag’ market.

By the end of the 19th century the existing markets, particularly the Killing Shambles, or slaughterhouses, against the Don were felt to be in need of renewal and expansion in keeping with the rest of Sheffield. Prolonged negotiations with the Duke of Norfolk finally ended in the Sheffield Corporation Act of 1901 which transferred the ownership and the running of the markets to the Council.

In 1928 the Council began work on the Castle Hill Market and two years later the slaughterhouses were moved to a new site. The Fitzalan Market Hall closed on 24th April 1930 and business transferred to Castle Hill Market which opened the following day.

The Castle Market as seen today was opened in 1959, primarily to accommodate traders from the Norfolk Market Hall, which was then demolished. Further changes in the 60’s and 70’s resulted in the range of retail buildings now fronting Haymarket. The Castlefolds Market was also demolished and the Sheaf Market Hall was constructed in 1973. A range of other older buildings have survived on the site; most notably the currently vacant listed former Gas Board building, a number of public houses and banks, mainly on corner plots; and a row of smaller shop premises fronting Dixon Lane. The Sheaf market Hall is now also in the process of being demolished to make way for new development. There has thus been a continuous process of change and renewal on the site related to the needs of the markets.

### Castlegate Area

The street patterns of the site were set out in relation to the Norman settlement around the castle and have not significantly changed since. As can be seen from the historical plans, the main influence on the public realm, aside from the expansion and renewal of the markets has been firstly the initial arrival of trams in the 1920’s and 1930’s, which required a widening of roads, smoothing of sharp bends and evening out of gradients; and secondly the arrival of mass private car ownership which resulted in further development of the highway system at the expense of overall townscape quality and ease of pedestrian movement. The most significant change in the site in this respect has been the gradual disappearance from view of the River Sheaf. Fully visible in the map of 1853, the river was culverted as far as Exchange Street with the construction of Castlefolds Market at about that time; and fully disappeared from view with the arrival of the first trams. An historic weir, visible in the 1771 map, is still believed to be present within the culvert.

### Archaeological Assessment

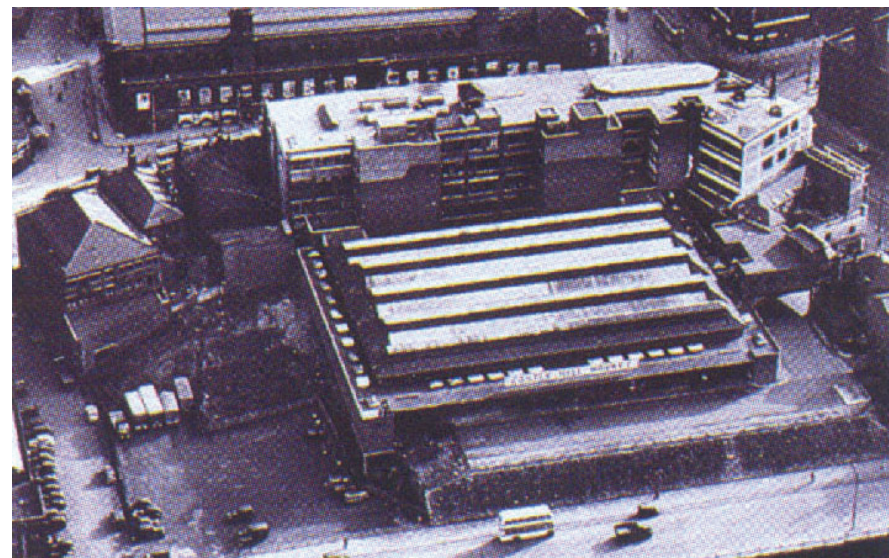
Archaeological Research and Consultancy at the University of Sheffield (ARCUS) were commissioned by Sheffield City Council to undertake on-site and desktop investigations into the extent and significance of the archaeological remains at Sheffield Castle. Their initial findings are shown on the plan overleaf, entitled ‘Known Castle Remains’, and detailed in their report dated January 2002.

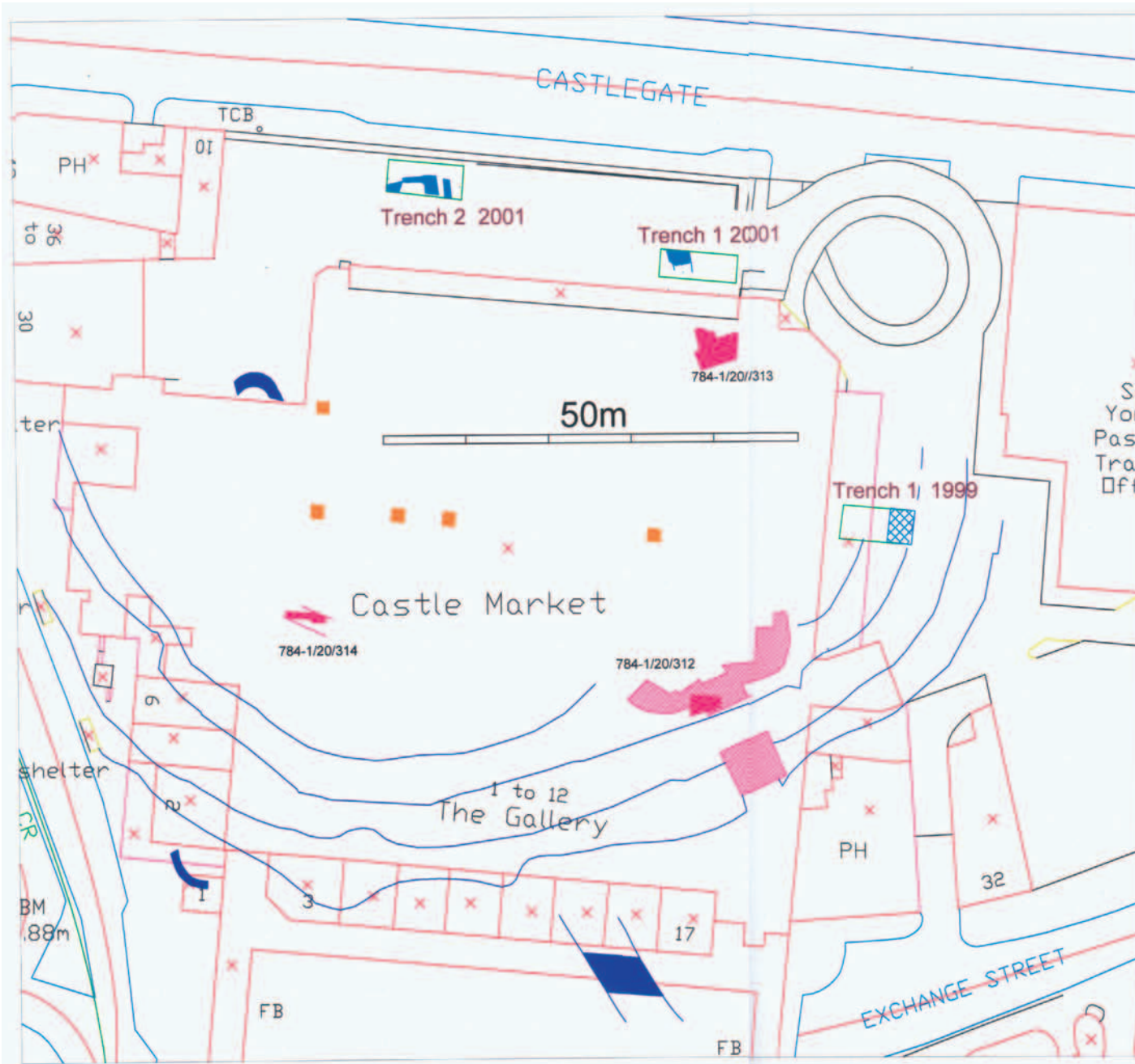
Early 20th Century and current on site investigations have confirmed the presence of the castle, which lies essentially beneath the present Castle Market buildings. The exact extent and condition of the totality of the remains cannot be known without a full excavation, which would itself require the demolition of the existing market buildings. However from the known information a number of informed assumptions can be made:

