

Scotland Street - Shalesmoor Area Study



Final Report

By

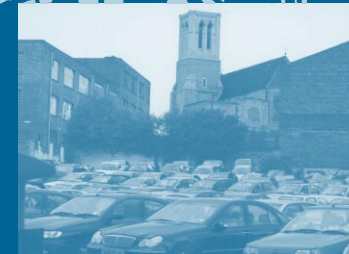
GILLESPIES

in association with

Swift Research

Guy Rusling Commercial Property

yellow **book**



April 2004

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Planning Landscape Architecture

Glasgow Manchester Oxford Leeds London

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Acknowledgements

The Scotland Street/Shalesmoor Area Study was commissioned by Sheffield City Council's City Development Unit in February 2003.

The Study Team

The study team was led by Gillespies, a UK based multi-disciplinary practice of urban designers, landscape architects, planners and architects. Gillespies undertook the management of the study and provided the architectural, urban design and planning guidance.

The socio-economic aspects of the study were undertaken by yellow **book**, a Glasgow based economic development consultancy.

Guy Rusling Commercial Property, a Sheffield development consultancy and agency, provided the analysis of the property market.

The business survey was undertaken by Swift Research, who conducted telephone interviews of businesses in the area and collected, collated and interpreted the data.

The Scotland Street/Shalesmoor study has been developed incorporating a process of consultation which has allowed the study team to draw on the collective knowledge and expertise of the local business and residential communities and local developers. We would like to thank all those who participated in the consultation process and responded to the survey.

We would also like to thank the City Council, particularly the City Development Unit, and other agencies and institutions in Sheffield for their input.

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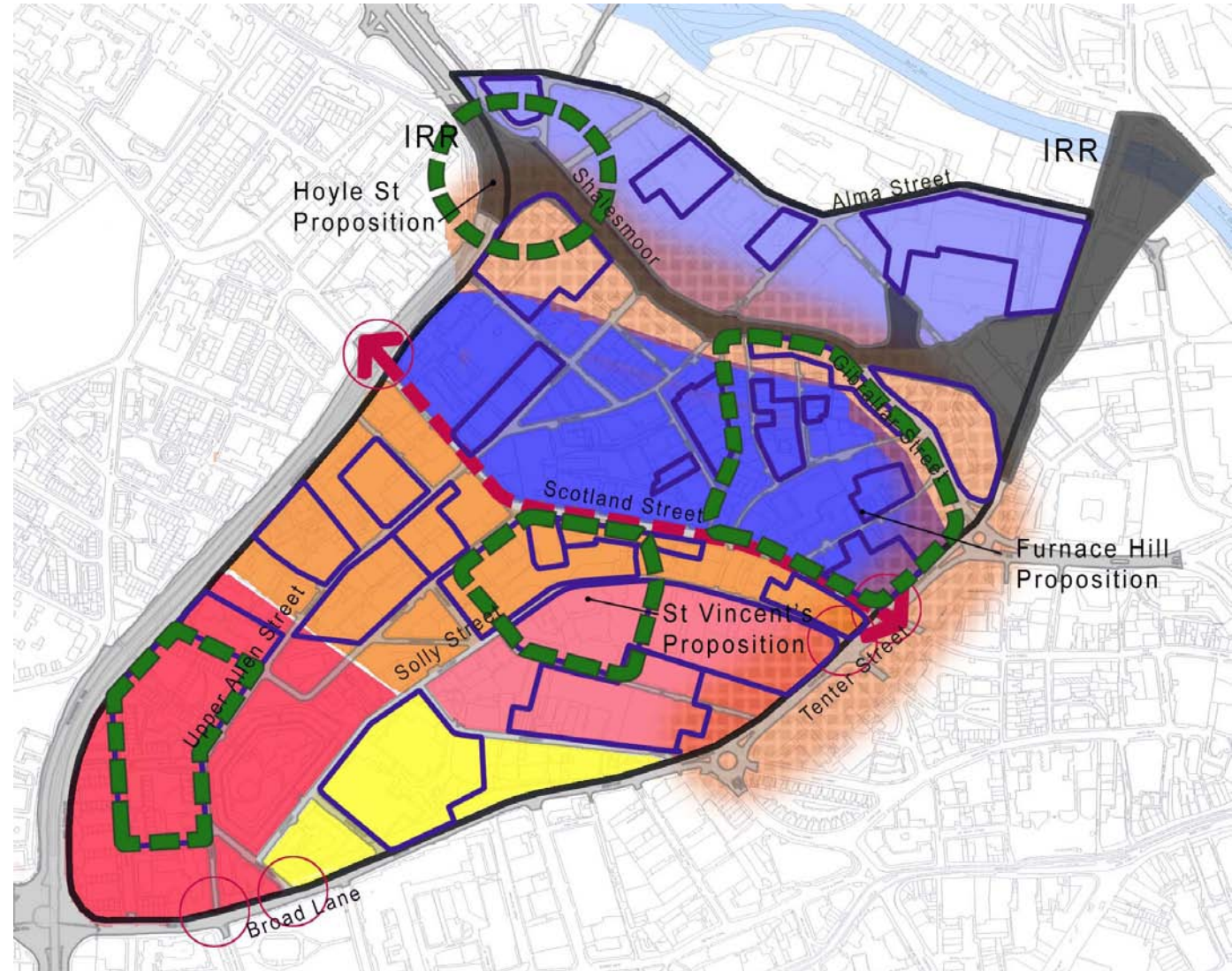
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Executive Summary



The Strategy



Executive Summary

The Scotland Street/Shalesmoor is an area at risk, but it has the potential to be a lively, attractive and successful mixed-use community, making a major contribution to the success of the city as a whole.

The area has experienced long-term decline – economic, social and environmental. However, it has some valuable assets including; its location, industrial heritage and a number of key businesses unfortunately at present these assets are outweighed by the liabilities such as, declining businesses and bad neighbour activities, poor quality business premises, social problems and parking and access problems

Despite these problems the area has the potential to once again become an important city centre quarter. To ensure its long-term success, the regeneration of the Scotland Street/Shalesmoor area should take advantage of the following:

- The close proximity of the dynamic, highly-regarded Sheffield university and the opportunity to link to growth clusters associated with the university such as bioscience and research;
- The ongoing programme of regeneration being implemented at Kelham Island and Devonshire Green;
- The key development sites and access improvements that will emerge on completion of the proposed IRR extension;
- The development of key sites at St. George's Close as a high quality mixed tenure residential area in close proximity to the city centre;
- The development of the key gateway sites at Tenter Street, West Bar, Hoyle Street which will make a positive contribution to the city's image.

Key to the regeneration of Scotland Street/Shalesmoor is the diversification of land uses with the area. A change in planning policy which will allow a mixture of uses to thrive in the area and will be the principle driver of change.

This study recognises the need for a policy change and recommends that the study area be divided into distinctive sub-area to allow a degree of control with regard to the distribution of land-uses whilst encouraging diversification. The sub-areas are set out in more detail in Part 3 but can be broadly defined as:

- Residential Enclave;
- University/Residential;
- Residential City Neighbourhood;
- Flexible Use;
- Mixed Industry & Business;
- Mixed Industry & Business and Heritage Conservation;
- New Urban Frontage.

Part 4 of the study offers urban design guidance on general issues such as treatment of heritage buildings, public realm improvements and transport & access. It also offers design proposition for specific sites which will be key to the economic and social regeneration of the area:

- St. Vincent's Church and adjacent area;
- St. George's Close;
- Hoyle Street;
- Furnace Hill

It is the intention of this study that the analysis, recommendations and proposals outlined inform future policy documents and development proposals to ensure that the strategy outlined above is successfully implemented and the vision for the area becomes a reality.

The strategy and action plan (Part 5) contained within this report outline the physical and management interventions which are necessary to ensure the regeneration of Scotland Street/Shalesmoor is economically and socially sustainable in the long-term.

Part 1 The Study Outline



1.1 Introduction

Scotland Street/Shalesmoor is an area in transition. Formerly one of the strongest manufacturing areas in Sheffield, the Scotland Street/Shalesmoor area is suffering from a long-term lack of investment and is in a state of decline. However, there is pressure for new development in the area.

Sheffield City Council's City Development Unit has commissioned this study to guide the regeneration of the Scotland Street/Shalesmoor area. The study will enable the Council and the community to better understand the factors influencing the evolution of the area and to positively respond to increasing pressure for development.

Through a process of research and consultation, the study has identified the strengths and weaknesses and the significant opportunities for change and diversification within the study area.

The study details how economic recovery can be encouraged through engaging with the private sector and stimulating property market interests.

A key component of the study's recommendations is to encourage the growth of new economy industries. This is also a targeted priority of the Masterplan underpinning the regeneration of the city centre.

The study also advises how to build a new urban framework with suggested land uses and design proposals for the future development of various parts of the study area.

An Action Plan outlines a route map for the regeneration of the Scotland Street/Shalesmoor area over the next ten years.

The study aims to:

- Unlock the potential of the Scotland Street/Shalesmoor area and ultimately see its transformation into a vibrant part of Sheffield city centre.
- Create an attractive commercial and residential location while ensuring the long-term viability of traditional manufacturing industries.
- Manage the significant changes being brought about by the major projects which will have a lasting influence upon the area.

1.2 Background

The Brief

The study brief highlighted the key issues which are influencing the process of regeneration in the Scotland Street/Shalesmoor area. In response to the brief, the study has set out to review, analyse and offer recommendations on:

- The future role of existing land uses including, manufacturing residential, commercial or community;
- The area's potential to accommodate new business clusters;
- The local property market and the effect market forces may have on the future development of the area;
- The creation and promotion of a new identity for the area to enable it to fulfil its development potential;
- Urban design and architectural guidance, building on the design principles established in the Urban Design Compendium;
- Appropriate uses and design treatment for significant sites;
- Improvements to traffic and parking within the area, taking into consideration the City's transport strategies;
- Funding sources for the proposals and methods of delivery.

Study Approach

The Scotland Street/Shalesmoor Area Study has been undertaken in three stages.

Stage 1 provided the background research and analysis.

This included:

- Examination of existing land use patterns;
- Urban design analysis;
- Evaluation of local market conditions;
- A survey of existing businesses and landowners and an initial analysis of the survey results;
- A review of the study area's economy;
- Review of relevant literature.

At the conclusion of Stage 1, a workshop was held on 25 March 2003 with the client group.

Stage 2 focused on preparing a development vision for the study area.

During Stage 2 consultation was undertaken with key stakeholders including business and property owners, developers, residents, the local police and Sheffield University.

A detailed analysis of the results of the business survey was undertaken and a report produced. Further investigation of the property market and the socio-economic status of the study area was undertaken. Design and development principles were prepared and tested against a range of options for intervention in the study area.

An overall vision for managed intervention and change was presented at a client workshop.

Stage 3 pulls the various work strands together into a cohesive framework. An Action Plan has been produced which contains the recommendations of the study team for:

- Short-term action and a long term perspective for growth and development of the study area;
- A programme of proposals for managed intervention and suggested phasing;
- Access to funding;
- Engaging both the private and public sector to realise the vision for the Scotland Street/Shalesmoor area.

Initial design and development principles were expanded into guidelines for future land use and built form in the various character areas within Scotland Street/Shalesmoor. Comparator projects have been used to illustrate these principles.

Finally, recommendations for funding and implementation have been included.

Consultation

A process of consultation formed an integral part of the background research for the study area and involved dialogue with:

- Businesses in the study area – 75 phone interviews were conducted for the survey;
- Land owners and developers in the study area;
- Leading property agents;
- The area Superintendent of the South Yorkshire Police;
- Residents of the study area (mostly residents of Edward Street flats);
- Yorkshire Forward, RDA;
- Sheffield University Director of Facilities.

Statutory Context

It is anticipated that the recommendations, design principles and action plan contained within this study will inform the Sheffield Development Framework (City Plan) to ensure that planning policy reflects the character of the study area. Although this document will not be formally adopted it will be regarded as a material planning consideration.

1.3 The Strategy Overview

The strategy for the regeneration of Scotland Street/Shalesmoor is based upon the key issues emerging from the analysis (Part 2). The strategy recommends an Action Plan for the managed growth and change of the area.

- Scotland Street/Shalesmoor is suffering a long-term pattern of decline. Without intervention, this pattern will continue throughout most of the area.
- The current business base of the study area is predominantly industry and manufacturing. The suitability of these land uses in such close proximity to the city centre, and their efficiency in this location, has been considered as a part of this study.
- The area remains largely unattractive to new economy businesses and diversification of land uses is impeded as a result of a number of factors. These include the poor image of the area and the amenity impacts of bad neighbour businesses.
- There is significant development pressure within Scotland Street/Shalesmoor, particularly for residential use. The current General Industry designation, covering most of the area, precludes residential use - a change in policy to allow a greater diversity of land uses could open up the potential for private sector contribution to the area's regeneration.
- Despite the many amenity and image issues which the study area is currently facing, there are significant strengths and opportunities for economic change. Much potential exists for the area to become a vibrant and competitive part of Sheffield City Centre. Regeneration of the study area will come about through embracing these strengths and opportunities.
- Strategic guidance for new development in the area must include principles for establishing a high quality urban realm, at the same time as encouraging a change in land use. Quality in urban and architectural design will see the creation of a robust and vital city centre quarter capable of engaging prevailing market forces.
- Confidence in Scotland Street/Shalesmoor will be built upon early successes and long-term strategies for growth. The Action Plan outlines objectives and priorities for change and approaches to funding.

Part 2 Analysis

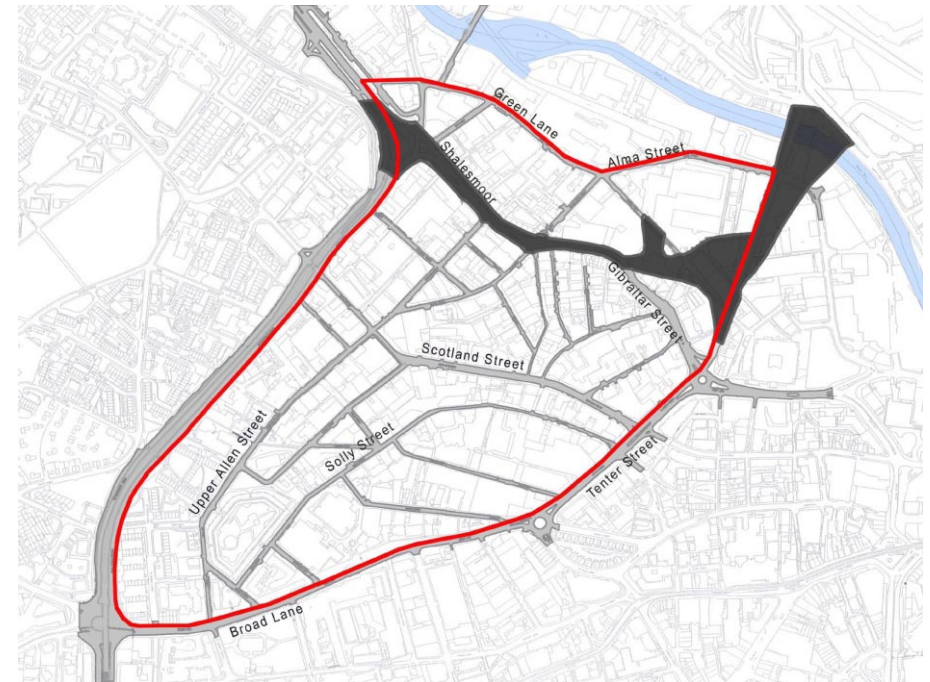


2.1 The Study Area

The study area is located to the northwest of Sheffield City Centre. The majority of the study area is located within the St. Vincent's Quarter with the most northerly section is located within Kelham Island.

The predominant land-use in the area at present is industrial and manufacturing which is largely concentrated in the area between Scotland Street and Alma Street. There is a strong residential component to the southwest of the study area at St. George's Close and the Edward Street flats with some residential units dispersed through Kelham Island. In addition to these main land-uses there are some small shops, university research facilities and offices developments scattered throughout the study area.

The area to the west of the St. Vincent's Quarter predominately comprises residential uses. To the north of Kelham Island there are some residential uses with industrial uses still dominating sizeable areas of land between Mowbray Street and the railway line. Sheffield University occupies much of the area to the south with its uses extending into the southern boundary of the study area. There is an expanding legal and office precinct to the east of the study area in the historic Cathedral Quarter. The flat land of the Don Valley to the north of Scotland Street/Shalesmoor accommodates many of the city's remaining large-scale industries.



The Study Area



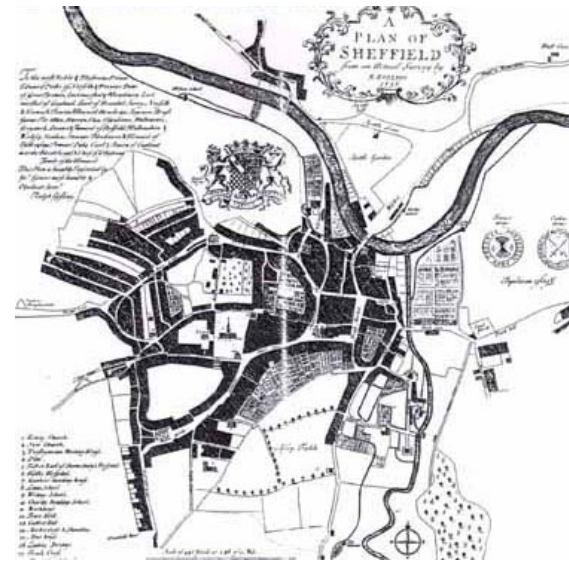
The City Quarters

History and Evolution

The development of the Scotland Street/Shalesmoor area was the first significant expansion of the city beyond the traditional urban core. The street pattern largely dates from the 18th and 19th Centuries with streets such as Hollis Croft and Scotland Street built along the boundaries of the former open field system. However, some the narrow streets are medieval in origin, these streets follow the routes of lanes which once connected the medieval city to the outlying fields.

The construction of small factories, workshops and associated workers' housing in the late 1700/early 1800s saw the St. Vincent's Quarter fully developed with the exception of an area of open ground now occupied by St. George's Close. The influx of Irish immigrants in the 1840s resulted in the development of community facilities such as St. Vincent's Church and schools to serve the needs of this growing community.

During this period, larger factories were developed in the north of the study area around Kelham Island, profiting from flat land and the proximity of the River Don. The industrial origins of this area are still evident in the street pattern which follows the course of the river, particularly around Green Lane, Alma Street and Mowbray Street. The presence of many of Sheffield's significant early Victorian industrial buildings including the Cornish Works (1822) and Globe Works (1824) resulted in the designation of Kelham Island as a Conservation Area in the early 1980s.



Goslings map of Sheffield 1736



1905 Ordnance Survey Map

The industrial uses continued to thrive in the area throughout the 1800s but despite this, it was one of the poorest parts of the city with housing built speculatively back to back, and often substandard.

The 1848 *Report on the Sanitary Condition of the Borough of Sheffield* stated that in "...the district bounded by Beet-street, Upper and Lower Allen-street, Gibraltar-street, Westbar-green, Tenter-street, and Broad-lane...[the] houses...are ill constructed, badly lighted and ventilated".

It was reported that "...from the accumulations of filth and bad drainage...the atmosphere is loaded with miasma to a degree which is highly pernicious...the particles of soot floating about the atmosphere [are] so numerous that people [are] prevented from...opening windows and doors; in many places...the inhabitants find the greatest difficulty in maintaining personal or domestic cleanliness".

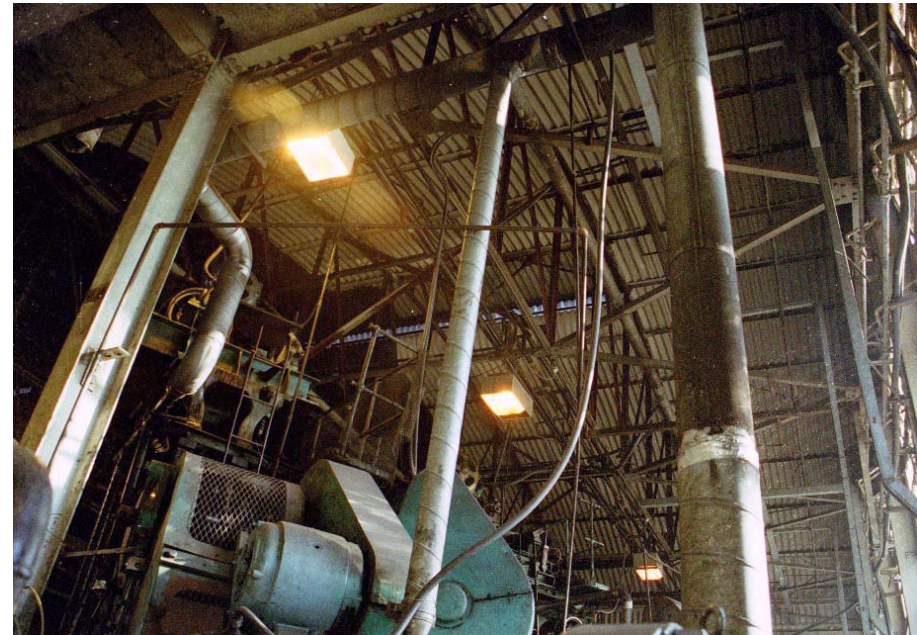
The slum clearances which began in the 1920s, transformed the mixed use character of the area with the demolition of all residential units with the exception of the dwellings at Garden Street, Hollis Croft and Lambert Street and later flatted development at Edward Street (1919 – 1943) and the post war housing at St. George's Close. The decline in population resulted in the closure and demolition of many of the area's community facilities such as schools and churches. Notable exceptions were the St. Vincent Street Church and Garden Street National School. These buildings along with the surviving industrial workshops represent important remnants of Sheffield's industrial past. Industrial buildings of particular significance are located at Well Meadow Street. These listed buildings offer examples of two industrial/residential complexes with intact features such as crucible furnaces, cart entrances and master's houses. This area reflects the historic industrial character of the city and offers insight into how Sheffield may have looked in the 19th Century when it was an important industrial power.

The Role of Industry

The economy of nineteenth century Sheffield was dominated by cutlery and tool manufacturing, steel-making and other metal trades. In the latter part of the century there was an increasing separation of the metal trades and primary steel production. The former continued to be characterised by workshops and small factory complexes located in areas such as St. Vincent's; the latter migrated to giant works in the Lower Don Valley, north east of the city centre.

Steel-making had overtaken cutlery-making and other metal trades in economic importance long before the start of the twentieth century. The decline of the cutlery trade began after the First World War and although it remained an important employer in the city, its Victorian practices and organisation were increasingly uncompetitive.

This decline of Sheffield's metal trades continued and accelerated from the 1970s onwards with many of the city's steelworks closing down. In this period, the Scotland Street/Shalesmoor area – like other traditional manufacturing locations in the city – was "*hollowed out*" as the workforce declined and factories lay vacant or were demolished.



The Area Today

Today, the study area continues to support a mixture of industrial, residential and commercial land uses. These can be broadly grouped as:

- Residential at the southwestern tip;
- Small-scale industry, mixed use and research facilities between Gibraltar Street and Scotland Street;
- Larger-scale industry with emerging mixed use north of Gibraltar Street.

Approximately 250 businesses are located within the study area, just under half of which are in manufacturing. However, the results of the business survey and economic analysis undertaken for this study show that manufacturing in the area is in decline and the number of service sector businesses is growing.

Heavy industry, and 'bad neighbour' business (those which result in excessive noise, fumes, vibration etc.) comprise approximately 10 percent of businesses are located throughout the area from Broom Lane to Gibraltar Street.

The industrial appearance of Scotland Street/Shalesmoor has contributed to a poor urban image. Many buildings are in need of upgrading or redevelopment and the public realm requires significant improvement. There are many gap sites, which are often used for surface car parking, and many vacant or under-used buildings.

By night, the area has to contend with the serious issues of street prostitution and drugs. Kerb crawling, litter and the anti-social behaviour of those involved create problems and safety concerns for both residents and workers within the area.

The study area is also affected by traffic using the area as a short cut (rat-running) and the intrusion of city centre carparking.

Despite the changes occurring throughout Sheffield City Centre as a consequence of the programme of urban regeneration, there has been little impact upon the study area to date. However, the influences of major projects such as University expansions and the New Retail Quarter may have an increasing influence on development in the area.



2.2 Strategic and Policy Context

The Scotland Street/Shalesmoor study area forms a part of the city centre for spatial planning and policy purposes.

Sheffield Unitary Development Plan

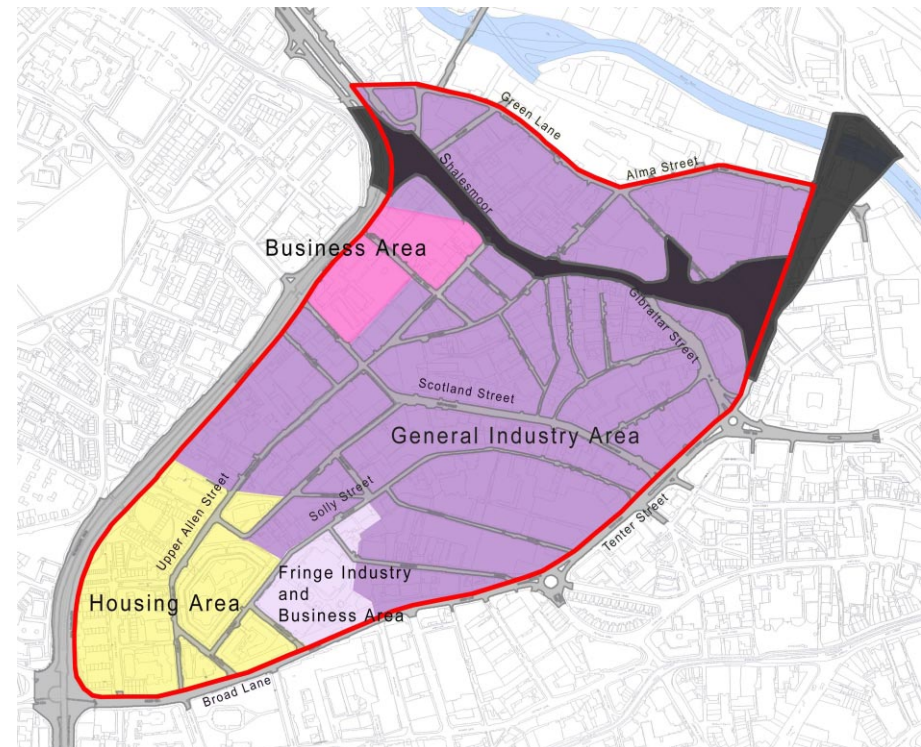
The Sheffield Unitary Development Plan 1998 (UDP) currently zones most of the study area as a General Industry Area.

The UDP defines General Industry Areas as principal locations for industry and warehousing within the city. It cites these areas as suitable locations for new or expanding firms due to the large land area available and good access to road and rail networks. Office use and lighter industries are more restricted in General Industry Areas. There is some scope for other uses such as small shops, pubs, banks, cafes etc. to meet the needs of workers and businesses. Housing is not normally permitted as these areas are not considered to provide satisfactory living conditions.

Other policy areas within the study area are:

- | | |
|--|---------------------------------|
| • Residential area at southwestern tip | Housing Area |
| • Health and Safety Executive | Fringe Industry & Business Area |
| • HSBC offices and Hoyle Street site | Business Area |

The Housing Area policy is designed to protect the amenity and appearance of residential areas. Uses other than residential will be permitted only if they complement the residential role of the area.



UDP Land-use Policy

The Fringe Industry and Business Area policy seeks to protect land supply for industry, warehouse and business development with some scope for small retail, commercial or residential units where appropriate.

The UDP policy for Business Areas supports business as the dominant use, without significant provision for other uses, such as retail, industry or housing.

Sheffield Development Framework (SDF)

A review of the Sheffield Unitary Development Plan began in 2002 when consultation took place on issues to be considered. However, legislation is now going through Parliament to radically change the development planning system and this is expected to commence in June or July 2004. This will require local planning authorities to produce a Local Development Framework, which will comprise a portfolio of Local Development Documents.

In Sheffield the portfolio will be known as the Sheffield Development Framework (SDF) and it is currently proposed that it will include:

- Development Plan Documents (subject to independent examination):
 - City Plan, including core strategy and other city-wide policies;
 - City Development Sites;
 - Area Action Plans;
 - Proposals Map.
- Supplementary Planning Documents (not subject to independent examination):
 - Policy Guidance;
 - Design Guidance;
 - Site Briefs.

The Sheffield Development Framework will reflect work already carried out for the review of the Unitary Development Plan. The first document prepared will be the 'City Plan' document. This will include the overall spatial strategy and general planning principles which will guide the future development of the study area and the City Centre as a whole. It will be subject to consultation in early 2005. As they are adopted, the documents of the Sheffield Development Framework will supersede the policies and proposals of the current Unitary Development Plan.

The recommendations of the Scotland Street/Shalesmoor Study will be taken into account in preparing the relevant documents of the Sheffield Development Framework.

City Centre Masterplan

The Masterplan is the most influential current strategy document for the Sheffield City Centre. Produced by Koetter Kim and Associates in 2000, it provides a framework for the city's regeneration over the next 25 years.

There are 4 underlying objectives for the city centre at the core of the Masterplan:

- Building a new high technology based economy.
- Creating a vibrant city as a centre for learning, culture, retail, business, leisure and living.
- Improving accessibility to the city centre by all modes of transport.
- Celebrating the public realm.

The Masterplan contains no specific recommendations for major projects or strategy development within the Scotland Street/Shalesmoor study area, aside from the proposed Inner Relief Road extension.

South Yorkshire Objective 1 Programme

The study area is located within the Objective 1 City Centre RDV and the South Yorkshire Technology Corridor Strategic Economic Zone (SEZ).

The Objective 1 Single Programme Document identifies 5 key industry clusters:

- Advanced manufacturing and metals;
- Bioscience and biotechnology;
- Environmental and energy technologies;
- Creative and digital industries;
- Business, professional and financial services.

Relevant measures under Priority 5 (Supporting business investment through strategic spatial development) include the identification of opportunities, strategic economic zones (Measure 5.27) and Developing Sheffield City Centre (Measure 5.28).

Objectives under *Measure 5.27* (SEZs) include:

- Physical infrastructure to support, accommodate and promote economic growth;
- Stimulate and reinforce new and existing business sectors;
- Accommodate employment created under other measures;
- An integrated approach to development.

Eligible actions under this measure include:

- Site assembly, preparation and development;
- Reclamation of derelict/contaminated sites;
- Refurbishment of derelict premises;
- Infrastructure (including ICT) for development sites;
- Provision of business units, including incubators and managed space;
- Transport and communications infrastructure;
- Green design and build;
- Environmental remediation;
- Marketing and promotion;
- High quality, safe environment.

Objectives under *Measure 5.28* (Sheffield City Centre) include:

- Realising economic potential through physical infrastructure, regeneration and development;
- Concentrate high growth, high technology and high value added activities;
- Improve physical conditions for business;
- An integrated approach to development.

Eligible actions under this measure include:

- Assisting physical clustering of businesses;
- Site assembly, preparation and development;
- High quality, safe environment, including urban gateways;
- Investment in under-used buildings;
- Investment in transport and ICT infrastructure;
- Services and facilities for an inclusive city centre and linkages to residential areas;
- Promotional activity to attract strategic economic activities;
- Investment in the cultural economy;
- Construction of buildings/premises.

City Economic Strategy

The draft City Economic Strategy (March 2003) states that the city "needs to specialise in niche markets where it can add high value to a sophisticated range of products and services", rediscovering the role of "specialist producer".

The strategy identifies six key challenges for the Sheffield economy:

- Creating a *city centre* of European significance;
- Harnessing the economic strengths of *knowledge institutions*;
- Developing *dynamic clusters* in growth sectors;
- Providing the *skills* for a modern knowledge economy;
- Creating a distinctive set of economic assets to make Sheffield a *location of choice* for investors;
- Connecting Sheffield through *transport and ICT* links.

Netherthorpe & Upperthorpe Sustainable Regeneration Scheme

The study area contains residential pockets which form part of the target community for this SRB 6 scheme. The Sustainable Regeneration Scheme (SRS) is in its third year, and is due to expire at end March 2006.

The vision of the scheme is *to create sustainable renewal which allows all sections of the community to benefit from the regeneration of the area, the city and the region.*

The scheme has five local strategic objectives which:

- Encourage the community to take a lead role in the regeneration of the area;
- Address issues of social exclusion;
- Increase employment, training and skills levels;
- Aim to improve health, well-being and quality of life;
- Strive to improve community safety and address crime and anti-social behaviour.

City Centre Living

This draft strategy statement, due to be formally adopted by the City Council in March 2004, sets out guidelines to promote city living “in a sustainable way which builds stable, well-resourced communities which enjoy a high quality of life”. The guidelines state that:

Housing will be generally encouraged on at least the upper floors of new or refurbished development in most quarters of the City Centre (Guideline 1).

However, the document also states that:

Residential will not be permitted in the General Industrial Areas in the Scotland Quarter and Kelham.

The document argues that:

...the living conditions that would be experienced by residents in some areas makes such development inappropriate...policy IB aims to ensure that residents will not suffer from unacceptable living conditions (which could include air pollution, ground contamination, noise and other nuisances).

The consultation draft of the Strategy (2001) outlines the benefits of an increased city centre residential population and the research undertaken by the City Council to establish that there is a market for housing in the city centre, a fact which is evidenced by the popularity of current schemes. It also cites the growth in demand for student accommodation close to the city centre. At the same time, the policy warns against student accommodation pervading the city centre with noise from pubs and night-time street activity causing amenity problems for other residents.

The policy encourages a variety of housing types and tenures and identifies the importance of mixed-use developments, citing the difficulty experienced by the City in single use developments in the past. Housing is recommended to be mixed with shops, offices, cafes or B1 office uses in areas such as the CIQ, where lighter industries are environmentally compatible with residential neighbours.

Urban Design Compendium

Gillespies have recently produced an Urban Design Compendium for the Sheffield City Centre. This document is currently in draft form and is expected to be reported to the Council's Cabinet in May 2004.

The Compendium sets out strategic design guidance which will inform future development proposals within the city centre.

The Compendium offers a vision and a set of design principles to guide the evolution of each of the city's eleven quarters founded in comprehensive analysis of the urban form, character & quality and influences currently driving development within these areas.

The Scotland Street/Shalesmoor study area lies between two of these city quarters, St.Vincent's and Kelham Island.

The Compendium promotes the development of the St. Vincent's quarter as mixed-use urban neighbourhood which respects the industrial character of the area whilst encouraging other land-uses to locate in the quarter. The vision for Kelham Island encourages the preservation of its industrial character through the conversion of historic buildings for alternative uses and the retention of industrial uses in the area.

2.3 Influences

City Centre Regeneration

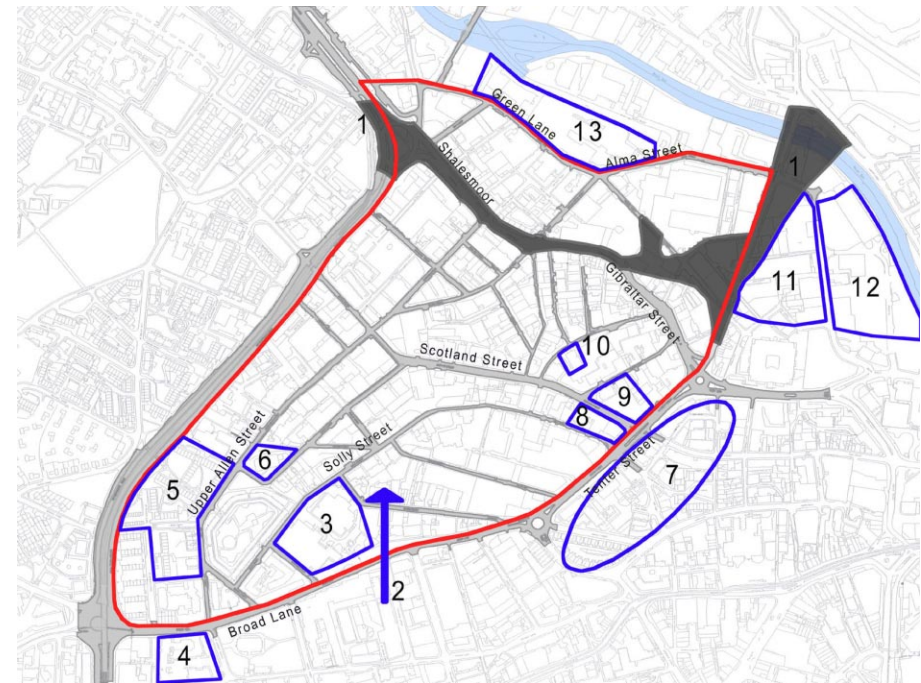
Sheffield One, the Urban Regeneration Company is, together with the City Council driving forward regeneration of the city centre. The outstanding Peace Gardens, Millennium Galleries and newly opened Winter Gardens are helping to reshape Sheffield's image. These initiatives are building confidence in the city and attracting renewed interest in Sheffield as a place to invest.

The success of these projects will help to reverse, the trend of under-investment in peripheral parts of the city centre such as the Scotland Street/Shalesmoor area. The focus of Sheffield One's regeneration initiatives will be directed towards other city centre areas, including the Scotland Street/Shalesmoor study area, upon completion of the Heart of the City projects.

The Study Area

Major development and streetscape projects are currently underway or proposed for sites within and in immediate proximity to the study area. The location of these is indicated on the adjacent plan:

1. Proposed IRR extension
2. University expansion
3. Health and Safety Executive
4. Former Jessop Hospital
5. St. George's Close
6. Stephenson Blake building
7. Office development – Cathedral Quarter/West Bar
8. Office/residential mixed use scheme (outline consent), Scotland Street
9. West Bar Police Station
10. Furnace Hill/Copper Street
11. West Bar Triangle
12. Riverside Exchange
13. Kelham Island mixed use development



Inner Relief Road

The Inner Relief Road is scheduled for completion in 2007 and will reconfigure the northern quarters of the city centre. Within the boundaries of the study area, Corporation Street, Gibraltar Street and Shalesmoor will be affected by this project. Selected buildings on all of these streets are scheduled for demolition to allow the widening of the road and associated streetscaping works. Sheffield City Council is currently refining the detailed urban design treatment of these streets.

The reconfiguration of the road layout and street blocks will also create new sites for development and regeneration of this area.

Some streets will experience an increased vehicle flow as a result of the IRR project, potentially increasing the existing severance and poor amenity of these streets, whilst flows will be reduced on others. Improved pedestrian and cycle facilities will reduce severance caused by current traffic flows.

The IRR project will see traffic flows on Tenter Street altered to carry vehicles accessing the city centre, however it is not anticipated there will be any substantial reduction in the overall amount of traffic on this street as a result.

Residential development

Due to its proximity to the city centre and the university, the study area is under pressure for residential development and student accommodation. There are several proposals under consideration for the area which are indicative of this demand, these include:

- The development of a 16 floor apartment building on the corner of Scotland, Solly and Tenter Streets which will provide 130 residential units;
- A housing scheme at the Cornhill Works on Solly Street;
- The redevelopment of the St. George's Close flats for predominately private housing;

Sheffield University

The study area is also subject to pressure from the University for expansion of its facilities and the creation of sites for related industrial clusters. The former Jessop Hospital site is included in the University's expansion plans.

Health and Safety Executive

This site has recently been acquired by the University of Sheffield for new education and incubator space and new spin out businesses, most likely bioscience.

Furnace Hill/Copper Street

The site to the rear of the Scotland Street Chapel is proposed for an office development.

West Bar Police Station

The police are considering moving to a new location and redeveloping this site for offices.

West Bar Triangle

The West Bar Triangle will be redeveloped as a new legal and professional office area as part of a mixed-use scheme which will complement the emerging legal precinct and the adjoining Riverside Exchange. Sheffield City Council intends to hold a competition to identify a development partner in late 2003/2004.

Riverside Exchange

The Riverside Exchange project has introduced large-scale, high-density residential and office developments at a prominent riverside location. This development has begun the process of reintegrating the river with the City.

Kelham Island

Industrial premises in Alma Street between the study area and the River Don are currently proposed for residential and commercial mixed-use developments. The Neepsend Rolling Mills are being redeveloped for a similar residential and mixed-use development. Former industrial sites between Mowbray Street and the River Don are being developed as live/work units.

2.4 Study Area Economy

This section describes the economy of the study area, and discusses the prospects and opportunities for future development.

Overview

The Scotland Street/Shalesmoor area forms part of the city centre for spatial planning and policy purposes. However, a review of current plans and policies suggests that the study area has not yet featured as a key priority in policy formulation. Other neighbouring areas (for example, West Bar, Kelham Island and Portobello) feature much more prominently. This study provides an opportunity to establish a better defined and sustainable role for the study area, including a role in the modernisation and diversification of the city economy.

A business survey of the economy of the study area by the consultant team concluded that:

- Employment, in traditional metal trades has been in long-term decline;
- A significant number of metal trades and other manufacturing businesses survive, and some new businesses (especially service sector and creative industries) have moved into the area;
- The economy of the study area is in a fragile condition, but also contains at the edge Sheffield's major financial services employer (HSBC) and one of the most important firms in the advanced engineering cluster, Aesculap, which manufactures medical instruments;
- The study area is well located, close to the central business district, the universities and the Hallamshire Hospital Complex, and is well served by roads and public transport. The planned Inner Relief Road (IRR) will improve accessibility still further;
- The degraded condition of the Scotland Street area, the poor quality of roads, parking and access within the study area, and the problems

associated with drug users and prostitution are all major constraints on business investment, and contribute to a generally negative image;

- The key economic driver in the next 5-10 years is likely to be the University of Sheffield; the university has recently acquired the HSE laboratories on Broad Lane, and sees the study area as a natural expansion zone.