- Trial excavations have revealed substantial sections of walls, floors and other features, in good condition; and also revealed the profile of the moat.
- It is likely that in relatively undisturbed sections of the site, similar quality remains will be uncovered, although this cannot be guaranteed.
- The area of the site which is relatively undisturbed is that covered by the 1929 market hall, the rear loading bay, the area between the 1929 structure and the culverted River Sheaf immediately south of the spiral ramp; and the area around the Market Tavern.
- Areas where archaeological remains are likely to have been very significantly damaged or removed are those areas of the site which were redeveloped in the 1950's and 1960's, mainly fronting onto Haymarket.

The archaeological evidence therefore points to substantial remains lying beneath the existing Castle Market, and in particular the area of the 1929 building; the exact extent and quality of which cannot be further determined at this time. In other parts of the north of the site however: fronting onto Haymarket, south of the 1929 building and west of the River Sheaf; there are likely to be few or no archaeological remains; or those that are present are likely to have been damaged to an extent that they are not worth displaying. (There may be remains in these areas which would remain in situ but which could be built over after investigation and recording).

This archaeological legacy can therefore be seen as both a positive asset both for Sheffield and the regeneration of the Masterplan area in terms of image, local character and even caché. However it is also a potential restriction on the realisable value of the Castle Market site in limiting the extent and type of development on that part of the site.





	Stonework identified during evaluation
	Listed stonework (accessible)
	Listed stonework (inaccessible)
	Line of moat (extrapolated) by Butcher (unpub.)
	Moat identified in 1999 excavation
	Ditches identified by Butcher (unpub.)
	Pile holes containing castle courtyard, identified by Armstrong (1930) location by Butcher (unpub.)

Original base map supplied by Sheffield City Council

**ARCUS**  
 Research School of Archaeology  
 Westcourt  
 \* Mappin St  
 Sheffield S1 4DT  
 Tel: 0114 2225106  
 Fax: 0114 2797158

Project: Castle Market	
Title Known castle remains	
Scale as shown	Date 17/1/02
NGR	Drawn AEB
Project No. 413h	Ill. No.

## Appendix B

### Planning Policy Context

#### Regional Context

##### Regional Spatial Strategy (RSS) for Yorkshire and the Humber

The Government Office for Yorkshire and the Humber adopted their new RSS in December 2004, which has been largely based on the draft produced in 2003.

Sheffield City Council is currently reviewing the adopted UDP (1998) and is in the process of producing their Local Development Framework (LDF). Following the guidance set out within the Planning and Compulsory Purchase Act (2004), the LDF will need to be fully compliant with the policies set out within RSS.

The following provides a brief summary:

- South Yorkshire is defined as the first priority regeneration area
- Existing centres should be the focus of efforts for upgrading the environment
- The sequential approach should be applied to the provision of new housing
- Location of development should seek to reduce the need to travel.
- Encourage urban regeneration, including reclamation and remediation of derelict and under utilised land for development, open space and high quality intensive housing and mixed-use developments on land close to town centres and at points of good points of public transport accessibility.
- Protect and enhance the region's historic and cultural resources. The region has many archaeological sites which can be protected and enhanced.

##### Regional Economic Strategy, Yorkshire Forward, 2003

Sustainable development is central to the Regional Economic Strategy prepared by Yorkshire Forward, which aims to get the best long term outcome for people, businesses and the environment across the region by improving

economic performance, supporting social inclusion and quality of life and enhancing the environment.

The strategy's six key objectives are to:

- grow the region's businesses, focusing on key clusters, to create a radical improvement in the competitiveness, productivity and value they add to the region's wealth;
- achieve higher business birth and survival rates to create a radical improvement in the number of new, competitive businesses that last;
- attract and retain more private and public investment by creating the right product for investors, and more effective marketing of the region;
- radically improve the development and application of education, learning and skills, particularly high-quality vocational skills;
- connect all of the region's communities to economic opportunity through targeted regeneration activity; and
- enhance and utilise the region's infrastructure of physical and environmental assets.

#### Local Context

This section of the report sets out the current planning policy context relevant to the Castlegate site, both in terms of site specific detail policy and also issues of wider relevance to the city centre.