Policy Context

The economic policy context for the study is outlined part 2.2, with particular reference to:

- South Yorkshire Objective 1 Programme;
- Draft City Economic Strategy.

The Business Base

In order to gain a more fine-grained understanding of the Scotland Street/Shalesmoor economy, the consultant team analysed a business database of the study area which was purchased from Yell. There are 251 businesses identified in the study area; the principal characteristics of the business base are as follows:

- 107 businesses (43%) are in the manufacturing sector - a high figure. The principal industries are:
 - metals manufacture/products: 42 firms;
 - manufacture of machinery/equipment: 14 firms;
 - wood, paper products & printing: 12 firms.
- 46 businesses (18%) are in wholesale, retail and repairs. Of these, 24 (52%) are in the motor trade.
- 43 businesses (17%) are in real estate, renting and business activities. Of these, 27 (63%) are in other business activities.

Fig 1: Business base

Sector	Firms	%
Agriculture/fishing	0	0
Mining & quarrying	0	0
Manufacturing	107	43
Electricity, gas, water supply	0	0
Construction	10	4
Wholesale/retail/repairs	46	18
Hotels/restaurants	11	4
Transport/communication	4	2
Financial intermediation	2	1
Real estate/business activities	43	17
Public administration	3	1
Education	5	2
Health and social work	7	3
Community/personal services	13	5
	251	100

Source: Swift Research/Yell

The make-up of the business base reflects the area's traditional industrial character. Fieldwork confirms that a high proportion of manufacturing businesses are in the metal trades. These figures also include Aesculap, makers of high quality surgical instruments.

The large number of motor sales and repair businesses in the area is consistent with a run-down city centre fringe location, where low value (and in some cases marginal) businesses have tended to congregate over time.

The percentage of service sector businesses is very low by contemporary standards, but has increased significantly in the past decade with the opening of a number of business centres.

There are a number of key employers in the area in addition to Aesculap. The largest being HSBC, the Crown Prosecution Service, the Health & Safety Executive and South Yorkshire Police.

Business Survey

Using this database, Swift Research carried out a survey of 75 businesses in March 2003. This is a large sample, accounting for about 30% of the total company stock, and employing a total of about 825 people.

The survey reflects a broadly representative sample: 37% of those interviewed were manufacturing businesses (compared with 43% of the total stock); 13% were in the motor trades (10% of stock) and 9% were in other business activities (11%).

The survey has provided valuable insights into businesses in the area - their profile and make-up, their performance, their attitudes to the study area and their aspirations for the future.

The specific objectives of the survey were:

- To identify the business profile of the study area;
- To assess companies' growth potential and aspirations;
- To assess perceptions of the area as a business location; and
- To determine what improvements are needed to aid future growth.

About two-thirds of those interviewed were leasing or renting their premises; the remainder owned their properties. A high proportion of manufacturing sites were owned by the company (57% against 35% overall); service sector businesses were more likely to rent/lease (82% against 65% overall).

A total of 69% of the premises included some office space, but the use of space reflects the mixed industrial character of the area:

- 27% of premises include factory space;
- 21% warehouse/storage;
- 16% other workshop accommodation;
- 11% garage/car workshop;
- 8% shop/showroom;
- 4% waste/scrapyard.

Our fieldwork suggests that the condition of business premises is generally poor, although there are a number of well-maintained sites and buildings. The survey confirms this mixed impression:

- 28% said that their premises were new or good quality;
- 49% said that they were of average quality;
- 21% said they were old or poor quality, and in need of refurbishment.

The survey suggests a relatively settled and well established business base, with two-thirds of firms having occupied their premises for at least 5 years. Of those interviewed, 41% - including a high proportion of manufacturing firms (64% of businesses in this sector) - have been on the same site for more than 10 years. There has been an influx of more recent arrivals in business services and recreational/cultural industries.

The survey confirms the generally negative image of the study area. Unprompted negative comments on the immediate business environment included:

- Run down/seedy (53%);
- Area used by prostitutes (45%);
- Unsafe/no-go area (9%);

- Frequented by drug users/pushers (8%);
- Surrounded by undesirable accommodation (7%);
- Vandalism/crime (5%);
- Inadequate street lighting (4%);
- Dirty/badly maintained (4%).

Many people characterised Scotland Street/Shalesmoor as a traditional industrial area (43% mentioned this), and some (13%) thought that it was starting to be redeveloped.

In spite of the unprepossessing nature of the environment, the study area is perceived to offer some significant benefits to business, including:

- Proximity to the city centre (44%);
- Easy access to the road system (32%);
- Customers/suppliers /similar businesses in the same area (29%).

Respondents were asked to identify aspects of the area that had *specific harmful effects* on their business. In response prostitution was listed by 27% and the generally poor condition of the area by 21% – suggesting that the condition of Scotland Street/Shalesmoor has a negative effect on businesses' image and reputation.

The other main concerns related to *access* - parking (20%), congestion (20%), HGV access (8%) – and to safety (8%).

Overall, about a quarter (24%) said that the area immediately around their premises was a positive asset, with a similar proportion (27%) describing it as negative. About half the sample (49%) judged that the condition of the area made no difference to their business.

These conclusions need to be interpreted with care. Given that a very high percentage of respondents noted the poor social and environmental condition of the study area (80% mentioned one or more drawbacks), it may be surprising that only a minority believed that this was bad for their business.

However, the finding makes more sense when it is recognised that Scotland Street/Shalesmoor still has many long-established metal trades businesses deeply rooted in the area. In addition, other firms have gravitated into the area precisely because its degraded state makes it an acceptable location for business activities that would not be acceptable elsewhere in the city centre. Firms that are image conscious or that need to bring visitors onto the site are unlikely to locate in the area.

Nevertheless, a large majority (82%) of respondents were able to suggest ways to improve the area as a business location. The most popular choices were:

- | | |
|----------------------------|--|
| Environmental improvements | <ul style="list-style-type: none">- demolish/redevelop old buildings (32%);- clean up the area (16%);- better street lighting (5%). |
| Crime and safety | <ul style="list-style-type: none">- get rid of prostitution (12%);- more police patrols/CCTV (11%). |
| Access and parking | <ul style="list-style-type: none">- more parking (19%);- better/wider roads (9%);- better public transport (7%);- repair/maintain roads (5%). |

Whatever the shortcomings of the area, three-quarters of those interviewed stated that their premises were very suitable (53%) or suitable (23%) for their immediate (2-year) needs. Only 14% considered their premises to be unsuitable.

However, it may be an indication of a fragile economy (and low confidence) that only 61% thought that their premises would still be suitable in 5 years, while 21% thought they would be unsuitable (16% very unsuitable).

A very significant proportion (41%) had considered relocating at some point. A higher proportion of those in the service sector (i.e. finance / real estate / business services) had considered relocating (55% against 41% overall), and two of the three construction businesses had considered doing so. This is reflected in the survey finding that only 56% of respondents (and just 27% of those in the service sector) expect to be occupying the same premises in 5 years time, with another 3% planning to rent more space at the same location:

- 19% state that they intend to buy their own premises;
- 9% plan to rent larger premises;
- 3% plan to rent smaller premises.

Survey Overview

The Scotland Street/Shalesmoor area has been in long-term decline as a centre of employment, but still contains a substantial business base and a number of key businesses.

Grossing up from the survey results, it is estimated that:

- There are about *2,500 – 3,000 employees* in the area (based on a mean average of 10 per business surveyed).
- Local businesses have an *aggregate turnover of around £250-300 million* (based on an average of £1.1m among the 36 businesses able to give a precise figure).

However, it is clear that the business base is fragile. The area contains a large number of businesses in declining sectors, or that are characterised by low value added activities. These co-exist with a small number of key firms scattered around the study area, often in premises that seem less than ideal.

The survey suggests that business performance has been reasonably good, and that confidence is surprisingly high:

- Twice as many firms (40%) reported an increase in staff over the previous 5 years, as opposed to a decrease;
- An even higher proportion (59%) reported an increase in sales over the same period (19% decrease);
- 45% expect staffing levels to increase in the next 5 years (only 4% expect a decrease);
- ...and 69% anticipate an increase in sales (3% decrease).

Manufacturing businesses were more likely to have seen a *decrease* in staff (32% against 20% overall) and sales (32% against 19% overall) in the past 5 years. They were less likely to predict future employment or sales growth.

Wholesale/retail sale and repair sector businesses were more likely to have experienced *static staff* numbers (55% against 40% overall) and sales (35% against 21%) in the past 5 years. But they were more likely to be optimistic about future sales increases (75% versus 69%).

Service sector businesses (finance / real estate / business services) were more likely to have experienced an *increase* in staff (55% against 40% of overall) and sales (73% against 59%) in the last 5 years. They were also more confident of future increases in staff (64% against 45%) and sales (82% against 69%).

Fieldwork has confirmed that there are significant variations within the quarter. There are many vacant premises and sites in the area around Upper Allen Street and Edward Street. By contrast, the business base in the low lying areas to the north and east is less fragmented, and most of the larger surviving firms are in this area.

Conclusion

The survey provides a rich seam of information about the business base, and the strengths and weaknesses of the Scotland Street/Shalesmoor area as a business location:

- It retains, albeit in a fragmented form, its small-scale industrial character;
- There is a core of long established businesses especially in the metal trades;
- It is widely recognised to be a poor environment with run down streets, problems with access and parking, and issues of safety;
- But, the area has some locational advantages;
- ...and only about a quarter of firms believe that the environment has a direct negative impact on their business;

- The area remains dominated by industrial and other activities that are not sensitive to place quality – including some bad neighbour businesses;
- Firms see the need for improvements to the environment, social conditions and traffic/parking;
- Although only 14% of firms state that their premises are unsuitable today, up to 41% expect to move to different premises within 5 years;
- Service sector businesses are most likely to be planning to move to another site.

The needs, expectations and perceptions of businesses not located in the area should also be considered. This survey concludes that Scotland Street/Shalesmoor is most likely to be attractive to firms requiring low cost space, especially for un-neighbourly activities. But it can be safely assumed that the area is not attractive to businesses that are concerned about their image or otherwise seeking a high amenity location.

This survey also confirms that the study area is an ideal subject for action under Measures 5.27 and 5.28 of the Objective 1 Programme Complement because it manifests many of the challenges associated with structural economic change, including:

- Long-term employment decline;
- Over-representation of declining industries and low-skill/low value-added businesses;
- Derelict and under-used land and buildings;
- Inadequate and outmoded infrastructure.

Prospects

The economy of Scotland Street/Shalesmoor is fragile, but the prospects of recovery are probably brighter now than they have been for a generation.

For the most part, it is unlikely that many existing businesses will contribute significantly to employment growth and regeneration, although a handful of important players have been identified. It is anticipated that new *agents of change* will move into the area. Of these, the most powerful is likely to be the University of Sheffield, which has already acquired property on the borders of the study area, and which is likely to see Scotland Street/Shalesmoor as a natural field for expansion in the next 10-20 years.

Other potential drivers for change include the completion of the Inner Relief Road, which should establish Hoyle Street as a key gateway to the city, and the ripple effects of regeneration in the neighbouring West Bar/Riverside areas.

These developments mean that there is a reasonable prospect of boosting the employment base of the study area, especially if the right policy, development and support frameworks are in place. However, the present character of the area seems certain to change, with redundant industrial premises being replaced by teaching and research space, incubator units and offices.

A move in this direction need not drive out all the traditional industries, but it may accelerate the process of change. This will create some challenges in terms of urban form and building design, but the “new economy” of the Scotland Street/Shalesmoor should lend itself more readily to the creation of a lively, civilised, mixed-use quarter.

2.5 Social Conditions and Community

Resident Population

The study area has some pockets of housing, notably:

- The southwest tip of the study area between Broad Lane and Netherthorpe Road;
- The northern edge of the study area at Cornish Street/Green Lane;
- Other sites on and around Shalesmoor.

The first two of these present a striking contrast:

- Broad Lane/Netherthorpe Road is an enclave of Council housing, including the Edward Street flats (dating from the late 1930s) and low rise flats/maisonettes at St. George's Close. There is also some sheltered housing and student flats on Broad Lane.
- Cornish Place is a pioneering redevelopment of an outstanding former industrial complex to create high quality apartments.

It is estimated that the residential population of the study area is around 1,000, which means that jobs outnumber residents by at least two to one. As recorded in this document, the study area forms part of the Netherthorpe and Upperthorpe Sustainable Regeneration Scheme.

Social Conditions

A picture of social conditions in the area was built up through a combination of:

- Field observations;
- A review of documents supplied by the clients, and by Netherthorpe & Upperthorpe Community Alliance (NUCA);
- Consultations with South Yorkshire Police;
- A meeting with residents of the Edward Street flats.

Field observations

Observations of the study area, based on visits over a period of months, can be summarised as follows:

- The Edward Street flats appear to be in good condition, fully occupied and generally well maintained;
- There are many vacant properties in the St. George's Close complex which is awaiting partial demolition and the public spaces around the flats are poorly maintained;
- The Edward Street playground is a derelict and threatening space;
- The southwestern residential enclave has very few social/community facilities - local shops, schools, doctors' surgeries and other amenities are clustered in Netherthorpe. However, the area is within walking distance (or a short bus/tram ride) of all the amenities of the city centre;
- The Green Lane area, which is on the study area boundary, is in transition - the reuse of industrial buildings and the neighbouring Kelham Island area point to regeneration in process, but these "green shoots" co-exist with derelict factories and vacant sites;

- The environment of the surrounding industrial areas is generally very poor, with derelict land and buildings, poorly maintained streets and pavements and an air of neglect;
- There is a lot of parking on streets and vacant land, presumably by people working nearby;
- One of the most striking features of the area is the presence of prostitutes, who can be observed on the streets at all hours of the day and night throughout the study area;
- There is a general belief that most of the prostitutes are drug users, and there is some evidence of drug use and trafficking;
- At rush hours, drivers use Upper Allen Street, Scotland Street and others as rat-runs.

This is not an environment in which a happy, sustainable and inclusive community can be expected to thrive. However, accepting that these are the negative consequences of long-term decline in Scotland Street/Shalesmoor, it is clear that the area also has a great deal of potential as a residential location catering for markets including:

- City living: Cornish Place and other developments by the riverside have demonstrated the demand for apartments and other high-density housing close to the city centre, despite the poor quality of the environment at present (and recognising planning policy constraints);
- Social housing: consultations with residents of the Edward Street flats (see below) suggest that, despite the many problems facing the study area, it is a popular and convenient location for social and/or affordable housing; strategies for future community development should aim to deliver real benefits for existing residents and not allow them to be driven out by a process of gentrification;

- Student housing: this is already present in the area, the introduction of additional student housing should be considered as part of the redevelopment of the St. George's Close area.

Generally, the topography of the study area, its distinctive (though diminished) character and its location close to the city centre and the University all suggest that Scotland Street/Shalesmoor has the potential to become an attractive, popular and successful residential community of a scale that would sustain a modest level of local amenities including convenience shopping.

Netherthorpe and Upperthorpe Community Alliance (NUCA)

A report of NUCA's Conference in 2000 confirms many of these findings. The report covers the whole of the Langsett, Netherthorpe and Upperthorpe community, which has a population of around 15,000. It does not address the study area directly, although it does note the specific problems of street prostitution in the Garden Street area and drug dealing in Upperthorpe. The report highlights the need for change in areas including:

- *Jobs and training* for local residents, especially young people, and support for small firms;
- *Local shops*;
- *A better environment*, finding new uses for derelict buildings and improving maintenance, lighting and cleansing;
- *Green spaces*, seating and play areas;
- *Public transport, pedestrian access and traffic calming*;
- *Healthy living, childcare* and other services;
- Community activities and events.

South Yorkshire Police

Valuable discussions took place with a senior police officer, focusing on the linked issues of prostitution and drug abuse. The police estimate that a moving population of up to 250 women (not all of them local) use the area for soliciting. Almost all of these women are drug users, who work as prostitutes to pay for their habit. The police make regular arrests, which keep women off the streets for a time, and the trade tends to migrate around the area in response to police activity.

Setting aside the root causes of this tragic social problem, prostitution is a major source of nuisance to local residents. For example:

- Prostitutes are often accompanied by partners, who are themselves drug users;
- There is drug dealing on the streets, and open spaces are littered with syringes;
- Some prostitutes use derelict land/buildings or flats in St. George's Close for encounters with clients;
- Women residents are propositioned by kerb crawlers;
- Local residents and workers are propositioned by prostitutes;
- The trade is very public and children are exposed to it outside their homes and on the way to school.

The police state that the level of reported crime in the study area is not particularly high, but they acknowledge that the effects on the local community of prostitution and drugs are distressing and unacceptable.

The police argue that street prostitution has located in the study area for two main reasons:

- Large parts of the study area are semi-derelict and deserted outside working hours, meaning that there are no social controls on prostitution;
- The study area has an open road system, which allows kerb crawlers to move through the area freely. In the early 1990s, road closures and traffic calming measures in Broomhall deterred clients and drove out street prostitutes, who then relocated into the study area.

It follows that a combination of traffic management measures and physical regeneration of the area would go a long way towards driving the problem away.

It has to be acknowledged that, unless the underlying problem of drug abuse is addressed, the prostitutes will simply be displaced to another "suitable" location. However, that is a subject for a different report.

Community Consultation

The study did not make provision for a full community consultation, but it was agreed that NUCA should organise a meeting of residents in order to test the temperature and identify key issues and concerns.

About 15 people (all residents of the Edward Street flats) attended the meeting. The group was not necessarily representative of the wider community. However, as well as providing valuable insights into the realities of living in the study area, the group demonstrated a very sophisticated understanding of the issues facing the Scotland Street/Shalesmoor area and of the implications of change.

The group had many *positive* things to say about life in the Edward Street flats:

- There is good feeling of community, and people look out for each other;
- There is a generally harmonious ethnic mix;
- The flats are well-built and the recent improvements have made them more liveable: a lot of residents have bought them;
- The quality of the environment “surprises a lot of people” - the inner court is a safe haven for children as it is overlooked, and there is little crime or vandalism;
- People like the central location, close to the city centre, with proximity to schools and hospitals;
- Public transport links are good, especially the Supertram.

By contrast, the group believed that St. George’s Close was a failing housing scheme, with problems of crime, vandalism and vacant flats – and no real sense of community.

There was agreement that, while the Edward Street flats are popular and successful, the state of the surrounding area was a cause for *deep concern*. The big issue was *prostitution* and the problems associated with it:

- Most of the women are thought to be drug addicts, and so are the pimps or partners who accompany them;
- There are constant, noisy disputes and fights among the prostitutes, drug dealers and their clients;
- The trade is intrusive: women use derelict buildings, car parks and even stairwells in the flats;
- People are concerned about the dangers to children from used condoms and syringes;
- They are particularly concerned that their children are being exposed to vice – and especially the presence of young teenage prostitutes.

The other big issue was *traffic and road safety*:

- The area is used as a rat run during rush hour, when children are walking to school, and for joy-riding in the evenings;
- Men cruising for prostitutes is another hazard;
- The streets and vacant sites are used for parking by University staff and other workers, but parking for local residents is restricted;
- Roads are badly lit and poorly maintained;
- Transport links to the city centre are good, but access to community facilities in Netherthorpe is a problem, especially for the elderly and mothers and toddlers.

Everyone recognised the *need for change*, and pointed to the transformation of neighbouring parts of the city. There was no perceived conflict between an increase in housing/office space and the continuation of traditional industries around Scotland Street. Reviving the area and making the streets busy again was thought to be the best way to drive out prostitution and other forms of anti-social behaviour. Particular *priorities for change* included:

- Derelict land and buildings in Upper Allen Street, Edward Street and Solly Street: residents thought this should be a mix of housing and business space.
- Quick demolition and redevelopment of the St. George's Close site.

A number of people observed that *confidence* in the area was very low, and they argued that – while the regeneration process would take a number of years – *early action was* required in order to raise the morale of local residents and give confidence to prospective new residents and business occupiers.

Conclusion

The views of local residents provide broad confirmation for the observations of the consultant team and the views of the police and policy makers. But, far more than the latter sources, they gave an insight into the experience of living in the study area.

Above all, local residents recognise the potential of their community and already find much to value in it. However, aspects of their daily lives are wholly unacceptable and must be addressed. Generally positive attitudes to change reflect the fact that residents believe (probably accurately) that regeneration of the Scotland Street/Shalesmoor area will drive out many of the social evils recorded here.