The strategy is based around three strategic aims that are designed to achieve sustainable development:

- releasing and enhancing the potential of all Yorkshire and Humber's people to achieve a healthy learning region and social inclusion;
- growing existing and new businesses to achieve high and stable levels of economic growth and jobs; and

- utilising the full potential of Yorkshire and Humber's physical and cultural assets and conserving and enhancing its environment to achieve an integrated, sustainable economy.

### Sheffield Unitary Development Plan, Adopted March 1998

#### General

The UDP details the general strategy for the City Centre as well as a more site specific approach for the Castlegate area. The centre includes retail, office, leisure, cultural, and entertainment uses with public services and tourist facilities. As an employment centre, the further growth of job provision and industrial development is also encouraged. Further, it is seen as a regeneration and investment focus, and in need of some environmental improvement.

The development of distinctive Quarters are promoted for the city centre, and include 'a high quality shopping core, surrounded by modern commercial and office developments and the two universities and interlinked with cultural and entertainment facilities and housing areas.' At least one public space will form a focus to each quarter, linking to a series of pedestrian dominated spaces and routes throughout the centre and also to and along the River Don.

The City Centre is identified as a 'priority regeneration area'. The Council actively encourages inward investment, partnership ventures and funding from outside sources in these areas.

#### Site Specific Policies

The Castlegate site, in the north eastern part of the defined 'City Centre' has a number of policies directly relating to it in the Plan. Castlegate market, the Gallery and the area to the west of Shude Hill is defined as forming part of the Central Shopping Area, and forms its north-east boundary. Policy S3 states that within this area, shops (A1), offices used by the public (A2), food and drink outlets (A3) and housing (C3) uses will be preferred. Haymarket is defined as forming part of the retail core of the central shopping area. Within this retail core, new retail and complimentary uses which add to the vitality and viability of the Central Shopping Area will be encouraged.

The eastern half of the site is allocated as a Business Area, where Business (B1) uses are preferred, although a range of other uses are acceptable. Castlegate is

also identified as a major office development site; to encourage development of the City as a regional office centre and to attract innovative enterprises.

The Plan affords protection to the City Centre skyline, views and vistas by not permitting development which would damage these traditional views into and out of the City.

A Proposed Strategic Cycle / Footpath runs to the west and through the site along Waingate,

Although Castlegate is NOT identified as an Archaeological Site on the Proposals Map, some reference is made to Sheffield Castle in the UDP in the discussion to Policy BE22.

### Review Of The Sheffield Unitary Development Plan: Full Listing Of Issues (December 2001)

The adopted Sheffield UDP 1998 (discussed above) has now commenced its review. This issues paper addresses the key issues that have emerged since its adoption in March 1998.

In general, the Council wishes to see the City Centre become more efficient, competitive and innovative, especially in the retail sector and to retain it as a key centre in the region. To facilitate this, it will require a 'radical improvement' in the prime retail area and the quality of shops available. There are opportunities to consolidate the centre, and the primary shopping area will therefore need to be redefined with regards to size and boundary, to retain its viability. Restaurants, cafes, pubs and nightclubs may be introduced to add to the centre's vitality.

The Castlegate Masterplan area is being promoted as a defined 'Quarter' alongside ten other City Centre areas. Each quarter has a distinct role and character, with a defined mix of existing and proposed uses, and these uses are to be enhanced.

Particular reference is made to a Revitalised Castlegate Quarter. The plan envisages that the masterplan area should incorporate a new markets complex, focused on a new market square, with a mix of shopping, leisure and commercial space. It should link well with the main retail area, Victoria Quays and the business / residential area in the Riverside Quarter.

### Sheffield One: Sheffield City Centre Regeneration Masterplan Report (December 2000)

Regeneration of the City Centre is identified as a priority for Sheffield, and this Masterplan was prepared by Sheffield One, the Urban Regeneration Company, to spearhead the task. It aims to build 'a new and vibrant City economy based on enterprise, culture, learning and commerce'. The plan provides an Action Plan and Framework for change that respects the unique character and qualities of Sheffield. The Masterplan promotes the development of 'Quarters' to help create a commercially vibrant, culturally alive City.

The key aim of the Masterplan is to create 'a new economic vision for the City and a new generation of economic prosperity which can be shared by all.' The further development of the City's strong knowledge-based economy is promoted as a key driver for change, as is the development of a City based on high technology and e-commerce. The retail offer should be significantly expanded with a proposed additional 650,000 sq. ft of new retail floorspace over the next 5 – 10 years and a mixed-use approach is advocated in the City Centre with hotel, residential, leisure and office accommodation.

Improving the City Centre Offer is a key goal of the masterplan. Analysis undertaken by Healey & Baker 'confirms that Sheffield's retail offer is neither keeping pace with other leading city centres such as Leeds, Manchester and Newcastle; nor is it keeping up with dynamic smaller places such as Nottingham and Leicester.' and recommends that Sheffield needs a major new retail scheme. The revitalisation of the retail core is fundamental, and five key projects are proposed. They include:

- Completing the Heart of the City Project
- Reinforcing the 'Cultural Quarter'
- Creating a Mixed-Use Area around a newly refurbished City Hall
- Castlegate Markets, Victoria Quays & The Riverside
- The Moor

Other key objectives for the City Centre are to improve access, legibility and key gateways. The proposed Inner Ring Road will not only take away traffic from the Masterplan area, but out of the City Centre in general. It is expected to be complete in 5-6 years and will permit the downgrading and narrowing of Castlegate and Exchange Street. Pedestrian access to Victoria Quays and Exchange Street will be improved. The Masterplan also calls for early reconsideration of the complex one-

way-system at Castlegate. The removal of the underpasses / overbridges is also strongly promoted with replacement with new at-grade pedestrian crossings.

With regards to open space within the City Centre, of great importance will be to protect the existing spaces and to exploit new opportunities to draw in water and green space 'fingers' into the heart of the City. Small spaces need to be linked together to form a network.

### General Proposals for the City Centre

The Masterplan highlights how the High Street and Castlegate have developed as a clearly identifiable primarily discount area, and how this should be further encouraged. Appraisals undertaken indicate that this is financially viable and practical, and is further supported by the Council and major stakeholders. A new high quality Retail Quarter is promoted to sit within the existing fabric of the city and civic core, with predominantly retail use but with residential, hotel or office at upper levels. This will help investment into the surrounding areas.