Against this, there is some understandable concern that changes may lead to other tensions and conflicts. Student housing would be welcomed, but it should be designed and located to avoid perceived risks of noise and drunkenness.

Similarly, there is an expectation that new apartments will be developed as in other city centre neighbourhoods. Local people can see the likely benefits, but they want to be assured that the new community will be inclusive, and that the needs of young families, the elderly and the unemployed will not be overlooked.

2.6 Property Market

Current Situation

Property uses

In parts of the study area properties are vacant and not currently put to any beneficial use. The principal use for properties is the medium to light metal trades, which are historically the characteristic use in this area. There are a number of retail concerns, principally counter operations allied to this trade and car sales around the periphery of the area.

Residential use dominates the southwestern part of the study area and there is developer interest in extending this use. There is also some residential use to the northernmost part of the area. Fronting on to Alma Street there is developer interest in significant residential proposals, particularly for the provision of student accommodation.

There is a small office sector emerging within the study area which, These offices are accommodated in renovated industrial buildings with the exception of the HBSC and CPS who are housed in new build developments.

Land ownership

Land ownership within the study area is mixed, ranging from individual plots to those with more significant interests including, Sheffield City Council who own the St. Georges Close residential area and Sheffield University who own the HSE lab site. The redevelopment of these sites would have a significant impact on the character of the study area. In addition, there are other sites within the area which would have a significant impact on its character if redeveloped. These include:

- Hoyle Street - on completion of the proposed IRR extension this area will offer the opportunity to develop an important metropolitan gateway;

- St. Vincent's Church - a significant tract of land in between Hollis Croft and Solly Street. The buildings are significantly under-utilised and much of the area is given over to commercial car parking.
- Idealbatch – a significant tract of land between Solly Street and White Croft, adjacent to the Church ownership and fronting on to Tenter Street.
- Stephenson Blake – the property between Allen Street, Edward Street and surrounding Marsden Lane and part of Brocco Street.
- South Yorkshire Police – a significant block of property (due to its prominent location) at the corner of Scotland Street and West Bar and at Kenyon Street.
- Metier – building containing 6 B1 units and residential uses with carparking being developed by Threadex Developments Limited.

Pressure Points

Development pressure will be from the south and significantly driven by the expansion of private sector residential development. This is closely allied to the ongoing requirements of the University for student accommodation. There is also pressure from the University to expand its teaching, research and spin off/spin in enterprises.

Finally the completion of the IRR will create a hard edge to the City Centre along its boundary, particularly along Gibraltar Street and Shalesmoor. Where the IRR follows the existing road pattern the increased status and traffic flow along the road will be the catalyst for improvement of existing property and redevelopment. Where the IRR goes through former back-land areas it will open up sites that hitherto would have lacked the prominence necessary to make their redevelopment commercially viable.

The definition and categorisation of key development sites is referred to in greater detail later in this report.

Market Demand

A number of important factors have emerged in considering the demand for property within the study area:

- Discussion with both of Sheffield's Universities revealed that they are keen to develop residential accommodation in the study area in partnership with private developers. Residential development could be the catalyst for change and regeneration within the study area as it has been elsewhere in the city. There is also ongoing demand for small-scale light manufacturing, incubator units and live/work space. There are many opportunities within the study area to fulfil current levels of demand in both of these sectors.
- Inexpensive, privately owned property already provides affordable easy-in/easy-out space for new businesses. The landlords' priority is cash flow above capital value - the covenant quality, therefore, is of less significance. There are a number of buildings and locations in the area which are suitable for further provision of this type of space and where incidentally there may also be the opportunity to retain buildings of historic or architectural interest.
- Discussions with Sheffield University revealed that they are keen to expand their education and research facilities and develop spin-off/spin-in enterprises throughout the study area. Development of this scale would help the area diversify thus expanding its business and employment base. The proposed development at the HSE site offers evidence that the University are prepared to invest in the area.
- Most modern industrial uses can be compatible with residential, community and leisure uses. The urban dweller has very different lifestyle expectations and requirements from the suburban or rural dweller, enabling the juxtaposition of different uses and higher densities. A view confirmed through consultation with local residents.
- The topography of the area presents an opportunity for a natural delineation between the nature and scale of different but compatible land uses and for innovative urban design solutions.
- The multitude of small land ownerships within the study area makes land assembly for major development initiatives difficult. This could be achieved with public commitment and form an important component of a regeneration strategy.

Market Fulfilment

Consultations with property specialists, landowners and developers operating within the study area were undertaken to give them the opportunity to express their views with regard to the role of the planning system and the potential for market fulfilment. This consultation heard that, for a number of reasons, there has in the past been a lack of communication and constructive dialogue between property owners, developers and the planning authority which, in some instances, has been seen to stifle development in the study area.

It was the general view of the group that communication and dialogue between all parties leads to the implementation of development proposals which have a positive impact on the area. The best examples of innovative development in Scotland Street/Shalesmoor and the wider inner city area appear to be the result of this trusting and constructive process.

The main issues emerging during this consultation can be summarised as follows:

- There was a general feeling amongst property specialists, landowners and developers, that the plan led land-use system advocated by the UDP constrained development within the area. This has led to the perception that the planning authority has in the past been unresponsive to private

sector initiatives. The current UDP (1998) is to be replaced by the Sheffield Development Framework and work is now well under way. When formulating policy for this framework, current market situations and issues will be considered.

- Notwithstanding this, several regeneration projects which have had a positive impact on the area have been implemented including the redevelopment of Scotland Street Chapel, Globe Works, Cornish Place and Brooklyn Works. A process of open and frank negotiation between various parties with an understanding of the other's aims was cited as the mechanism which enabled the implementation of these proposals.
- Many of those consulted believe that current planning policy encourages a protectionist attitude to existing and failing industrial sectors, which in some instances prevents new, vibrant and viable proposals being implemented.
- There is a perception amongst the business community that stagnation has occurred due to a mismatch between developer aspirations and the aspirations of the planning authority. For example, where a building or site has been bought inexpensively or held historically with little or no value ascribed to it, the developer may choose to mothball the site for the future, which can be easily achieved in the current climate of low interest rates. The solution to stagnation is a process of negotiation and compromise between informed and respectful parties, each understanding the others position.
- The establishment of clear development principles and performance milestones on the part of applicants and the planning authority at the start of the application process is felt by many of those consulted to be of critical importance in creating trust and constructive dialogue between parties. This includes establishing design parameters for the site, the heritage status of buildings and the extent of consultation required at the onset of the planning application process, thus ensuring certainty for both parties.
- Finally, there is concern amongst the private sector that the designation of any part of the study area as a Conservation Area has the potential to cause continued stagnation. They recognise that there are buildings which have particular architectural or historic merit within the study area and that these buildings should be clearly identified and opportunities for refurbishment or innovative reuse schemes identified. Projects which have been implemented in Kelham Island such as the Sheffield Design Studio on Ball Street and the residential conversion at Brooklyn Works are examples of successful conversions of industrial buildings in a conservation area. It was felt that careful thought must be given to what is genuinely important and considered to be unique, particularly were the retention of a building may compromise the positive contribution of new development to the area.

Sheffield City Council recognises that a change in policy is required if the study area is to once again become a vibrant and integral part of the city centre. The commissioning of this study acknowledges the need to promote change in this area and to consider the views and aspirations of local residents and the business community.

Future Prospects

University expansion

The University of Sheffield owns several major sites within or adjacent to the study area, including the Health and Safety Executive and the former Jessop Hospital. The University's property and facilities department has been consulted to gain an understanding of the significant influence that the institution will have upon the study area.

The University intends to refurbish and partially redevelop the HSE site for a range of university functions including research facilities and business incubation space which they aim to occupy by early 2005.

There are also plans to redevelop the former Jessop Hospital site. This redevelopment will comprise of three phases. The first phase will create new academic space through the conversion of the Victorian section of the building. The second phase of the development will be implemented through joint venture working with the private sector and will involve the demolition of the 1930s extension which will be replaced with new student housing. The final phase will provide incubation space for spin out/spin in research and enterprise uses that will complement the Learning Resource Centre which is to be developed as a landmark building on the corner of Broad Lane and Hanover Way.

The University views the study area, particularly the southern end, as a potential expansion space for residential, academic, spin-out/in enterprise and research facilities, as well as associated activities such as conference centres. This expansion will be achieved through acquisition of property and developer alliances.

Student accommodation

The University plans to expand student accommodation facilities throughout the study area, in partnership with private sector developers. Currently it rents accommodation from the City Council in the Edward Street flats. Opportunities for future residential development in this location will be taken when suitable sites become available. Ideally each development would provide accommodation for not less than 250 students, however, smaller schemes to meet specific demands may also be required.

Discussions with the University confirmed that the students are accepting of the urban environment and the high densities which would be on offer in Scotland Street/Shalesmoor. An example cited by the university as good student accommodation was Devonshire Green as it is a vibrant mixed-use area with a mixed tenure housing offer in close proximity to the city centre. The regeneration of the Devonshire Green was informed by the strong policy framework set out in the Devonshire Quarter Action Plan.

Industry and Manufacturing

The remaining heavy industry in the area is located between Scotland Street and Alma Street and represents a small percentage of the total industrial activity in the area. The businesses in the remaining areas largely take the form of presses/forges and medium/heavy engineering operations. Consultation with local residents suggests that while the existence of these industrial uses does not pose a significant problem, they are not the ideal neighbours in an inner city location.

A number of heavy industrial uses have vacated the area, particularly in Kelham Island. This can partly be attributed to the narrow street pattern which is unsuitable for modern heavy industry and in some instances the need for larger modern premises.

The remaining heavy industry in the area should not be actively relocated, rather contingency plans should be developed to prevent blight in the area caused by large derelict sites. There is evidence of a shift in land use particularly on land between Alma Street and the River Don where former heavy industrial complexes such as Greenups and Turtons are being assembled for redevelopment by the private sector.

Where businesses wish to move out of the study area it may be beneficial to the economic vitality of the city, to encourage these businesses to relocate within Sheffield. A degree of intervention may be required such as helping businesses find suitable locations.

Future of manufacturing sites

In the current climate, the existing use value of manufacturing sites added to the potential relocation costs is greater than the value of alternative uses. Until such time that this balance shifts, the existing manufacturing uses should be encouraged to remain in their current location.

The balance can be tipped for one of two reasons - either because the alternative land use is of particularly high value eclipsing the existing use or, more negatively, because the existing land use is of particularly low value. Where the balance is currently in favour of alternative uses, the successful management of this process of change can accelerate the increase in alternative use values. This will enable existing occupiers to profitably manage their own relocation from the area to a site more suited to their business and with a lower land value. This will enhance their business and future prospects for growth, increase employment and profitability.

The benefit of increased values for alternative land uses is that it creates a positive wave of redevelopment. Conversely, tipping the balance in favour of alternative use values by driving down existing use values - a consequence of

a failure to respond to market pressure - can be a catalyst for redevelopment but can also create stagnation, with inexpensive sites speculatively acquired and mothballed for the future.

Recent research by the City Council (The Business and Industry Land Survey 2002 and emerging work for the Sheffield Development Framework on land requirements) suggests that there is no oversupply of land for business and industry purposes in the City Centre and there may, indeed, be a shortage. Current Government planning guidance is to locate all major office development in the City Centre or near transport interchanges and the City Strategy's vision of transforming the city's economy will require a considerable amount of new development in the city centre. *Sheffield First For Investment*, report evidence that most developers are wanting a city centre location and have identified the need to safeguard sufficient land for new business development

Topography

Topography will be one of the most significant determining factors in the scale and nature of new development in the study area, rather than demand for a particular use. All of the potential uses which could be introduced or consolidated in this area will be drawn to former manufacturing sites, however, the topography may determine the way in which a site is built out. This will dictate the size of floor plate - steep equals small, flat equals large. On some steep sites, the most likely uses will be residential or small scale commercial as the floor areas of these uses can be accommodated with the gradient.

Residential

At present, residential units within the study area are generally accommodated in multi-storey developments and are largely local authority in tenure. There is scope for introducing different housing types to the area on sites proposed for development and existing vacant sites. This could include housing in the form and layout of the typical Victorian or Edwardian terraced villas and cottages, as seen in much of northern England, including Sheffield. Today these units sell very well as first homes, particularly for young professionals or families, but also - and very significantly in Sheffield - for those involved with the University. Whilst this type of housing doesn't achieve the same level of density as the student schemes and multi-storey developments, they will encourage diversification in housing types and tenure and also create a more diverse local community.

Planning Policy Guidance Note 3: Housing (PPG3 p.42) expects local authorities to review their allocations of previously developed non-housing allocation to allow those without a realistic prospect of being put to their intended use being made available for housing or mixed use. A key element of this is whether land is needed in the study area to meet requirements for business and industry uses or whether the land is surplus to requirement and is therefore suitable for re-designation.

Key Development Sites

Based on the research undertaken, there are a number of sites can be identified which if developed will positively contribute to the regeneration of not only the study area, but the city centre as a whole.

There are several sites which will be created by the development of the IRR. Many of these sites will be on prominent locations on what will become a major arrival route into the city centre. The remaining sites have been classified 'key development sites' because it is felt that the quality of the existing urban form of these sites is not appropriate for such a prominent location.

The creation of high quality, landmark developments on these sites will bring social and economic benefits to both the study area and the city centre by creating employment opportunities, improving the environmental quality of the area and by creating prestige developments that will raise the image of the city.

The development of these sites will require significant intervention on the part of the planning authority to ensure that they fulfill their potential. This intervention could take the form of compulsory land acquisition, closure of minor roads, public funding contributions or relaxation of policy where development would bring overriding social, economic or environmental benefits.

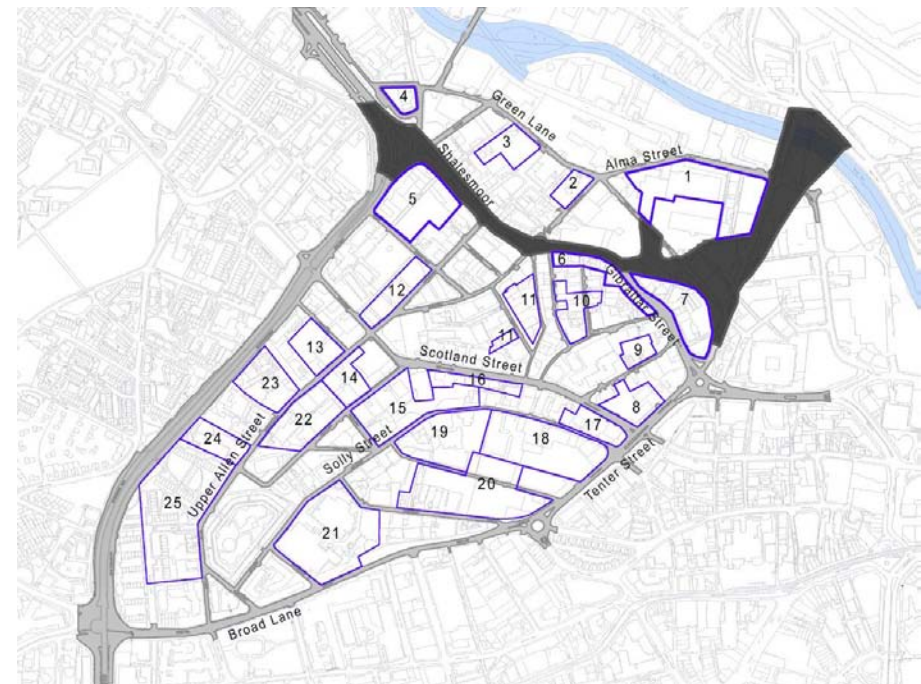
It will be important to make these key sites adjacent to the proposed IRR available for development in conjunction with the extension of the IRR to ensure that it becomes an integrated and functional street rather than a traffic carrier.

The remaining sites are located on important streets within the study area or are of a substantial size and either vacant or require redevelopment. In some case these sites are proving difficult to redevelop for a variety of reasons including, multiple ownership and poor ground conditions. In these instances, some level of intervention by the planning authority will be required. On remaining sites the current market climate and a responsive policy framework will guide redevelopment. We have identified 25 sites which in our opinion merit special attention and a degree of intervention, these sites are identified on the adjacent plan.

The 'key development sites' identified by this study are located at:

1. Corporation Street, Alma Street,
2. Cornwall works, Green Lane / Bowling Green Street
3. William Bros, Green Lane
4. Green Lane / Cornish Place
5. Doncaster Street, Matthew Street & Hoyle Street
6. Many of the individual properties fronting Shalesmore, north and south, between Hoyle Street and Gibraltar Street.
7. West Bar / Gibraltar Street, Corporation Street, Bower Street, Spring Street.
8. West Bar Green Police Station
9. Watts, Lambert Street
10. Trinity Street / Copper Street
11. Nickel Blanks, Smithfield
12. Record Ridgeway, Meadow Street, Shepherd Street
13. Richardsons, Upper Allen Street / Morpeth Street
14. Upper Allen Street / Brocco Street
15. Land between Edward Street / Solly Street and Brocco Street
16. Scotland Street between Edward Street and Furnace Hill.
17. Tenter Street / Solly Street / Scotland Street (Threadex)
18. Tenter Street / Solly Street / White Croft
19. St. Vincent's Church

20. Footprint Tools, Hollis Croft, White Croft
21. HSE Labs
22. Stephenson Blake etc, Upper Allen Street
23. Ashtons / Samuel Peace / Upper Allen Street / Well Meadow Street
24. St. Philip's Club
25. St. George's Close



Conclusion - Engaging Development Potential

The study area has the potential to become a forward looking, vibrant and diverse urban neighbourhood. A number of key issues, which should be considered as part of the framework for regeneration which will enable this change, have emerged from the property market research undertaken:

- The diversification of land-uses within the study area will be paramount to its long-term sustainability.
 - The completion of the IRR will create new key development sites to the north of the study area. Opportunity should be taken to create landmark developments on these sites to raise the image and profile of the study area. The completion of this new road also has the potential to better integrate the study area with the rest of the city centre. Both these factors will have a positive impact on the attractiveness of the area as a business and residential location.
 - There are several proposals under consideration for the area including, the redevelopment of the HSE site, the redevelopment of the residential area at St. George's Close and a proposed office development at Furnace Hill. These developments will be catalysts for change in terms of introducing new commercially viable land-uses and an attractive, high quality residential component. This type of diversification should be encouraged providing it is not at the expense of existing commercially viable industrial/manufacturing businesses.
 - The expansion of the university into the study area should be encouraged. Careful consideration should be given to any proposals for expansion of the university beyond Scotland Street to avoid replacing the dependency on industrial uses with a dependency of the university uses.
- It is widely recognised that the study area contains important remnants of Sheffield's prosperous industrial past and that such remnants should be conserved. It is however essential to the long-term success of the area that conservation does not preclude development. The conversion of such buildings should be considered where it is evident that they cannot feasibly be used for their intended purpose.
 - There is a need to establish a policy framework which encourages partnership working between the planning authority, developers and landowners to ensure that a holistic approach is taken to the regeneration of the study area.
 - A holistic approach to development would reduce problems often associated with a piecemeal approach such as; preclusion of development due to incompatible land use or the dominance of a single land use/owner.

Overall, the study area suffers from a poor urban image. The many under-used or dilapidated buildings, gap sites, the proliferation of carparking and the poor quality public realm create a sense of neglect.

However, behind this somewhat dishevelled appearance, analysis has also revealed many assets, such as historic buildings and a unique topography, which could be used to create a distinct environment with a strong sense of place.

2.7 Urban Form and Image

Topography

The topography of the study area is its most dramatic and defining feature. From the flat land of the Don Valley, land rises steeply up to the Solly Street ridge. Several streets are encumbered with gradients as steep as 1 in 8, such as Brocco Street or Garden Street.

Views

Along the Solly Street ridge sweeping views are afforded over the factory roofs to the distant hills. From the top of the Garden Street hill framed views are provided east to the Cathedral Quarter. Significant internal vistas are afforded along Upper Allen Street, Edward Street, Scotland Street, Green Lane and Alma Street. These vistas provide a sense of continuity within the study area and connection to neighbouring quarters.

Landmarks

The study area contains distinct and substantial buildings which act as local landmarks due to their size, scale or design. The St. Vincent's Church building is a landmark throughout the study area, sitting on the Solly Street ridge. The Edward Street flats, the HSE building and the HSBC offices are also landmark buildings for their distinct form and image. The furnace at Doncaster Street is an important historic landmark. Its unique form signifies the once dominant industrial function of the area.



View from Solly Street ridge



View from Garden Street to the Cathedral



Edward Street flats

Edges and pathways

The study area is bounded on the eastern, southern and western peripheries by busy roads carrying traffic into or through the city centre. Generally these routes lack continuity or consistency of built form and a poor quality public realm. This creates a poor image for some of the city's most important arrival spaces.

The width of these streets, as well as the volume of traffic carried results in a sense of severance between the study area and adjacent city centre quarters or outer lying areas.

Public Realm & Open space

Only two formal open spaces exist within the study area, located within the residential enclave. The internal courtyard of the Edward Street flats is the largest area of open space, and this has been provided for the use of residents of this development. A public playground with a basketball court is located on Edward Street and with minimal landscaping and seating, is in need of upgrading.

While large open spaces such as Weston Park are in close proximity to the study area, there are no clear pedestrian connections.

Throughout the study area, the public realm is of a poor quality in terms of design, maintenance, planting and consistency or standard of materials. There is minimal seating, which is only found within the residential area.

There is little streetscape planting within the study area. Some properties, mostly in the residential area, include planting within their setbacks.



Broad Lane



Netherthorpe Road



Edward Street playground

Character Analysis

The differences in land use, street patterns or the topography of the study area have created various distinct character areas within.

Residential Enclave

The residential enclave in the southwest tip of the study area is characterised by flats of varying age, style and integrity.

The Edward Street flats are a significant structure within the study area for their distinct 1930s design with the arched entranceways and semi-octagonal plan wrapping around the internal courtyard.

The St. Georges Close flats, constructed in the 1960s, are in particularly poor condition and currently only partially occupied. The redevelopment of this site will see significant changes to the area and create opportunities for improved amenities.

Health and Safety Complex

This complex is a distinct use within the study area and has no relationship or integration with surrounding land uses or built form. Located on the highest land in the study area, it does not exploit its prominent position or views, nor does it contribute positively to this part of the city's skyline.

Scotland Street Industrial

The core part of the study area around Scotland Street is industrial in nature. Most of the buildings are of no architectural value and many gap sites are used for parking. However, there are also some examples of nineteenth century industrial buildings with residential components, some of which are still occupied and in industrial or commercial use.

On Hoyle Street the prominent HSBC building rises 4-8 storeys in height and is a major employer in the area.



Student Housing



Edward Street Flats



Health & Safety Complex



Scotland Street



Upper Allen Street C19th works

Solly Street and St. Vincent's

The Solly Street ridge is a distinct part of the study area and the St. Vincent's Church a long standing local landmark.

A mixture of land use and development is evident including nondescript industrial buildings, surface car parks and gap sites. There are also several notable heritage sites such as Provincial House and St. Vincent's House. The steep topography creates a feeling of severance from adjacent streets.

St. Vincent's Church is the focus of the Solly Street area. Disused for the last four years, the church and associated buildings have fallen into considerable disrepair. One hall has been damaged by fire. The grounds are used for a commercial car park and are enclosed by a high chain wire fence. There is significant potential for the restoration and conversion of these buildings and the reuse of the grounds for a wide range of alternative uses.



Solly Street ridge from Hollis Croft

There is an emerging community and arts precinct around Garden Street with several works buildings having been recently converted to studios.

The Croft House Settlement, right, has been a community focus since the early C20th. The former Methodist School building in Garden Street is now open for community use.



St. Vincent's Church and Vincent House, foreground

Furnace Hill

Furnace Hill contains mostly industrial buildings, many of which are still in use. The streets in this area are narrow and retain their original layout. Buildings are of a smaller scale and development is dense. The built form of mostly two stories provides a sense of enclosure and a distinctive lane or mews quality. The topography sees the streets sloping steeply down to Gibraltar Street and some buildings are terraced to accommodate the changes in level.

There are several significant early nineteenth century industrial buildings and some have been successfully restored and adapted to other uses.

Kelham Island

North of Gibraltar Street/Shalesmoor, Kelham Island is characterised by large-scale industrial buildings due to the flat land in close proximity to the river. Kelham Island is an established conservation area and represents the most intact grouping of industrial heritage within the city, focusing around the museum.

Whilst retaining its industrial character and, to a large extent, function, many sites here are under consideration for conversion to other uses, including residential. This redevelopment pressure stems in part from the mixed-use schemes emerging to the east of the study area such as the major development projects of the West Bar Triangle and the adjoining Riverside Exchange. The completion of the IRR will open new development sites and opportunities in this vicinity.

Public Utilities

As part of the study, all Public Utility companies were contact in order to ascertain any utilities that may effect the redevelopment of the study area.

A letter was issued by Gillespies advising respondents of the potential for the implementation of a long-term regeneration programme within the area and asked for advice on any major issues which may impede this programme. Based on the responses received, there appears to be no insurmountable obstacles to the redevelopment of the area. The most significant challenges appear to be in relation to water supply and sewage capacity and the requirement for Sustainable Urban Drainage Systems to be introduced.



Green Lane, Kelham Island



Furnace Hill



2.8 Key Findings

From the background research, consultation and analysis, key findings on the study area have emerged:

1. The study area has experienced long-term decline – economic, social and environmental:
 - employment in the manufacturing sector has declined sharply, and has not been replaced by jobs in growth sectors;
 - the residential population has also declined, with further demolitions scheduled, and there are major social problems with drugs and prostitution;
 - people are living and working in a degraded environment of derelict land and buildings.
2. The study area has some valuable assets:
 - a number of key businesses (HSBC, Aesculap etc.);
 - a successful, stable community at Edward Street flats;
 - exciting location, and some valuable buildings/streetscapes;
 - a number of important industrial heritage buildings which could be adapted for other uses;
 - access to main roads and tram services.
3. ...but these are outweighed by the liabilities:
 - declining businesses and bad neighbour activities;
 - poor quality business premises;
 - street prostitution and drug dealing;
 - surface parking and access problems.
4. The area has considerable potential, attributable to:
 - revival of the Sheffield city centre through the Heart of the City initiatives;
 - proximity of a dynamic, highly-regarded university;
 - regeneration of Kelham Island and Devonshire Green nearby;
 - the effects of the IRR;
 - opportunities to link to growth clusters;
 - success of city living developments;
 - key sites at St. George's Close, Tenter Street, West Bar, Hoyle Street.
5. The study area is subject to a number of dynamic forces for change. These forces are driving expressed and latent market demand in the area:
 - a number of smaller developments have been completed recently or are on site;
 - the university has plans for a major expansion into the study area including the redevelopment of the HSE building;
 - approval has been granted for a mixed-use block comprising B1 units, residential units and car-parking;
 - a number of owners/developers want to develop student flats in the study area.

The research undertaken as part of this study suggests that the Scotland Street/Shalesmoor is an area at risk, but that it has the potential to be a lively, attractive and successful mixed-use community, making a major contribution to the success of the city as a whole.

An aerial photograph of a city street grid, showing a dense network of roads and buildings. The image is faded and serves as a background for the text.

Part 3 The Strategy

3.1 The Vision For Scotland Street / Shalesmoor

The Scotland Street/Shalesmoor area will become a competitive and vibrant urban neighbourhood and an integral part of Sheffield City Centre.

Opportunities for positive growth and change should be embraced, and the regeneration of the study area built upon early successes. Innovative and unique development schemes, including those of strategic importance to Sheffield City Centre, will create a new image and identity for the area.

The regeneration of the study area should be brought about through proactive collaboration between all parties with interests in the area - the City Council, the local community & local businesses, landowners or developers and funding agencies.

The University of Sheffield should be encouraged to expand its activities and spin-out/spin-in enterprises into the south of the study area. This expansion would allow the area to develop a reputation as a centre for learning, research, technology and creativity which will contribute to the diversification of land-uses and the local economy.

The completion of the IRR will open significant redevelopment sites along Gibraltar Street and Shalesmoor. These sites have the potential to create a corridor of commercial investment while offering the opportunity to create a strong urban frontage along important gateways to the city. The IRR will lead to the reduction of traffic on Tenter Street – Broad Lane which should improve connectivity between Scotland Street/Shalesmoor and the rest of the city centre.

Throughout the study area, the adaptive reuse of important and interesting industrial buildings, infill developments and public realm improvements will create a strong and attractive urban environment that will foster confidence in the area.

The creation of a high quality, mixed tenure residential neighbourhood in the south of the study area will increase the population of the area and enable the development of local facilities. Increased activity within the study area will help to combat the existing social problems such as prostitution and drug dealing.

The community focus of this new urban neighbourhood should be concentrated around the St. Vincent's Church. This important building should be restored and its associated buildings and a community greenspace could be created adjacent to the Church on the northern side of Solly Street to reinforce its role as an important community focus.

The retention of traditional industrial uses in the area bound by Scotland Street and Shalesmoor should be encouraged to reflect the historic character of the area. The area located within Kelham Island could accommodate large-scale business and industrial units and some small-scale enterprises based on traditional skills. These small-scale businesses should be located close to Kelham Island Museum to create a cultural heritage core which reflects the industrial heritage of Sheffield.

3.2 Unlocking the Potential

Property owners, investors and developers are key to realising the vision for the Scotland Street /Shalesmoor area.

The analysis of the property market has shown that the private sector is keen to seize the opportunities for development, but are frustrated by the restrictions of the current planning policy.

As the City Council has recognised, the General Industry policy designation reflects an outdated view of the study area the principal manufacturing base within the city centre. This policy does not accommodate current market demand, and is a potential obstacle to the development opportunities which could initiate the regeneration of the area.

To see change and progress in the Scotland Street/Shalesmoor area a positive policy environment is fundamental. Such policy must embrace and manage the changes being brought about by the current influences - the IRR, the university expansion and private sector development pressures.

It must also show an understanding of the intrinsic character and quality of the area and those aspects which form its distinctiveness, such as its urban form, its history and the defining topography.

The Policy Environment

This study recognises the need for the current policy framework to adjust to reflect current market situations and allow change to occur in the Scotland Street/Shalesmoor area. This is the principal means by which market demand and anticipated future development pressure from the University and the IRR can be facilitated.

Current Policy Environment

By maintaining the current policy environment, a number of trends are likely to continue:

- While demand may continue for development land at the edges of the study area, close to the city centre and the IRR, the bulk of the study area will face uncertainty.
- The efficiency and productivity of manufacturing industries will continue to decline, and these businesses will not be improved or replaced.
- Some businesses will be locked into an unsuitable location due to stagnant land values which will see their property remaining effectively worthless.
- Firms that want to stay cannot afford to invest in expansion or upgrading of facilities. Further deterioration of business premises will result.
- Valuable heritage sites will be lost due to continued deterioration.
- The urban amenity for both businesses and residences continues to decline.
- Service sector firms choose not to remain in the area. Prospective investors or developers are deterred and seek opportunities elsewhere.

3.3 Intervention

A wholly market-led solution will bring about significant change, much of it beneficial. However, in order to manage the change process and achieve the vision for the area, intervention is needed.

Planning Principles

Planning policy is the means of intervention which will have the most profound effect upon the study area and be the principle driver of change.

To engage the regeneration potential of the area, planning policy contained within the Sheffield Development Framework should be informed by the following general planning principles:

- Where it can be demonstrated that a proposal fits within the overall vision for the area a flexible approach to land-use should be applied. This should be carefully managed to avoid conflicts arising as a result of incompatible uses.
- At the same time, stringent tests on the quality of built form are essential. The urban framework will be the enduring legacy that new development will bequeath to the area and will have the most impact upon its future viability.
- Diversification of land-uses should be encouraged to revitalise the area. Increased activity will have a positive impact on the attractiveness of the area and will help eliminate some of the existing social problems.
- Existing core and traditional industries within the study area should be supported to retain and reflect the historical character of the area.

- Private sector involvement and collaboration should be encouraged by facilitating a range of potential redevelopment scenarios for under-used land. This requires constructive dialogue between those concerned – effective communication and understanding on behalf of both developers and decision makers.
- Traffic Management Schemes should be introduced to rationalise parking and prevent streets being used as rat-runs.

Establishment of a dedicated team to provide guidance and direction for the development process is an essential element of the policy-led approach. The change in focus and application of policy recommended in this study is significantly different to the current system and the study team recognise that there would be many challenges to overcome.

Strategy Areas

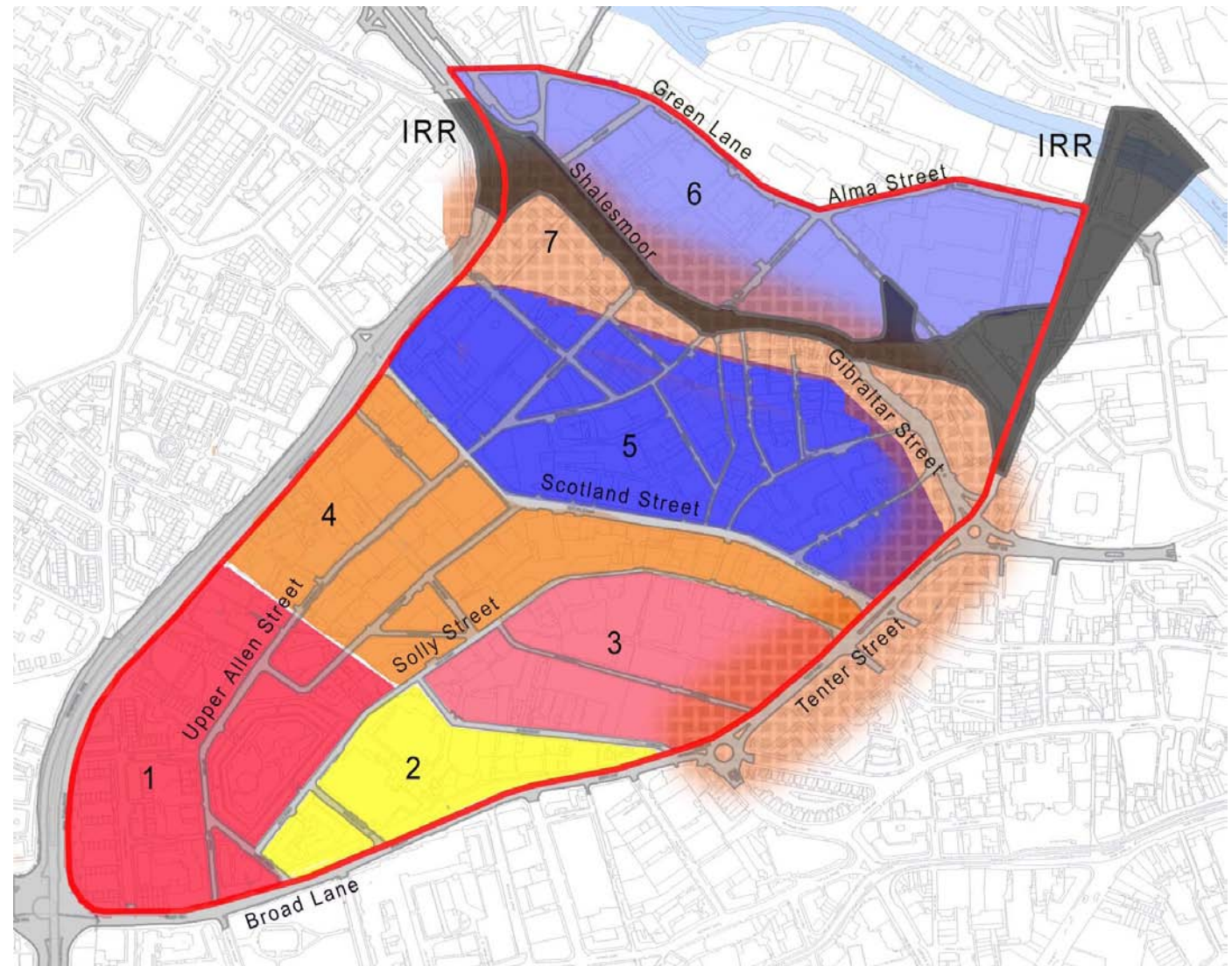
There is a need to promote different uses in different parts of the study area, with guidance on design and urban form, and to enshrine these principles in development frameworks.

The distinctive topography/street patterns of the study area lend themselves to a fine-grained approach accommodating a number of discrete sub-areas. The management of these sub-areas will require care and a case-by-case approach in the context of the overall vision.

The strategy proposed for these areas is as follows:

1. Residential Enclave – this area comprises the existing Edward Street flats and the St George's Close area which is to be redeveloped. It may also support scattered local facilities such as local convenience shops.
2. University/Residential – The redevelopment of this sub-area should be driven by the expansion of the university and could incorporate an element of residential development, most likely student accommodation.
3. Residential City Neighbourhood – This area should be developed as the community focus for the southern residential component. Mixed-use community orientated facilities such as doctors' surgery, local shops and community hall should be encouraged in this area. These community uses should be focused around St Vincent's Church with mixed tenure residential developments introduced around this community core.
4. Flexible Use – Development in this area should be transitional in character with residential development concentrated around the southern edge giving way to some light manufacturing uses on the northern edge. This would help to integrate the residential area with the general industry area to create a more integrated urban quarter. However, development proposals for this area should be considered in terms of compatibility and environmental impact on surrounding uses to ensure that no single land use dominates the area.
5. Mixed Industry & Business – Existing and traditional industries should be the dominant land use within this area. There may be scope for some office and residential uses within this area where compatible.
6. Mixed Industry & Business and Heritage Conservation – This sub-area is located within the Kelham Island Conservation Area. Cultural heritage use, focusing around Kelham Island should promote and conserve Sheffield's historic industrial identity. New business and industrial uses should be encouraged to locate in this quarter in converted industrial buildings of heritage value where appropriate or new suitably designed units developed in gap sites.
7. New Urban Frontage – This area offers the opportunity to create a 'new city corridor' as identified in the IRR Urban Design Framework. Although this sub-area forms part of Sub-Areas 3, 5 & 6, the location and nature of this sub-area offers scope for the development of high density mixed-use developments with retail, commercial uses and possibly some residential use, if compatible with surrounding business and industry uses. The completion of the IRR will open up some key development sites and it is essential that the redevelopment of these sites creates a strong and attractive urban frontage along one of the major arrival routes into the city.

The Strategy



Achieving Diversification

The study has identified a range of uses which should be fostered within the Scotland Street/Shalesmoor study area to ensure the regeneration of the area is economically sustainable in the long-term. These uses include:

- High density residential with an element of student accommodation;
- New office and incubator business space;
- Retention of existing core and traditional industrial uses;
- Educational and research facilities;
- Some work/live spaces;
- Community orientated uses including creche facilities, community hall, cultural heritage facilities;
- Retail including local convenience stores and print shops;
- Food and drink outlets; and
- Public open spaces.

At present the introduction of these uses is constrained by current policy which has the majority of the area zoned for General Industry (Part 2). The development of the SDF will signal a policy change and facilitate the diversification of the study area. This study recommends that the area be divided into 7 sub-areas which will allow a degree of control with regard to the distribution of land-uses whilst encouraging diversification. The introduction of a development control policy may also prevent some of the problems which may arise as a consequence of a purely market driven regeneration process, such as:

- Annexation of a large part of the study area by the University campus;
- Gentrification of the quarter;

- Existing residents and businesses squeezed out;
- Loss of distinctive character and identity: diversity replaced by mono-use;
- Historic buildings demolished or unsympathetically modified.

The study area is particularly suited to mixed-use policy due to its proximity to the city centre, the range of public transport options available and the established pattern of high-density residential development. Encouraging a mixed-use environment would make the most of existing city centre employment opportunities, amenities and infrastructure, and enable a closer link between jobs and housing in the city centre.

The benefits of creating mixed-use environments are clearly outlined in local and government policy and documents, which promote mixed-use developments as a method of encouraging diversity and vitality in urban environments.

Physical Intervention

In addition to the general land-uses identified for each sub area, there are a number of physical interventions which will be key to the overall success of the area. These are:

- Development of the 'essential and desirable key development sites' identified in section 2.6 of this study would help to attract interest and encourage investment in the area.
- The restoration of St. Vincent's Church and its reinstatement as a community focus. This could be implemented through process of joint venture working and would include; public open space, community meeting facility and crèche.
- The redevelopment of St. George's Close as a high quality, mixed tenure residential area will help improve the attractiveness and popularity of the area as a city centre residential location.
- Retention and protection of important historic industrial buildings through adaptive reuse projects such as residential/office conversion to allow vacant and derelict buildings to be brought back into commercially viable uses whilst conserving the industrial character of the area.
- Encouragement of bold new built form and innovative contemporary design. Where new developments are located next to industrial buildings of significant heritage value, the design of these buildings should respect the integrity of the existing buildings.
- Creative, constructive and demonstrably appropriate use of planning gain to ensure new developments make a positive contribution the public open space and community facilities both at local and city wide level.
- Efforts should be made to secure funding to develop key sites for business start-ups, community uses etc. Development sites within Sub Areas 3 & 4 would be suited to small scale office and some light manufacturing start-up units, where compatible with residential uses. Sub Areas 5 & 6 would also offer potential for the location of start up business units.
- Consolidation, rationalisation and management of carparking.
- Treatment of access and traffic problems.

Part 4 of this study offers urban design guidance on general issues such as the treatment of heritage buildings, public realm and car parking. It also describes the design and development objectives for each of the sub-areas. It is the intention of this study that the recommendations and proposals outlined in Part 4 inform future policy documents and development proposals to ensure that the strategy outlined in this section is successfully implemented and the vision for the study area becomes a reality.