The creation of a quality public realm is fundamental to make the City comfortable, ordered and manageable and to enhance Sheffield's character and 'sense of place'.

### Castlegate Markets, Victoria Quays and the Riverside

The Masterplan provides detail on the future direction of Castlegate, highlighting its important location, its heavy use as a gateway to the City (and therefore also its strategic importance) and the historic roots of the area, sitting on the site of the old castle. The markets are a key anchor activity, and the Masterplan area is important in its own right and as a key link between the City centre, Victoria Quays and the developing Riverside District. The markets area has developed as an important secondary shopping centre within the City.

The Masterplan proposes the redevelopment of the markets and the complete revitalisation of the area through a mix of new shopping, leisure and commercial space. However, over time, a wider mix of uses is expected to be introduced. A new market square to act as a new heart and civic focus is also proposed to link into the wider City open space network and is a high priority. The square would also act as a new entrance to the redeveloped market, and act as an anchor to broaden the range of land uses in the area.

In the longer term, Exchange Street could then become pedestrianised. The whole area also needs to relate and connect to the emerging business and residential districts along the River and establish a strong link to Victoria Quays. This is seen as critical to Castlegate's success. Although some short-term measures are required in the regeneration of the area, the long-term success is also dependent upon the downgrading of the current road system and the completion of the northern section of the Ring Road.

#### **Sheffield City Centre: Planning Guidance For The New Retail Quarter (Supplementary Planning Guidance And Interim Planning Policy), November 2001**

As formal Supplementary Planning Guidance, the contents of this document will carry considerable weight. The New Retail Quarter is intended to enhance the City's vitality and viability and its status as a regional shopping destination. On 23rd April 2001 the Council resolved to formally use Compulsory Purchase Orders and Road Closure Order Powers, and the Cabinet resolved to contribute its land and property assets toward the scheme in particular and the centre in general, including Castlegate. The New Retail Quarter is a small area centred around Wellington Street to the south west of Castlegate. However, the proposals for the area would be expected to have significant impact on Castlegate's fortunes.

The proposed Quarter is to be a large retail led mixed-use development of at least 65,000 sq m retail floorspace with complimentary users on the upper floors.

The area was identified for concentrated retail activity for a number of reasons, the principal being that the linear nature (1500m) of the existing retail offer is unsatisfactory. It discourages shoppers by forcing them to choose which part of the centre to visit. Further there is a problem of poor shopping environment, lack of modern retail space in the primary area minimising expansion; and that Sheffield had been unsuccessful in maintaining its share of new investment and thus, status. As the two centres developed, it is proposed that this new retail quarter will link the two. The NRQ development should address qualitative retail deficiencies and to enhance connections to the other principal retail areas. It will also address accessibility issues (pedestrian and vehicular) within the City Centre.

Specifically, the document highlights how large-scale retail development at Castlegate would be inappropriate as it would exacerbate the linearity of the City

Centre shopping core and take up retail capacity that could be provided by the new retail quarter. However, 'provision of a key market facility and ancillary retailing would continue to complement the retail offer in the City Centre.' This is further supported through Guideline 2 – Protection of the New Retail Quarter in the Guidance. It states; '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.' Retail development at Castlegate is therefore limited to reprovision / retention of the market facility and new retail provision would not harm the New Retail Quarter.

#### **City Centre Integrated Development Plan Executive Summary, July 2001**

This is a comprehensive economic strategy and implementation plan to regenerate Sheffield City Centre over the next decade. It was developed following, and relies heavily on, Sheffield One's City Centre Masterplan.

Within the Vision for the City is the desire to create a City Centre that is civilised, safe and easily accessible served by an efficient public transport system with clear signposting. The City core will be pedestrian dominated with high quality civic spaces. It is to be a leading centre of business, commerce and learning, attracting people from a broad spectrum to its cultural facilities. Objective 1 European Programme Funding may be available to stimulate significant new investment, particularly for development within the City Centre.

Sheffield's economy should be built upon providing higher order professional and business services and good access to financial investment services and as a centre of innovation. This would be through the further development of the research capacity of its Universities, hospitals and dynamic business sector.

The City Centre should be better marketed as an exciting centre with specialist shops, quality restaurants, street cafes and bars. Mixed-use residential neighbourhoods should be further developed. A positive image of Sheffield should be nurtured, based upon skills, creativity, enterprise and culture. Improving access and creating a sensitive and attractive pedestrian dominated core with consideration for sustainability and the environment is an important component of the strategy.

The Castlegate area with the Riverside is identified in Programme 1 as suitable for development of new high quality business space within the City Centre. A further



aim is to create a high quality and diverse portfolio of land and property in the City Centre. Programme 1's aims fall into Funding Objective 1's Priority 1 and 5 projects.

#### **Connect Sheffield, City Id And Oscar Faber, October 2001**

This document, produced by City Id and Oscar Faber, is concerned with promoting a positive image of the City Centre to aid regeneration. It supports the work proposed in the City Centre Masterplan. The Connect Sheffield concept specifically aims to 'develop a world class design identity and delivery framework for information, communication and movement projects within the public realm.' Of particular relevance is the proposed Sheffield Urban Design Strategy to set out an urban design vision for Sheffield City Centre. Further the Midi Interchanges propose to enhance the overall legibility of the city centre, the identity of public transport and the user experience by creating Midi Bus Interchanges. These would be a series of bus interchanges with individual designs, with some consistent elements such as real time information and mapping.

The City Corridors & Gateways project seeks to 'radically enhance the physical appearance of gateways and corridors into the city and city centre ... to create an improved sense of arrival and welcome and to present a more coherent and distinctive city image.' It also involves significant landscaping and promotion of key urban design principles.

#### **Sheffield Central Activity Report, Knight Frank (2004)**

Sheffield is the principal commercial centre in South Yorkshire with an office stock of just over 6 million sq ft. During the 1990s the focus of office activity shifted to the inner ring road, with large schemes at Victoria Quays, Riverside Exchange and along the Parkway at Nunnery Square. However, exciting new schemes in the central core such as Heart of the City, Castlegate, Moorfoot and Carver Street/Holly Street next to the City Hall look set to reverse this trend.

Sheffield has successfully diversified its economy with a current structure of employment now similar to the national profile. The city already boasts CGNU, HSBC, Abbey National and the Halifax as major employers in the financial sector.

Sheffield has been considered as a second tier city in terms of office investment. One of the main reasons for this view was that many of the

buildings were not perceived to be of institutional quality in terms of longevity, obsolescence and rental growth, largely due to their historical marginal viability.

Sheffield has traditionally attracted a higher than average proportion of Government related and Blue Chip quality tenants, who have been prepared to sign institutional quality leases

Sheffield is a good value and attractive location, close to the Peak District, the M1 and has a good public transport system, two excellent Universities and very importantly, good connectivity. Best rents are currently at £15.00 per sq ft, but are expected to rise over the short-term by as much as £3.00 per sq ft reflecting the higher standards of development and shortage of space.

Transactions tend to be large, indicative of the type of function operating within these buildings with a high proportion of back office, administration and government occupiers evident.

only around 57,500 sq ft is of grade A quality and is largely contained in 4 buildings. Grade B availability accounts for almost half of all supply. Over the years, demand has been severely constrained by the lack of comprehensive redevelopment opportunities, but a combination of Sheffield One's activities and private sector initiatives has now redressed this problem, with strategic sites available at Riverside Exchange, Castlegate, Heart of the City (St Paul's Place) and Moorfoot.

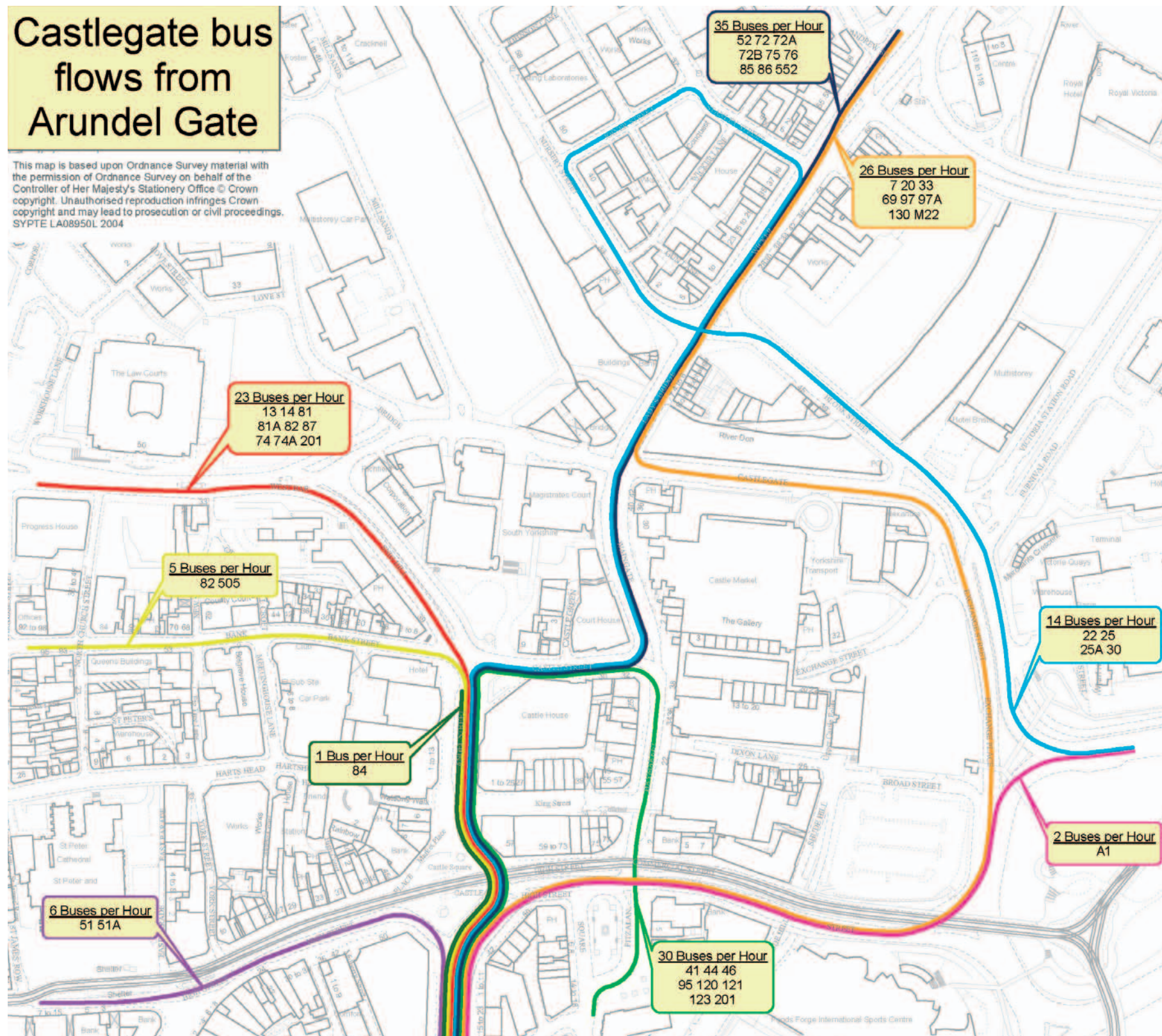
All these developments also generate attractive A3 leisure possibilities. An increasing number of residential conversions will continue to deplete secondary and tertiary office space as residential development moves right into the heart of the city centre.

Research commissioned by Experian Business Strategies shows that office employment may increase by 8,200 jobs over the decade driven by the continued expansion of public services and financial and business service sectors. In order to house these additional jobs, an upside forecast of 1.5 million sq ft of new space will be required. also facing increasing competition from alternative uses, particularly residential. It is anticipated that demand for space will continue to outstrip supply for a considerable time.