Management

Intervention in the form of management initiatives will see a safer urban environment with a higher amenity for residents and workers.

It is recommended that spending on traffic and community issues commences immediately, as an early and visible improvement to the image of the study area and an indication of further changes to come.

Management initiatives include:

- Tackling the problems of street prostitution and drug use within the area, as a part of citywide programs.
- An increased police or warden presence to improve safety. The NUCA Community Warden Service has already been established at the Edward Street flats and the possibility of extending this throughout the study area in the long-term should be considered.
- Public realm enhancement to create a more attractive and safe pedestrian environment. These improvements could include, better street lighting and the installation of CCTV cameras.
- A maintenance programme should be introduced to ensure that streets are kept clean and public open spaces are well-kept.
- Opening up of pedestrian and traffic access to increase street activity, particularly within Sub Areas 1 -4.
- Car parking management plan to reduce the dominance of parked cars and open car parking sites for redevelopment.

- Traffic study to address issues of access, movement and parking within the study area, in the context of citywide traffic issues.
- Conserve and enhance important heritage features within the area in accordance with Sheffield City Council's Heritage Study.

4. The Urban Framework



4.1 The Urban Framework

This section describes proposals and design objectives for each of the strategy areas within the Scotland St /Shalesmoor study area as well as significant issues that are particular to the area such as the IRR, the University, Heritage, Access and Transport.

The design and development objectives for each sub-area are described with comparator urban design projects for each area also identified.

Section 4.2 on the Residential Enclave to the south of the study area includes the St. George's Close housing estate. This site has been the subject of a housing development brief prepared for Sheffield City Council by Gillespies.

4.2 Sub Area 1: Residential Enclave

This part of the study area has an established pattern of higher density residential development close to the city centre.

The removal of the substandard St. George's Close flats presents an opportunity to redesign a significant part of the residential enclave, and the proposed layout plans are based on this redevelopment potential.

The existing St. George's Close housing development is unsatisfactory for a number of reasons. The housing in St George's Close displays many of the characteristic design failures associated with this form of social housing from the 1960s and 70s. Anonymous un-allocated open areas between blocks, lack of defensible space adjacent to dwellings, deck access, linked blocks and poor quality materials and construction methods contributing to performance failures. Overlaid onto this is the truncated manner of St. George's Close which is an abrupt termination of a streetscape vista and inhibits site circulation.

An urban design solution is required to provide a satisfactory living environment which endures over many years, such as the Edward Street flats have achieved in the adjacent site on the other side of Upper Allen Street.



Residential enclave and distinct form of Edward Street flats (source: Sheffield City Council)



St. George's Close flats

Design and Development Objectives

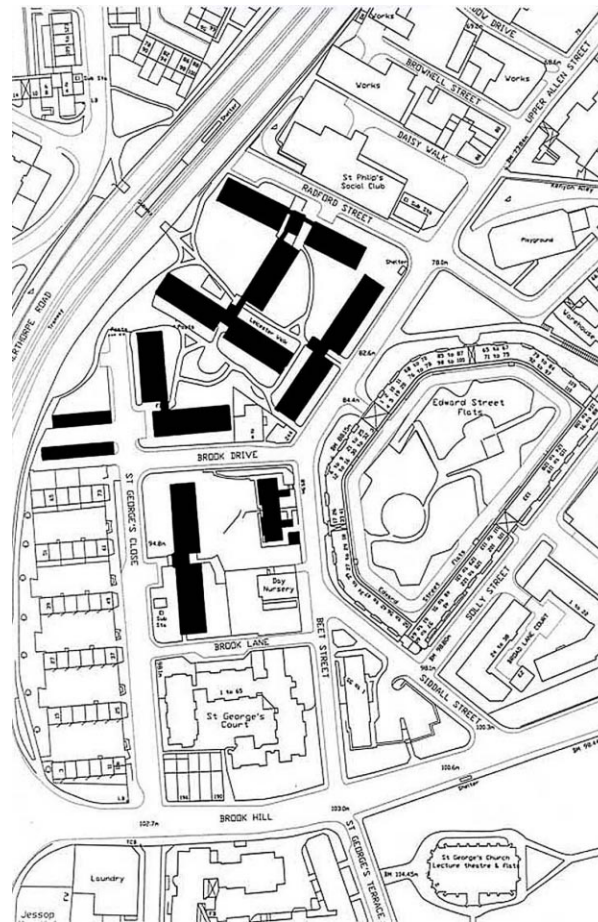
The existing layout of the St. George's Close flats (left) shows the truncated alignment of the street and unsuccessful layout of the residential blocks and external areas open to the street.

In the proposed redevelopment (right) an access road is created around the perimeter of the site. Strongly defined residential blocks reflect the urban pattern seen elsewhere in the area.

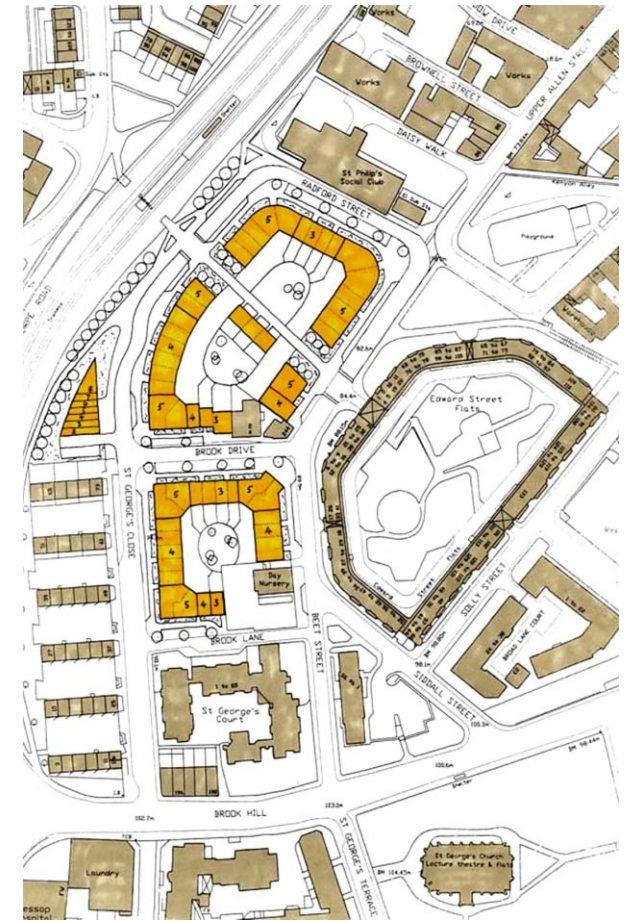
All dwellings have a road frontage. A flow of circulation through the site is achieved and space for on street parking provided in lay-bys off the street carriageway.

A new road creates a setback for dwellings located on the Netherthorpe Road edge and a greater distance from the heavy Inner Relief Road traffic. Landscaping along this new street will provide visual and acoustic screening.

Importantly, in this layout a central area is created in both of the blocks to provide a communal space for residents. Housing located around the perimeter will encourage the natural surveillance of this space. There is also a formalised walkway to the Netherthorpe Road tramstop.



St George's Close - existing



St George's Close - proposed

Housing types & built form

A range of dwelling types and tenures at various densities should be encouraged, through private sector housing developments. This could include single person studios, small apartments or family units and possibly student accommodation.

Potential housing types include:

- Apartments or mansion flats of 3-5 storeys with shared enclosed access to each small group of dwellings. Building form could be presented to the street with open space at the rear, wrapping around a central courtyard;
- Apartments within a medium rise tower block, sited on Netherthorpe Road;
- Traditional Sheffield terraces of 2-3 storeys - buildings aligned to the street with a small open space at the front and a larger open space at rear, accessed off a private rear garden.

A variety of building styles should be adopted. Within this part of the study area there is maximum scope for contemporary interventions and design innovation.

Building form should emphasise topography and maximise views. This could be achieved with the use of terraces and roof gardens or balconies oriented accordingly.

A stronger edge along Netherthorpe Road should be created to better define this area through built form and landscape.



Modern apartments in Brown field "social housing" context



New building forms for redeveloped inner cit areas

Access

The new access road between St. George's Close and Radford Street will open up connections through the site for vehicles, pedestrians or cyclists and ensure access for emergency vehicles. The proposed walkway between the Edward Street flats and the Netherthorpe Road tramstop creates a vital visual and pedestrian link which is distinctly lacking from the current layout.

Open space

New private, shared and communal open spaces for residents only, should be provided within each housing group, including:

- Private balconies for apartments, which can be fully enclosed to the elements when required;
- Private buffer zones or small gardens as part of the frontage,
- Private back gardens to terraced townhouses;
- Shared space for apartment dwellers within the rear courtyard;
- Communal space at the rear of apartments, within courtyards, exclusively accessed by residents.

Options for improved public open space include:

- Upgrading of the existing basketball court as a quality play space or transformed into terraced gardens with amenity for residents. This space should be attractively landscaped, provided with seating and well lit at night;
- Larger open space on flat land between Upper Allen Street and Netherthorpe Road.

Pedestrian movement

A stronger pedestrian connection to the supertram stop on Netherthorpe Road is needed. A walkway could be created from the strong visual arch form at the entrance to the Edward Street flats across the redeveloped area to the pedestrian underpass. This could be finished with a mixture of soft and hard landscape. The housing court, as well as a single storey development on the pedestrian route would create a sense of enclosure for this space, as well as passive surveillance.

Parking

A limited amount of on-site parking may be provided by means of off-street car parking in parking lay-bys. This could be supplemented by basement car parking. Schemes to reduce car ownership amongst residents are to be encouraged such as car sharing or placing a limitation upon the number of parking permits issued within the area to encourage use of the excellent public transport facilities.

This illustration shows the creation of a new residential streetscape along Edward Street.

The prominent corner of Brook Drive and Beet Street is expressed architecturally with a larger scale structure, providing a focal point for the view along Edward Street. At the base of this development are local shops and amenities, a centre of activity for this area.

The pedestrian route is established between the arched entrance of the Edward Street flats and the planted thoroughfare to Netherthorpe Road.

A raised pavement defines this pedestrian link and acts as a traffic calming device. Pavements are also widened for pedestrian movement and to slow vehicular traffic.

Public realm improvements of new paving and planting create an attractive residential environment.



Comparator Project – Lillington Street, London

This high-density post-war development is an inner London area of Pimlico.

Housing blocks are set around tree filled public spaces. The development includes a range of mixed-use activity for residents young and old, such as shops, pubs, a medical centre, a library, playgrounds and community facilities. With five bus stops on its periphery, many residents rely on public transport rather than owning private vehicles.

Designed in 1961 as competition entry, the development integrates a Victorian Church, St. James-the-less. Whilst a highly contemporary design in terms of its form and composition, the architecture references the church by adopting the colour scheme of its red brick material.

Despite the large scale of the development (945 dwellings over 4.5 hectares), the varied forms break down the mass of the buildings and give expression to each dwelling. The distinctive architecture is complemented by a comprehensive landscaping scheme which greens the internal courtyards and softens high level walkways. In addition to the communal green space, each dwelling is provided with private balconies.

The Lillington Street flats demonstrate clearly the timeless quality of good design – 40 years after its construction, it is still acclaimed as a highly successful development.

A similar type of high-density 'garden suburb' development would work well in the study area, benefiting from its proximity to Sheffield city centre. The important elements of this scheme which could be brought to the study area are:

- The mix of community and commercial activity to complement residential use;

- The high level of residential amenity;
- The innovative architecture which incorporates a variety of human scale elements, despite the intensity of development;
- The landscape quality of the development and open spaces; and
- The integration of public transport.

4.3 Sub Area 2 : University

The expansion of the Sheffield University facilities into the southern end of the study area will be an important influence which will bring lasting change.

Significant investment would be injected into the Scotland Street/Shalesmoor area if the university were to locate new teaching, and research facilities, incubator business space and associated student residential accommodation, within the study area.

The University's students and staff would help reanimate the streets by increasing footfall. The careful location of various university facilities within the study area will complement, and in most instances be compatible with, the residential, commercial and industrial uses within the study area.

New development accompanying the university expansion should make a positive contribution to the creation of a sense of place and avoid traffic management or car parking problems.

The extent of the University's presence in the study area cannot yet be defined, aside from the former HSE laboratories on Broad Lane which have been recently acquired. However, the development of spin out/spin in enterprises and some student accommodation in sub area 2 should be encouraged.



Jessop Hospital - to be incorporated as part of the University campus

4.4 Sub Areas 3 & 4: Residential City Neighbourhood & Flexible Use Area

The vision for the core of the study area is to see it evolve into a vibrant mixed-use neighbourhood, which still retains elements of its traditional industrial function with St. Vincent's Church reinstated as the community focus. It is envisaged that Sub-Areas 3 & 4 will form the 'heart' of this new city centre community, it is therefore, important to consider these sub-areas together to ensure that the mix of uses in the area creates vital and active neighbourhoods and avoids large areas of single uses, such as housing.

Design and Development Objectives

Re-creation of streetscapes

The streetscapes in the area should be recreated with new built form to develop gap sites and replace redundant industrial buildings. High quality architectural design and public realm treatment are essential to create a sense of place.

The lack of a consistent or dominant architectural style in this area offers the opportunity to introduce fresh contemporary forms and innovative responses. Listed historic buildings should be restored and adapted for new uses. Otherwise, contemporary infill buildings will create a variety of architectural style and form.

Under-used sites should be redeveloped with a variety of building forms to emphasise the topography and maximise the extensive views. This is of particular importance along the Solly Street ridge which is a principle thoroughfare through the area.

New and reinstated pedestrian corridors or lanes between blocks and across contours should be opened up along ridgelines to overcome the hilly topography and create more manageable connections with the city centre.

Creative and community activity

A small cluster of creative and community activity is evident around Garden Street. The Garden Rooms is an old little mesters workshop which has been converted to provide studio space for a community of creative artists and a base for neighbourhood arts events.



Other workshops have been converted to studio space, including a recording studio. Crofts House Settlement provides a long-standing community base for the area.



New creative or community ventures are able to capitalise on the affordable rents and small spaces that many of the redundant industrial buildings in the study area have to offer.

As Sheffield has seen in the CIQ, the encouragement of creative industries has the potential to foster a unique and diverse environment.



Protecting the skyline and view corridors

Views of St. Vincent's Church and its dominance as a landmark on the quarter's skyline must be protected and enhanced.

Applications to Council for buildings over 3 storeys in height on the Solly Street ridge, and over 5 storeys elsewhere, should be submitted with a photomontage to show how the proposal would affect the skyline of the quarter.

Likewise, it is important that buildings in lower lying areas do not inhibit views from the higher ground to the north and west. Applications over 5 storeys in height should also demonstrate what their visual presence would be in this context. The guidelines for the form, scale, siting and design of tall buildings contained within the Sheffield City Centre Urban Design Compendium (Gillespies, 2003) should be used to inform the appropriate response.

Otherwise, framed views of St. Vincent's could be created. New buildings on streets such as Meadow Street or Morpeth Street (as opened up in these proposals) should be sited to achieve this effect.

Topography

The environs around St Vincent's Church have the steepest gradients within Scotland Street/Shalesmoor study area. This distinctive topography should inspire innovative design solutions which overcome level differences and maximise views.



St Vincent's Church

St. Vincent's Church

St. Vincent's Church – a new community focus

The St. Vincent's Church buildings and grounds should be restored and brought back to life as a focus for the core part of the study area. This can be achieved through a range of options, potentially with necessary funding assistance. This would include the options noted below.

Creation of a community arts or cultural focus. This could feed into the arts precinct which is emerging in Garden Street. There is a need for medium sized performance space within the city;

A sensitively designed private development which allows appreciation of this landmark site. The buildings could be used for a variety of activities such as residential, small businesses, offices or studios;

Entertainment or recreation uses, such as a restaurant, a gym, climbing wall, dance studio could be included;

Active frontages around the perimeter of the new neighbourhood park.

If the site is to be developed for private use, some contribution to the role of the complex as a community focus should be included in the scheme. This may be in the form of a public open space, or one of the buildings being reserved for community use. Extensive visually intrusive carparking must be removed from the grounds so that they can be landscaped and contribute to the sense of greenery in the area.

The study team have consulted with the Church owners to establish its potential for redevelopment. While no longer requiring the site for religious purposes, they are aware of its historic and community value and redevelopment proposals would need to take this into account, whilst proving economically viable. They currently have no plans for its redevelopment.



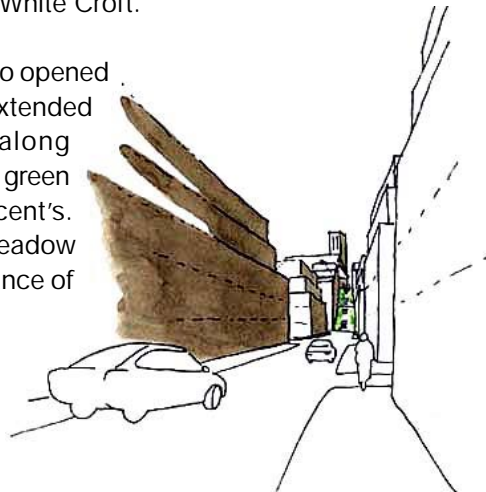
New connections and open spaces

A terraced open space is proposed on the site of Hanover Works, opening up a connection between Solly Street and Scotland Street. This space allows vistas to St. Vincent's as the local landmark, improves pedestrian links and provides a green focus at the centre of the study area.

Taking advantage of the higher ground, views are afforded from St. Vincent's across the park and the activity of the mixed-use area to the rising ground and hills in the distance. A vital green space in the heart of the St. Vincent's mixed-use area, the landscaping enhances views to the church tower and provides an attractive setting for this landmark building.

The proposal creates important pedestrian connections through the St. Vincent's mixed-use area. New laneways provide "through-block" connections along contour lines. A connection from St. Vincent's to Rockingham Street, crossing Hollis Croft and Garden Street, links the area to the city centre. A laneway also connects the site to White Croft.

Through-block connections are also opened to the north with Morpeth Street extended to Edward Street. The view along Morpeth Street is terminated by the green space and focal point of St. Vincent's. Planting on Scotland Street and Meadow Street greatly improve the appearance of these streetscapes.



View along Morpeth Street to St. Vincent's tower



- Historic or significant building to be retained
- Potential redevelopment

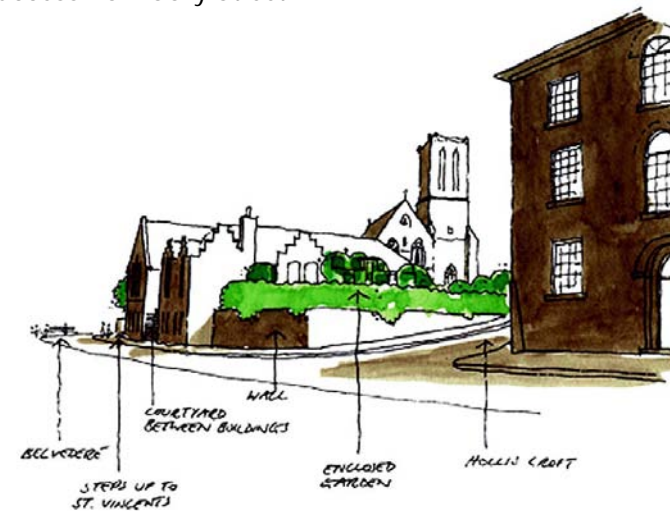


The buildings in the complex are renovated and converted to alternative uses. There is potential for expansion of the church building to the rear, if required.

The St. Vincent's site is landscaped and various open spaces are created, defined with both hard and soft landscaping.

The south facing edge of the site is converted to large grassed spaces which are open to Hollis Croft. A smaller garden and courtyard are also created, as semi-private spaces serving individual buildings in the complex. At the corner of the site, the walled garden provides a soft edge and creates an enclosed green space.

Carparking is provided in designated spaces, with access for service vehicles at the rear of the building. Landscaping is used to screen the carparks from the street and adjoining sites. The existing vehicular access from Solly Street is retained, while a new staircase gives pedestrian access. There is also ramped access from Solly Street.





View of new open space at Hollis Croft

The open lawn on Hollis Croft becomes an important green space in the St. Vincent's mixed-use area. In the summer months, this park could be used as an outdoor venue for a variety of community events or simply as an open space used by residents, workers and students for informal recreational uses.

The pedestrian connections created between Hollis Croft and Garden Street to Rockingham Street open a new aspect to the site and frame views of the landmark church tower.

Activity Spines

The focus of activity in this area will most likely evolve around the principle streets of Solly Street, Scotland Street and part of Upper Allen Street.