## Appendix C

### Castlegate bus flows from Arundel Gate

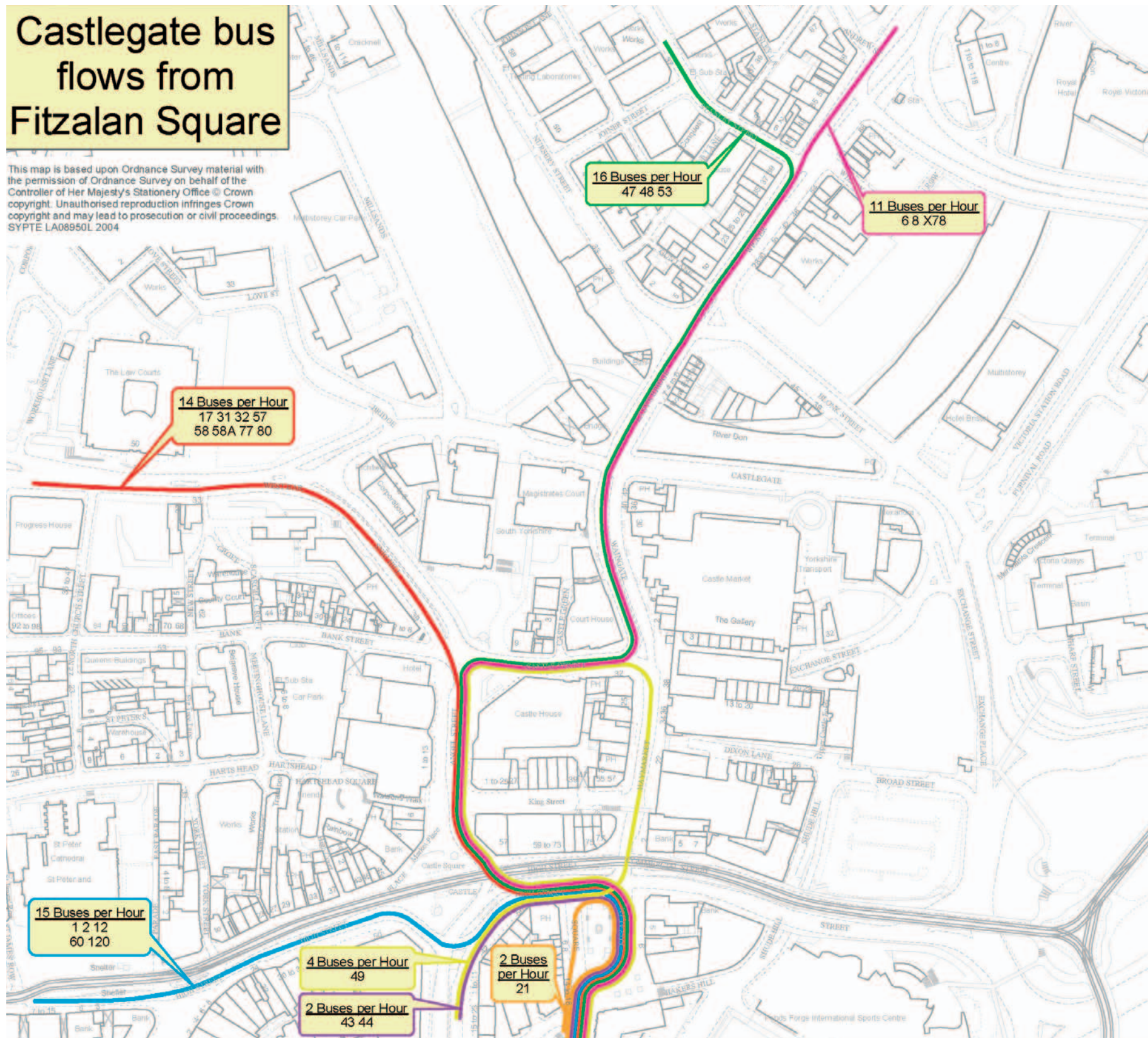
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# Castlegate bus flows from Fitzalan Square

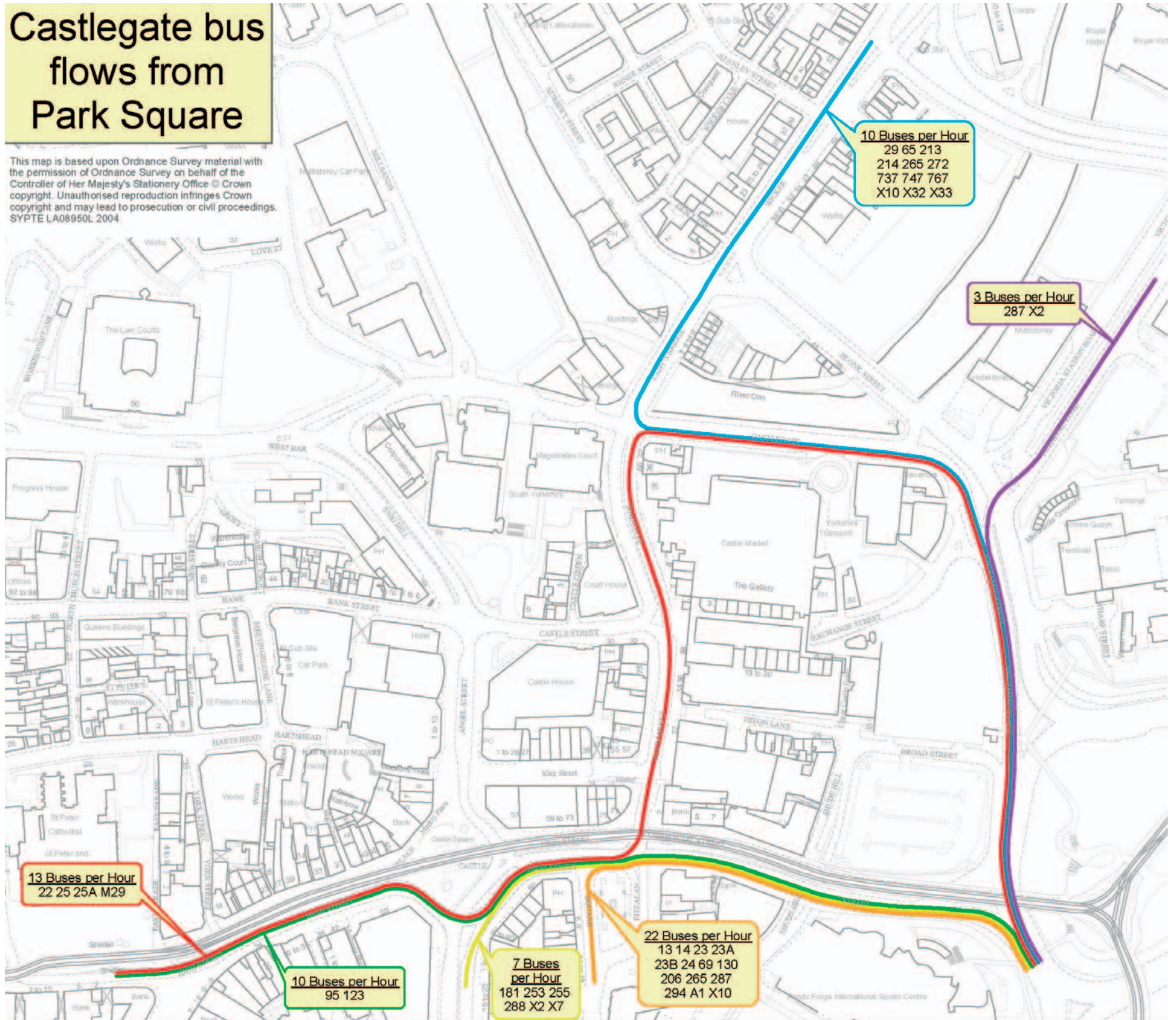
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# Castlegate bus flows from Park Square