These streets will retain a distinctly local character, comprising smaller-scale retail or commercial activities based around mixed-use development. This will contrast with the large scale, high exposure development on peripheral streets of the study area such as Gibraltar Street/Shalesmoor or Tenter Street.

It is essential that new buildings and uses along these spines have a sense of connection with the street and engage with its activity. Mixed use development in the form of commercial or business uses at ground level with a residential component such as “above the shop” housing encouraged where appropriate. Built form must be strong and consistent, providing a sense of place and enclosure along this streetscape.

Historic buildings will be retained and incorporated into the streetscape through sensitively designed reuse schemes or infill development.

These streetscapes could eventually be given greater definition through the creation of a pedestrian oriented environment through traffic calming and widened pavements. Planting and paving details will enhance the streetscape appearance.



Vista along Meadow Street towards Edward Street, St. Vincent's tower and the new park

Comparator Project - Concert Square, Liverpool

The Concert Square redevelopment highlights the changing image of Liverpool from an industrial to a cosmopolitan city.

Formerly a collection of derelict buildings, Concert Square is now a high quality mixed use development, including Liverpool's first loft-style flats, cafes, bars and offices. The highly successful scheme is focused around a busy public square and has seen the repopulation of a once hostile part of the inner city.

The scheme was initiated by property developers Urban Splash with the purchase of a disused chemical factory. Ultimately a comprehensive urban design proposal for the area was developed.

Through selective demolition, refurbishment and new build the urban environment has been transformed. Contemporary infill buildings have emerged amongst the remaining industrial sites, which serve as a reminder of the area's industrial past. The proposal has also seen the integration of urban design, architecture, landscape and graphic design.

The development represents a private sector initiative achieved with the collaboration and aid of Liverpool City Council, English Partnerships and ERDF funding.

4.5 Sub Areas 5: Mixed Industry & Business

At present this sub-area contains many of the traditional and core industrial uses within the area. It is important that these uses are retained to conserve the industrial character of the area and prevent the area becoming dominated by residential use.

There are several focus areas within this sub region which will see a different emphasis on landuse preference.

The area north of Scotland Street to the IRR has been identified in the study as a suitable location for the consolidation of existing industrial or manufacturing businesses. This 'productivity zone' could accommodate general industry that chooses to remain in the area, whilst allowing expansion of other types of business, R&D, technological or educational functions.

Furnace Hill

Preference should be given to small business incubator space, managed workspaces and artist/craftsperson studios whilst retaining important heritage buildings.

Tenter Street

Tenter Street is a particularly ideal location for high profile commercial, office or public sector use, acting as an interface between the study area and the city centre or Cathedral Quarter. It may also be a preferred location for university facilities. Any permitted use must provide ground level activity and make a positive contribution to the streetscape. The most important consideration for development on Tenter Street is that it serves to reform the streetscape and reinforce the role of Tenter Street as a metropolitan gateway - in terms of land use, activity and striking built form.

Furnace Hill

The steep topography, tight street pattern and remnant industrial heritage sites give this area a unique quality which should be retained and enhanced. The Nickel Blanks Co. Ltd. have several plots in the Furnace Hill area which together provide the only remaining site where there is a continuous production of all processes in the metal trades. Protecting and developing the uniqueness of Furnace Hill must be achieved through the refurbishment of significant historic buildings and the careful introduction of contemporary infill development which is designed in sympathy with the scale and quality of this character.

The smaller building sizes of Furnace Hill and current low rents could provide valuable spaces for business start-ups, artists' studios, managed workspaces etc. Within the wider St. Vincent's mixed-use environment, Furnace Hill could become a distinct enclave supporting burgeoning endeavours in a range of areas, such as the creative, cultural or IT industries. The proposal for Furnace Hill shows the retention of listed buildings or those which are unlisted yet historically or architecturally significant as identified below.

Listed buildings in the area are:

- Kutrite Works, Snow Lane. Grade II,
- John Watts Cutlery Works, Lambert Street. Grade II,
- Scotland Street Chapel and Memorial Hall (chapel gutted by fire). Grade II,
- Nos. 117 & 119 West Bar: nineteenth century shops and residences. Grade II,
- West Bar Fire Station Museum. Grade II.

Buildings not listed but of interest in the area are:

- St. Jude's Church, Cupola,
- 197-205 Gibraltar Street: nineteenth century shops and residences,
- 147-169 Gibraltar Street: nineteenth century shops and residences,
- Hope Works, Furnace Hill,

- GV Potts, Furnace Hill.
- The Nickel Blanks Co. Ltd. properties as a totality.

These buildings restored and where appropriate converted to new uses, would provide a focus for the area, acting as reminders of its past and adding architectural interest.



John Watts Cutlery Works



Kutrite Works

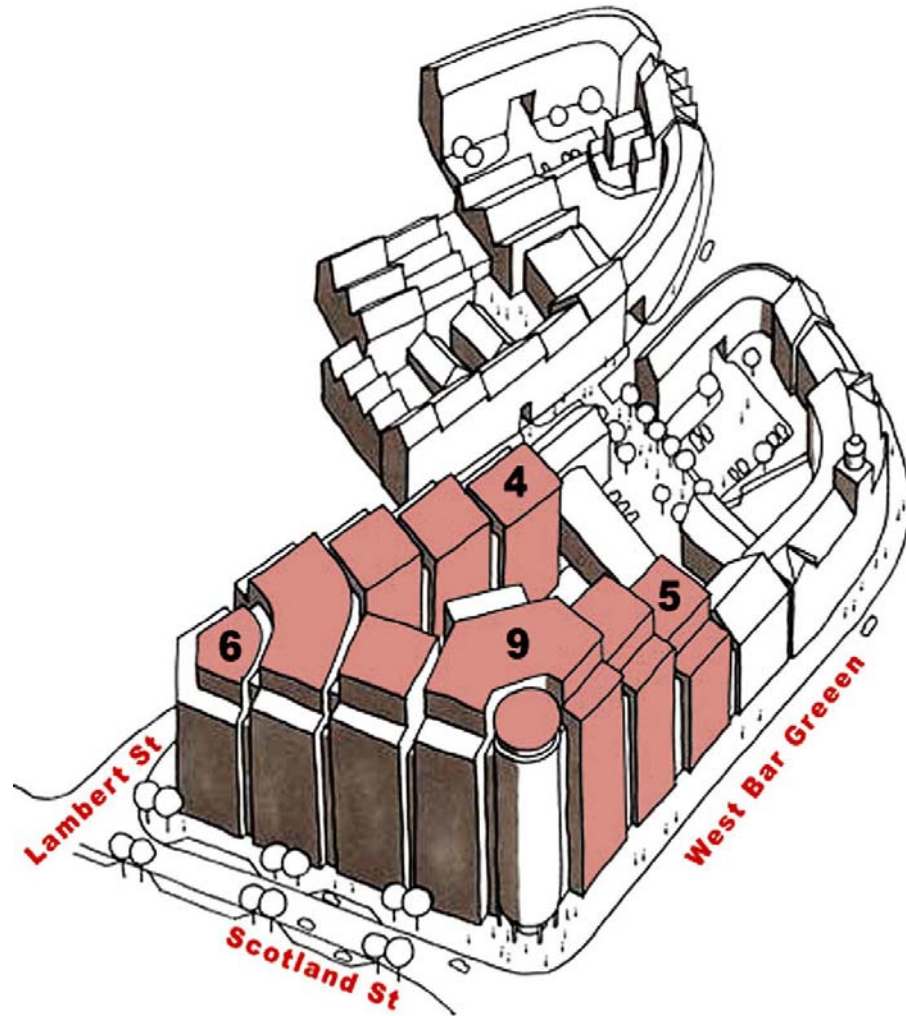
Whilst Furnace Hill comprises a number of historic buildings of significance or interest, in the view of the study team an amount of the existing building stock is considered to be in need of redevelopment. From this appraisal of the area, there would appear to be an insufficient grouping to warrant the designation of a Conservation Area status.

New development is clearly essential to the regeneration of this part of the study area. While planning policy for Furnace Hill must ensure protection of important or significant historic buildings, it must also facilitate redevelopment and change.

This plan shows new infill buildings developed around the existing original street pattern to create redefined urban blocks. Infill development adopts more contemporary architectural styles, while still respecting the scale and form of the traditional building type. This sees a creative juxtaposition between old and new, a development pattern in the history of Furnace Hill.

1. The John Watts Cutlery Works is preserved – potentially as a metal trades museum, linking into the Fire Museum on West Bar. An open courtyard space is created between these two buildings. The West Bar police station is redeveloped for a modern complex which could contain offices or university facilities.
2. A pedestrian oriented space is opened up between Trinity Street and Snow Lane. This could be used as public open space, or a shared pedestrian and vehicular space finished with hard landscaping. The historic Nickel Blanks properties would have restored frontages and where opportunity existed, small infill development would contribute to the upgrading of the area. New development on the perimeter comprises a mixture of residential, business or commercial uses, contributing to the activity of the neighbourhood.
3. The IRR will consume sites at the northern end of the small streets between Allen Street and Gibraltar Street. This proposal aims to heal the urban fabric disturbed by the IRR. New office or commercial development gives an edge to the IRR roadway and screens the area behind. A local access road is created and pedestrian connections are opened to the IRR. Boulevard tree screening along the IRR is continued.

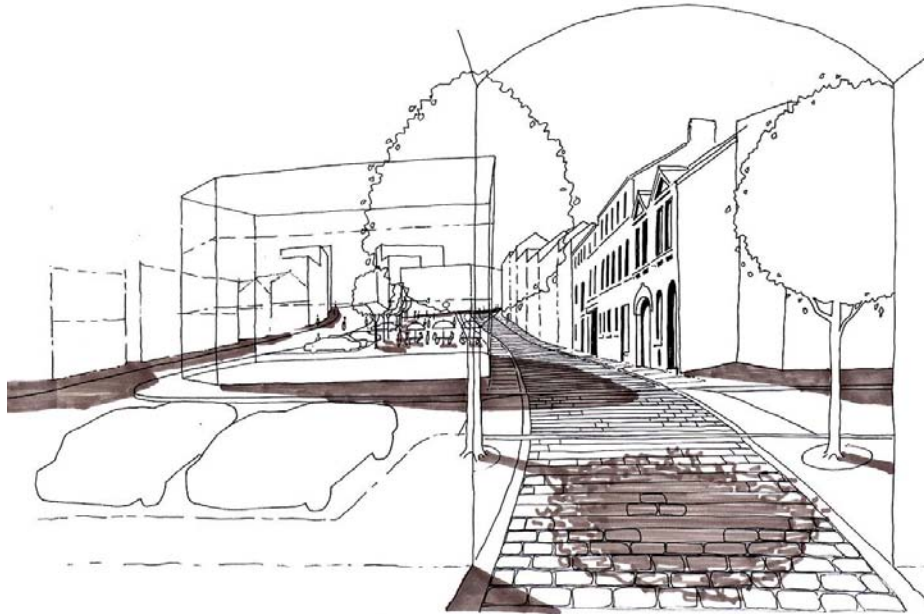




The West Bar police station site could be developed for a larger-scale built form to give an emphasis to the Tenter Street gateway, while respecting scale of the neighbouring historic buildings of Furnace Hill.

In this illustration, the corner is defined with a higher structure, up to nine storeys. The building form then steps down to four or five storeys, as it meets the adjoining buildings.

The pedestrian link between the Fire Museum and the John Watts Cutlery Works is envisaged as a popular outdoor space.



This illustration shows the view along a shared surface Snow Lane from the IRR.

The view is framed by a 'pend', or covered pedestrian access way, which is opened through suggested new buildings constructed on the IRR edge. The new local road provides rear access to these buildings and on street car parking provision.

The open space between Snow Lane and Trinity Street is the focus of the area. This space is hard-landscaped and could include seating and café tables. There is also a limited amount of parking.

The active Nickel Blanks metal trades development has frontages onto this area and where appropriate the better quality facades would be restored, complemented by sensitively designed contemporary infill development. The original cobble stones are revealed to create a distinct surface for the pedestrian streets. A vibrant working neighbourhood with a distinct Sheffield identity would emerge.

New built form at the top and bottom of this space could rise to three or four storeys. The activity of these developments, whether they comprise residential, office or business uses, contributes to the vibrancy and ambience of this neighbourhood

4.6 Sub Area 6: Mixed Industry & Business and Heritage Conservation

The potential for a positive future for the Kelham Island area can be seen in the successful conversions which have been completed to date.

There are many more opportunities for conversion of significant industrial heritage sites which will see their preservation and the emergence of a residential area which promotes the industrial heritage of Sheffield. Uses suited to this area include small-scale metal workshops and some additional museum/gallery space particularly around Kelham Island Museum.

There is also the opportunity to continue the development of creative industries, such as the conversion scheme of Globe Works by providing small studios and workshops, continuing the tradition of the little mesters.

Existing industry

Despite the significant changes emerging in this area, remaining industry needs to be supported, and the introduction of new industrial and commercial uses which reflect the areas industrial character and maintain Sheffield's position as an important industrial and manufacturing city should be encouraged.

IRR

The completion of the IRR will open new development sites at the eastern end of this area. There will be opportunities for high quality new development and public realm improvements.



Industrial heritage - Green Lane



Riverside development - east end of Alma Street

Public realm

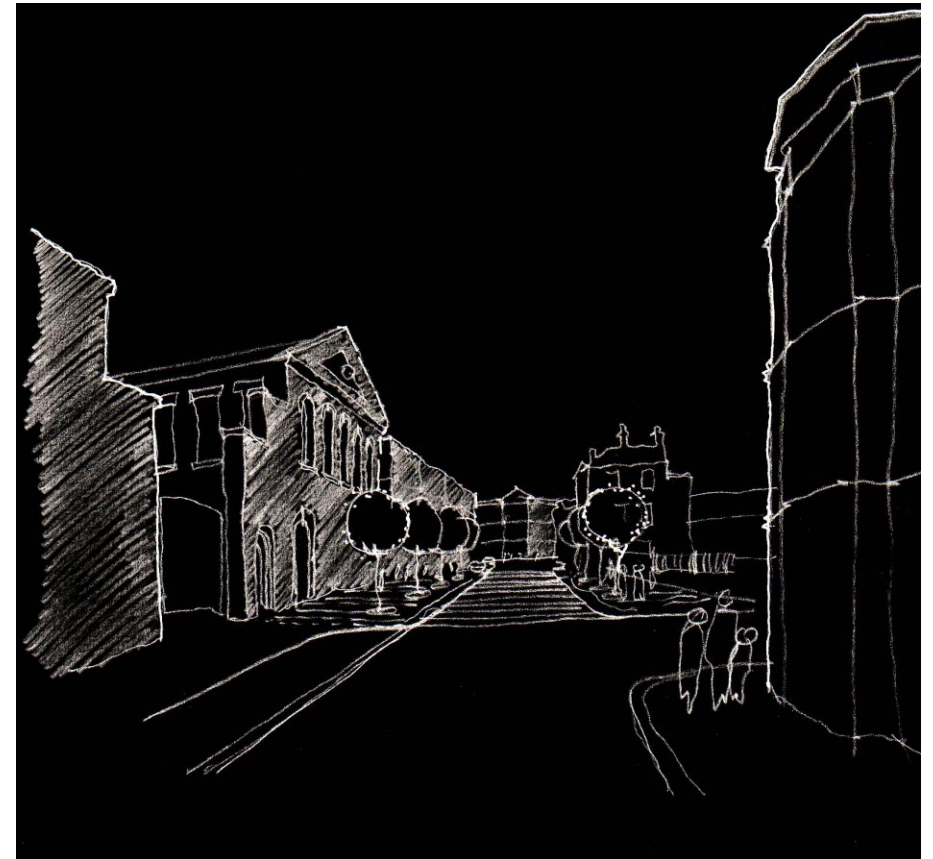
A reconnection with the river can be fostered through signage and public realm detailing, such as paving or planting, to denote pathways which connect to riverside walkways and spaces.

Throughout Kelham Island active frontages should be encouraged to create busy and safe streets for the people who live and work here.

Activity spines

Green Lane and Alma Street could be enhanced as activity spines running through the area, whilst still retaining their traditional industrial appearance. This could be achieved through a limited amount of public realm detailing such as the introduction of planting and paving upgrades, selected from a natural materials palette.

As one of the most significant sites in Sheffield, the entry to the Kelham Island Museum should form a focal point along this spine. The planting, paving and seating of the small open space at the entrance could be extended across the street to create this focus. A raised pavement in this location would also assist in maintaining the current pedestrian friendly environment.



Alma Street entrance to Kelham Island - public realm improvements and creation of a memorable streetscape

Comparator Project - Bede Island Leicester

This highly successful regeneration project, driven by Leicester City Council, has seen derelict land west of the city centre transformed into a thriving mixed-use community.

Once featuring dye works, scrap yards and corrugated iron fences, Bede Island now supports a range of activities, based around the pedestrian core of its main street, public square and green space.

The success of this project is largely a result of its planning brief being based on key urban design principles, including:

Strong pedestrian focus: the area has been based around the pedestrian spine of the main street and connections to the adjacent university quarter, housing areas and the river frontage. Cycle and pedestrian connections also connect the area to the main cycleway/footway through the city. These connections achieve not only re-integration of the area with the city centre but help to create a human scale environment.

A mix of uses, comprising a range of housing (student, public and private), a business park, shops, cafes and a pub in a converted pumping station.

The main street activity spine, which is the focus of the area, is one of the most successful, safe and well-used public realms in the city.

Quality of the public realm. This has been achieved through attention to design detail in the interesting paving patterns and simple street furniture.

Limitation of carparking to discourage car use, due to the proximity of the site to the city centre and good public transport services.

Reuse of historic buildings, such as the Quay public house, complemented by high quality contemporary infill. Old and new buildings sit well together and describe the history of the area.

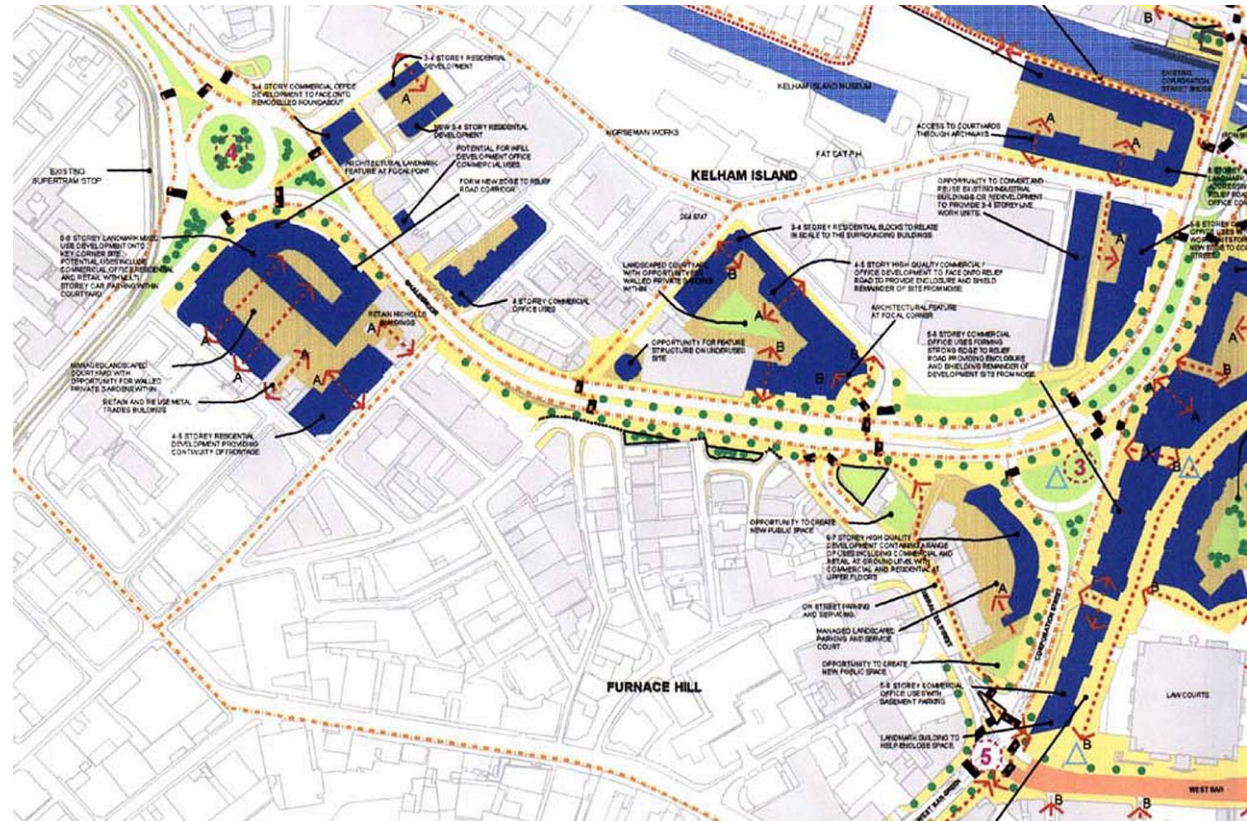
City Challenge funding provided the basis of the project and was used to attract further public funding and support and initiate public and private sector investment.