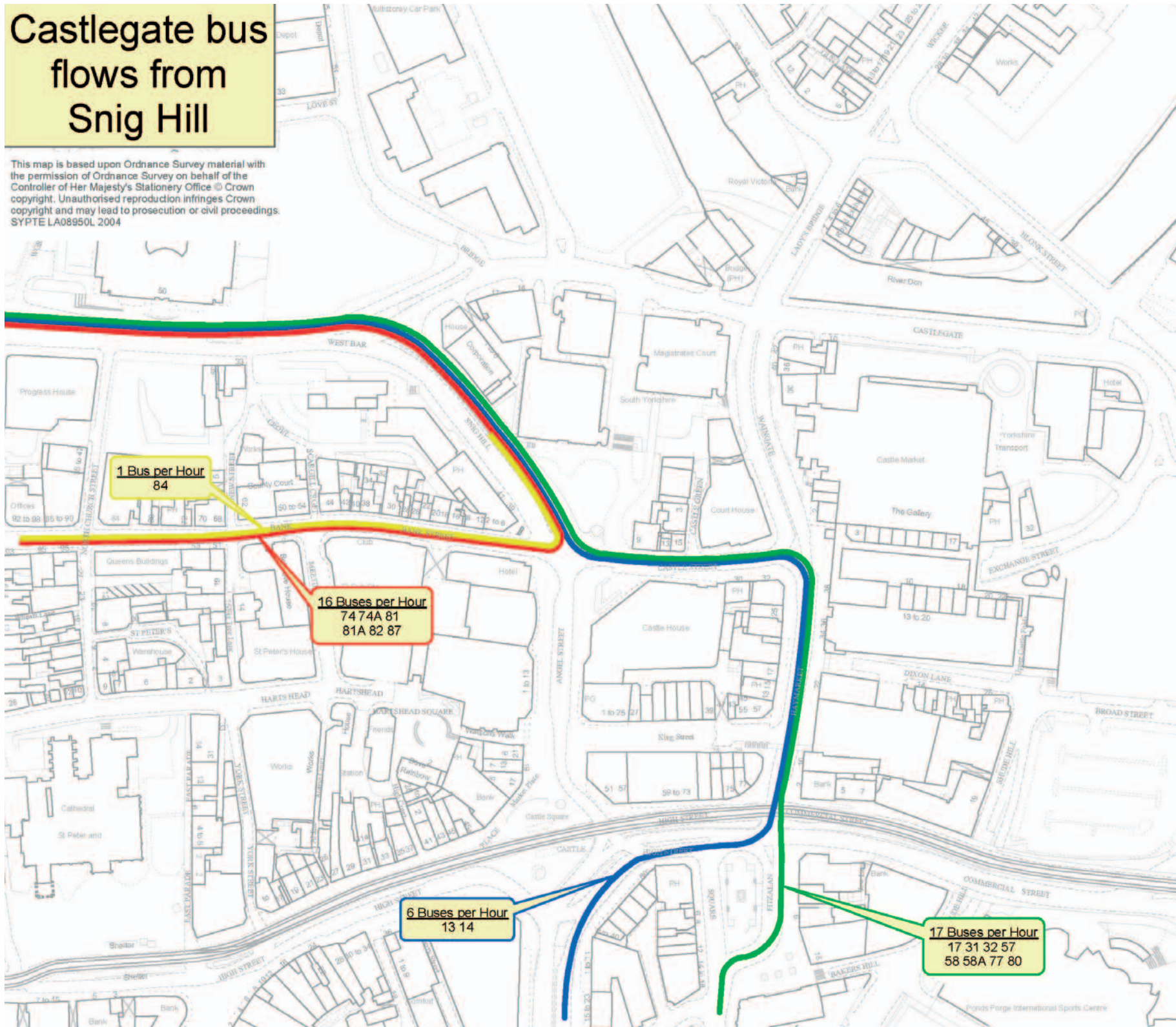
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# Castlegate bus flows from Snig Hill

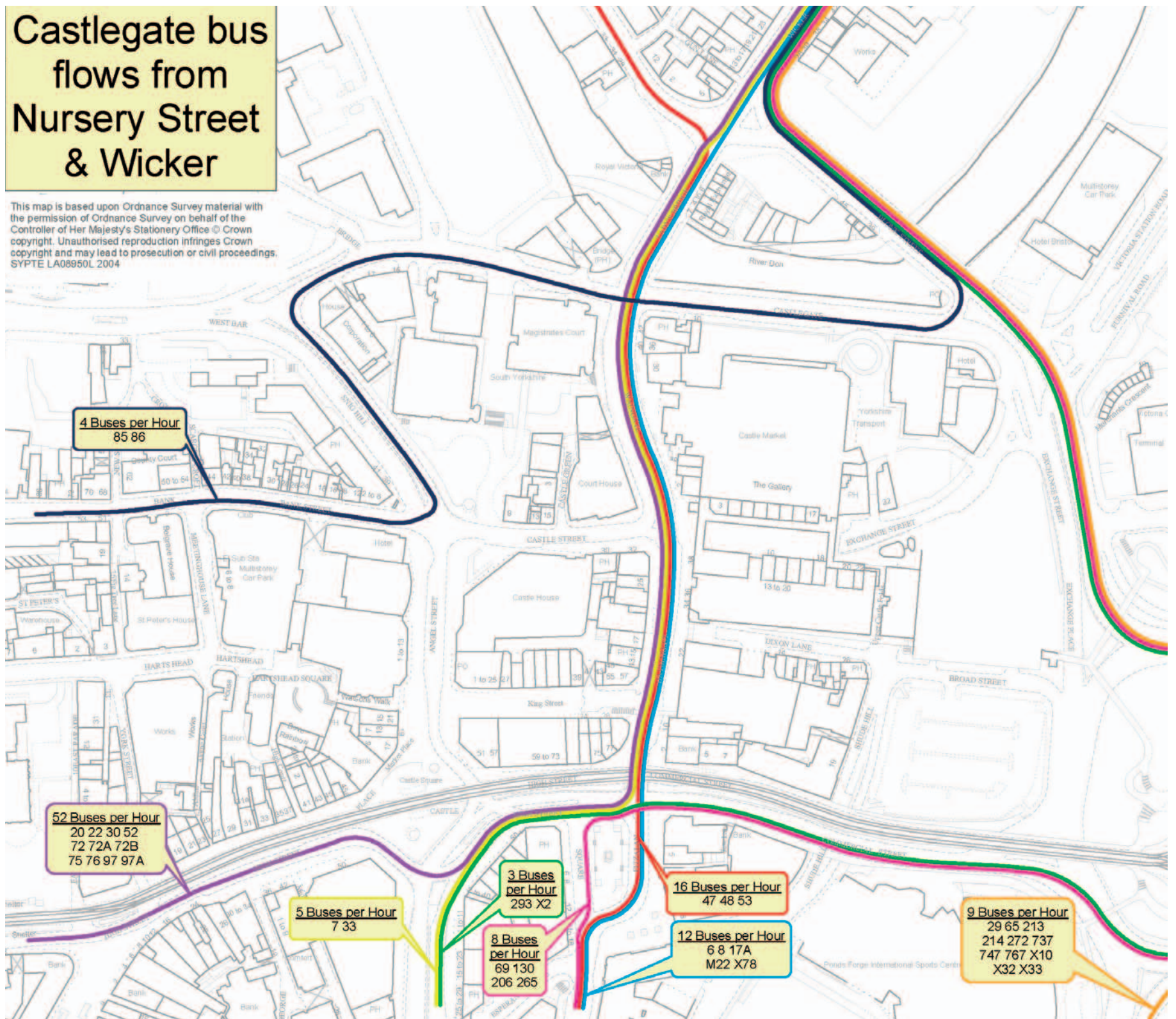
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# Castlegate bus flows from Nursery Street & Wicker

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## Appendix D

### Consultation

In developing a new role and vision for the future of Castlegate we have discussed ideas and priorities with the key stakeholders in the area including:

- Retailers:
  - Primark
  - Wilkinson's
  - The Co-op
  - BHS (& Prudential, the freeholders)
  - Argos
- Sheffield City Council
- Sheffield One
- South Yorkshire Police
- South Yorkshire Passenger Transport Executive (SYPTTE)
- South Yorkshire Magistrates Court
- Sheffield Chamber of Commerce and Industry
- Victoria Quays (Managing Agent – Fernie Greaves)

- Hoteliers including:
  - IBIS
  - Holiday Inn;
  - Hilton
- Carillion (developers of 'The Square')
- Consultants undertaking a parallel study on the future of The Wicker area.

#### What affect will the relocation of the market away from Castlegate have?

The view that emerged from the retailers was that the removal of the market would not necessarily have a significant impact on their business. The Co-op, for example, had already seen a significant change in the profile of their customers, as now their main customer based is lunch-time office workers from the surrounding area.

Wilkinson's are intending to stay in the area for the foreseeable future and believe that they can continue to run their business viably without the Castle Market.

Conversely to what had previously been thought, therefore, the retailers suggested that their custom was not that dependant on footfall generated by the market, although there still needed to be a critical mass of retailers in the area.

As would be expected the Hotels, Carillion and Victoria Quays see the removal of the markets as a significant opportunity for the revitalisation of the wider Masterplan area.

SYPTTE wish to see the area remain as a key bus route into the City from the north.

SYPTTE were currently intending to locate a bus interchange facility in the Masterplan area. However, the location of a mini-interchange will be dependent on final bus routing and bus patronage. The proposed changes will likely require a min-interchange in the Lady Bridge / Blonk Street area, rather than the Castlegate site as previously planned.

### **What is the area's future?**

There was a general consensus on the future of the area. All parties involved wanted to see a more mixed-use area.

The Chamber of Commerce felt that drastic change was necessary and were keen to see a 'truly mixed-use' area, comprising of small scale ground floor retail, office development, residential and leisure & entertainment uses.

They believed that the Masterplan area was no longer suitable for significant levels of retail space, as retail will be largely focused around the New Retail Quarter. The Chamber of Commerce also wanted to see a more vibrant night-time economy and promote 'real city centre living'.

BHS hold the lease of their vacant building and have no intentions for reopening the store as a major retail outlet as this is no longer financially viable. General regeneration and change of character of the area would assist the future reuse or redevelopment of this building.

Wilkinson's would like to continue to see a retail future for the area mixed with residential and leisure uses. The hotels in general support a mix of uses, retaining some retail and would wish to see significant environmental and public realm improvements. There is scope for more hotels in the Masterplan area.

Carillion see more entertainment and leisure uses as supportive of their proposals for the development of new office space.

South Yorkshire Police were supportive of the general move towards a more mixed use area. They are currently consolidating their activities on the Castle Green site alongside the Magistrates Court complex.