4.7 Sub Area 7: New Urban Frontage

The completion of the IRR will create new development sites and opportunities for substantial public realm improvements.

Along Gibraltar Street/Shalesmoor, the IRR will become a high exposure commercial spine. Being the flat land of the study area and having good access to the road network, it is also a preferable location for consolidation of existing industry that chooses to remain in the study area. Any industry which remains in this area should be environmentally and socially compatible with any residential uses which may develop along this 'new city corridor'.

A number of key development sites have been identified by the study team, and in the Council's IRR Development Framework, as indicated in the plan. These sites are currently Under-used land or new blocks created by the reconfiguration of the street layout with the IRR project.



IRR development sites and streetscape works - Sheffield City Council

Design and Development Objectives

The Hoyle Street proposal on the following pages offers a design solution for the development of one of the key IRR sites. However, the following design and development objectives should inform the design of any new development within sub area 7 to ensure that the IRR becomes an important 'city street' rather than a pedestrian barrier.

- Buildings and spaces along the new IRR route must be designed to repair the urban fabric which is damaged by building demolition or roadworks;
 - New buildings should provide a strong built edge to the new roadway and address the street;
 - The detailed design of the pedestrian environment should be of a human scale to encourage people to use this new street;
 - Planting should be introduced to improve visual amenity and soften the road corridor;
 - Public open spaces should be an integral part of development proposals rather than incidental spaces;
 - Car parking for new developments should be accommodated in the basement or the rear of the building with some on street parking where appropriate.
 - The design of the roadway and the built form along its length must show that it is a gateway to the city centre by:
 - Creating a sense of enclosure by introducing stronger and more consistent built form;
 - Encouraging larger-scale built form to reflect the role of the street as a gateway, yet designed in such a way to provide a transition to the smaller-scale built form within the study area.
 - Encouraging the development of buildings which address the street and provide ground level activity;
- Creating a legible environment at various scales; architectural elements detailed to be read from a distance and whilst travelling at speed; attention to design of the pedestrian scale realm.

A positive pedestrian environment must be created with:

- Attention given to the detailed design of the public realm – including hard and soft landscaping, street furniture, lighting, public art;
- Active street frontage which encourages pedestrian movement and interaction to create a vibrant and functional street.

Hoyle Street Site

The Council are currently assembling land to create a strategic development opportunity at the Hoyle Street site.

Potentially, redevelopment of this site will provide the stimulus for regeneration on the western edge of the study area. A successful development will significantly boost confidence in the study area and initiate further private sector involvement.

As a key gateway to the city centre, it is essential that a high profile, landmark development is established on the Hoyle Street site, in terms of both its land use and built form.



Land use

The creation of this key site provides an important opportunity to establish a focus for the new industries in the area and a symbol of a revived economic base. Potentially it will act as a catalyst for further growth in this location.

Suitable land uses for the site will ultimately be determined through dialogue with key stakeholders, businesses in the area and the University, the preparation of a development brief and public consultation. There are many possible land uses which reflect the anticipated growth sectors in the study area, including:

- High profile office for business, professional or financial services, linking into the established office activity of the HSBC,
- University facilities - academic space, spin-out/in enterprise or research facilities;
- Technology based, creative or research and development enterprises;
- Advanced engineering (for example, the site offers a potential expansion space for Aesculap);
- Bioscience and biotechnology (for example, specialist expansion space for businesses outgrowing the bioscience incubator at Jessops/HSE buildings);
- Other enterprises in the Objective 1 key industry clusters.

Residential use may be considered in the form of a well designed mixed-use development which actively engages with its context and assists in the creation of a neighbourhood. However, the preferred uses should be those which reflect the changing focus of the study area.

It is important that whatever use evolves, it can be adapted for an alternative future use if required.

Built form

The quality of the built form will have a significant influence on the long-term viability of this project. On a site of such significance an architectural design competition might be considered to ensure that the building makes a positive contribution to its streetscape context and the wider study area.

Built form objectives and initiatives for this site include:

- Establishment of a gateway, landmark structure on this major IRR junction by:
 - Potentially introducing a tall building, subject to compliance with the design standards set out in the Sheffield Urban Design Compendium and CABE/English Heritage guidance;
 - Use of a bold, striking, contemporary and well considered architectural statement;
 - Commissioning a major public artwork.
- Recreation of a neighbourhood. The development of this site has the potential to transform a neglected corner of the study area into a vibrant neighbourhood through:
 - The integration with the surrounding area by engaging active ground floor uses particularly on Shalesmoor and Hoyle Street;
 - Creation of a positive pedestrian environment with new open spaces, public realm enhancements or landscape treatment;
 - Provision of basement level carparking, not at ground level.





Proposals for the Hoyle Street site and surrounding area

- 1 Carpark site around HSBC building planted with trees to give a sense of alignment to streets and Netherthorpe Road, screen cars and define the block.
- 2 Doncaster Street cementation furnace becomes the centrepiece of a new office development which wraps around this protected monument. The furnace is set in a landscaped courtyard which is an important open space in the area. This space creates a visual link to the atrium of the Hoyle Street site.
- 3 The historic C19th Don Cutlery Works on Doncaster Street is incorporated into the new buildings on the Hoyle Street site as a feature of this development. Together with the cementation furnace, these remnant buildings are important references to the area's industrial past.
- 4 The Hoyle Street site is defined with pavilion buildings, a corner tower structure rising to 8 floors and streetscape planting. The south facing orientation of this site is exploited to create an innovative signature building as well as an environmentally sensitive response, with photovoltaic cells incorporated on the elliptical corner structure.
- 5 A new development contains the space of this important junction by providing an architectural presence on its western edge. The ground floor could offer facilities at this transit node, such as cafes or newsagents.
- 6 This is a prominent site that terminates the long view down Netherthorpe Road. A feature building here would provide a focal point for this vista.

4.8 Edges and Streetscapes

Edges

The edges to the study area form important arrival spaces into the city centre and include a number of key gateway sites:

- Broad Lane;
- Tenter Street;
- Gibraltar Street;
- Hoyle Street;
- Netherthorpe Road;
- Corporation Street.

A sense of arrival must be created along these routes to reflect their role as principle entry points into the city centre.

This will be achieved through urban design treatment which provides strength and continuity to the built form, while creating a positive pedestrian experience and fostering street activity.

There will be opportunities to introduce landmark taller buildings at key arrival spaces such as Hoyle Street, Tenter Street roundabouts and the Brook Hill/Broad Lane roundabout.

Streetscapes

The redevelopment of gap sites and Under-used buildings and the rationalisation of carparking will see a strengthening of the area's urban form.

Built form must be strong and present frontages to the street to create a sense of place and provide enclosure.

New development will provide the opportunity for ground level frontages to engage with the street, through their activity, orientation or design. Well designed ground level frontages will ensure that activity spills out onto pavements and creates a lively streetscape.

Along main activity spines, such as Scotland Street, Green Lane/Alma Street and Solly Street mixed use developments will bring this activity to the street.

Attention to public realm details will be an important aspect of recreating the streetscapes of the study area. Pavement surfaces, planting themes and street furniture should be designed to create a local identity.



Tenter Street - Broad Lane



Netherthorpe Road

4.9 Heritage



The study area contains a number of historic buildings which are significant in terms of Sheffield's industrial heritage, and the sole remnants of this once thriving industrial and residential quarter.

While many of these sites have received statutory protection (included in the list in the Appendix), there are several significant buildings which are not currently listed.

Within the study area there are two scheduled ancient monuments – the cementation furnaces at Doncaster Street and Bower Springs.

There is a significant Conservation Area focused around Kelham Island, established in the 1980s. Regeneration of this area is now well underway and includes some award winning regeneration schemes such as the Cornish Works.

Two further conservation areas are under consideration.

- *Well Meadow* – including Well Meadow Lane (a row of early C19th workers cottages, workshops and cementation furnace and groups of C19th works buildings on Upper Allen, Edward and Solly Streets and St. Vincent's Church.
- *Furnace Hill* – including Furnace Hill, Copper and Trinity Streets and Snow Lane.

Statutory Protection

It is important that the many buildings which bear witness to Sheffield's unique history as one of the world's most influential industrial cities are retained for the benefit of future generations.

Statutory protection of significant historic sites can prevent unnecessary demolition, inappropriate or insensitive alterations or unsuitable new development. However, the application of statutory protection should not limit the potential for a historic site to adapt to modern use or stifle innovation and imagination in conversion schemes.

Each proposal for reuse of a historic building must establish a means of retaining the building so that it services the needs of today's occupants, yet continues to retain its heritage value. Even where it is deemed that a building should be carefully preserved, future changes of use can be successfully accommodated where the fabric of the building is protected.

This policy must set out the level of significance of a historic building and outline the degree of change considered appropriate. Where a building is highly significant, it may be recommended that the fabric be largely restored with limited change. In other instances, where a building is less significant yet still makes a contribution to the historic character of an area, a greater degree of change may be considered acceptable. The heritage policy must give developers certainty when dealing with historic buildings and ensure that their value is retained whilst accommodating new uses or development.

Designation of Conservation Areas can ensure the preservation of intact groupings of historic buildings and their streetscapes. It is important that the new policy approach for Conservation Areas does not preclude adaptive reuse of heritage buildings as this may prevent any redevelopment from occurring. Kelham Island offers an example of a successful conservation and regeneration

scheme which was achieved through pro-active approach by the local planning authority and developers.

Proposed designation in the study area

It is recommended that a comprehensive conservation study is undertaken to determine what buildings or precincts within the study area should be nominated for statutory protection.

The study team consider that all of the buildings of significance which are as yet unlisted should be investigated for statutory protection. Most notably, this includes the St. Vincent's Church complex. It is essential that buildings which are of value be identified as soon as possible, and those which are not are opened to redevelopment.

Given that the proposed Conservation Areas are quite broad and contain a number of buildings of no heritage significance, protection may best be achieved by listing individual buildings, or by narrowing the proposed boundaries to include specific groupings.

The design guidance in this report illustrates how planning policy could be used to retain the character and quality of a particular area, such as Furnace Hill, whilst allowing sensitive, contemporary infill development to occur.

Early Industrial Buildings

Building condition

Many of the early industrial buildings are now empty and in varying degrees of deterioration. In several properties the building fabric has not been well maintained during the working life of the structure and symptoms of advanced decline are now apparent.

Building quality

The intrinsic value of historic industrial buildings in the study area in most cases more than the façade that presents itself to the street. Rather, the value lies in the complex as a whole or in the grouping of the buildings. Generally they are composed of simple but interesting internal structures, with some containing historically significant machinery or comprising a building layout that closely relates to the industrial processes undertaken within.

The streetscape contribution of the building is often from the collective succession of simple elevations, with the total effect being more than the sum of the parts. Views into courtyards also offer a layer of interest behind the street facades.



Approach to reuse

In view of these factors, any meaningful retention of these listed properties would be much more than façade retention, rather it would be a fabric recovery or creative restoration, maintaining the intrinsic building qualities.

This could include:

- An existing courtyard arrangement;
- Repair of existing fabric and exterior materials;
- Retention or recreation of existing building structure (upgrading to modern requirements);
- Treatment of openings such as fenestration, doorways, laneways and gateways.

Further criteria for consideration would become apparent on inspection and reading of the listed citations and consultations with the Council's planning conservation section.

Listed industrial buildings in deteriorated condition

Several properties were considered to be in a deteriorated condition, requiring a particular approach to their adaptive reuse:

- Houses and workshops, Well Meadow Street;
- John Watts Cutlery Works, Lambert Street;
- J W Bartholomew premises, 46 Doncaster Street;
- Houses and workshops, 52-56 Garden Street.

Given the fragile nature of these sites, additional costs and reduced returns would be anticipated. Grant funding packages or other heritage related support would need to be considered.

Adaptive Reuse of Historic Buildings

Within the study area there are examples of highly successful schemes to convert historic buildings for alternative uses.

At 216-218 Solly Street a notable group of c1830s commercial buildings have been successfully converted to residential use as student accommodation and a complementary modern addition constructed alongside.

Provincial House and St. Vincent's House on Solly Street which are fine C19th brick commercial/industrial buildings that have been restored and converted to quality offices.

Snow Lane offers an example of a C19th workshop which has been internally subdivided and converted to modern offices. The Chapel of St. Jude's in Copper Street has also been converted to offices.

Kelham Island contains a number of adaptive reuse schemes which have seen the restoration of significant Victorian industrial heritage complexes. These include the Globe Works, which are now used as offices, as well as Brooklyn works and Cornish Place (immediately outside of study area) which are highly sought after residential schemes.

The former Methodist Church on Scotland Street, which was damaged by fire, is undergoing restoration and conversion to apartments.



216 - 218 Solly Street



Scotland Street Methodist Church

Funding for Heritage Projects

Many funding schemes exist to provide financial assistance to restore historic buildings, or where its refurbishment requires additional cost to that of new build.

Regeneration Through Heritage is an initiative within the Prince's Foundation that promotes the reuse of industrial heritage buildings for contemporary economic, cultural and social purposes.

The Phoenix Trust, also a part of the Prince's Foundation, aims to find new and sustainable uses for historic industrial buildings, particularly in communities which have experienced economic decline. Building partnerships with local authorities, private developers and financiers, housing associations and local community organisations, it supports projects which act as a catalyst to local regeneration by generating job opportunities and acting as a focus for business and residential development.

English Heritage offer grants for Grade I and II* Listed Buildings and Monuments, Scheduled Ancient Monuments and Registered Parks and Gardens. Listed buildings located within the study area contained in Appendix 1.

The Architectural Heritage Fund helps "not for profit" organisations rescue redundant historic buildings. The AHF publishes Funds for Historic Buildings in England and Wales – a Directory of Sources, which is a guide to grants and loan schemes. All funding sources specifically relevant to historic buildings are described, including statutory and public sources, sources for special categories of project (such as religious buildings, sports and the arts, and village halls) and relevant charitable trusts. In addition, it covers many other funding sources whose main remit lies elsewhere (like regeneration or housing) but which support historic building projects.

The Townscape Heritage Initiative (THI) is supported by the Heritage Lottery Fund. The scheme aims to contribute to the social and economic sustainability of a city through the repair, reuse and enhancement of its historic urban areas. Projects might include facilitating new uses for vacant floor space in historic buildings or making a historic area more attractive as a location for businesses or as a tourist destination.

Grants are made to local partnerships, generally led by the local authority, which manage a common fund from which smaller grants are offered to property owners. The THI addresses the conservation needs of particular buildings within an overall regeneration strategy, rather than as self-contained restoration projects.

Under the THI individual building owners may apply for a grant from the pool of funding and the local authority and other major partners may carry out direct works to buildings in their ownership or to the public realm. Contributions of between £250,000 and £2 million can be offered towards each scheme.

Comparator Project: Globe Works, Sheffield

Constructed in 1825, Globe Works is one of the oldest surviving cutlery factories in Britain. At the gateway of the Kelham Island, it is a highly significant site in the industrial heritage of Sheffield.

Behind the grand Regency façade was originally a cutlery and hand tool factory. The complex also included a dwelling for the owner and a series of workshops at the rear of the site which accommodated little mesters.

Following extensive fire damage, the buildings were left derelict until Sheffield City Council acquired the site in 1987.

A feasibility study was commissioned to assess the status of the site and consider its future role. It was recommended that a scheme be devised comprising managed workspaces around the theme of 'Made in Sheffield', allowing continuation of the little mesters tradition.

External grants were used to fund the project, which were accessed by the City through the formation of a partnership with a local arts and cultural organisation. The project was financed with funds from the ERDF, the English Tourist Board, the Arts Council, English Heritage and Sheffield City Council.

The complex consists of small business units including 20 offices and 12 workshops each for 2-5 people. Today, it caters for a mixture of cultural, creative and IT ventures.



4.10 Access and Transport

The study area currently experiences a range of transport and access issues including:

- City centre rat running;
- Proliferation of parking, many of which are city centre workers;
- Difficulty for, and disruption from, HGV access;
- Severance due to arterial roads on the perimeter;
- Poor pedestrian and cyclist connections.

As a part of the regeneration of the study area a balance between all forms of transport will need to be found. An important aspect of the study's recommendations is that the area has a pedestrian and cycle focus, offering a refuge from the traffic of the city centre.

Alternative forms of transport must be promoted to reduce the dominance of the car. New developments should aim to limit the carparking provision and make the most of the study area's proximity to the city centre public transport and cycle network.

Initial recommendations on key traffic management issues are included in this study. However, a detailed specialist study needs to be undertaken to fully address the issues of carparking and access for all forms of transport within the study area, and how this relates to the overall city centre strategies.

Traffic modelling being conducted as a part of the Arup study could be used to test how the proposals in the Scotland Street/Shalesmoor Area Study would affect traffic flow.

Transport Strategy

Sheffield's Transport Masterplan, produced in May 2002, identifies a number of key schemes to create an integrated transport network.

The primary transportation objective is to:

'enhance significantly the quality of all aspects of the transport system serving the city centre and to improve integration between all modes of travel, thereby enhancing accessibility and driving the economic regeneration of the City'.

The strategy furthers the recommendations of the Masterplan with outline proposals for access loops, car parking, public highway improvements, public transport enhancements and a way finding and signing system to aid in the legibility of the city.

Proposals for Scotland Street/Shalesmoor

The completion of the IRR is a key recommendation of the Transport Masterplan. Traffic will be consolidated along Gibraltar Street/Shalesmoor and potentially there will be a reduction of through traffic on Tenter Street/Broad Lane.

The Masterplan and Transport Strategy proposals will see Broad Lane developed as an access loop, feeding traffic into the city centre carparks, and its use as a through route discouraged. The Urban Design Framework sets out design principles for the redevelopment of the land surrounding the IRR as a 'new city corridor'.

A study is currently being undertaken by Arup which will examine traffic management and access from Broad Lane to the New Retail Quarter. The study will also consider the traffic impacts of major developments in the vicinity such as Leopold Street and Sheffield University.

Access

The main through-routes in the study area are used as commuter rat-runs, as shown on the plan: Solly Street, Scotland Street, Edward Street, Upper Allen Street, Brocco Street and Ebenezer Street. This causes conflict with local traffic and pedestrians and is a safety concern for young children in the area.

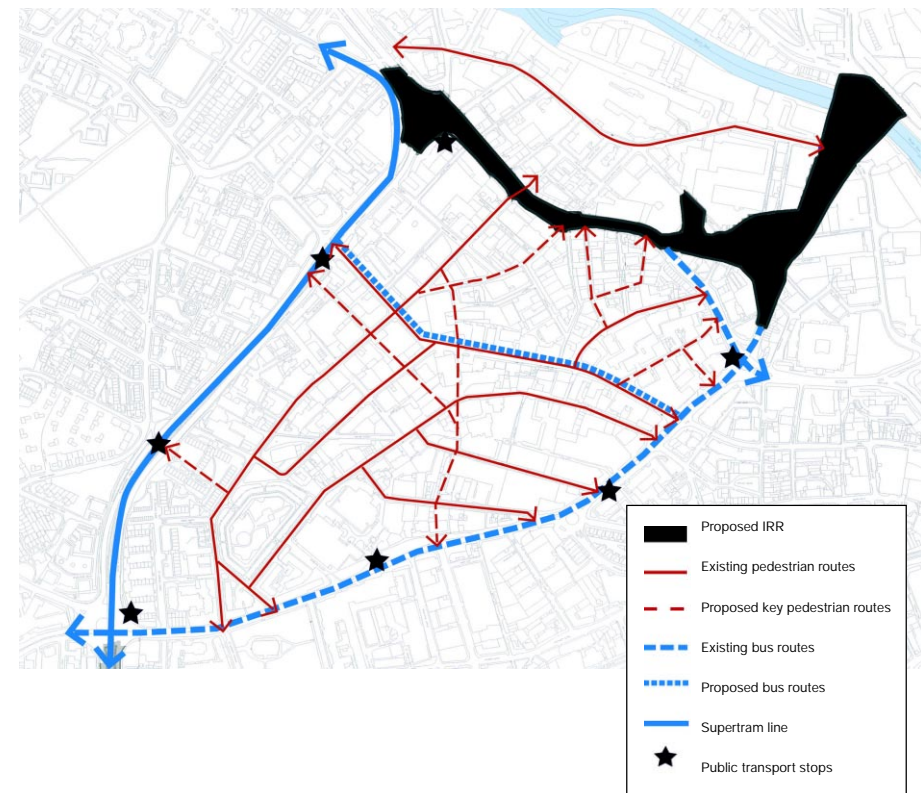
To alleviate this problem, various measures can be trialled and monitored for success:

- Traffic movement within the study area should be focused on local access and activity. Signs should be placed to clearly indicate local traffic zones.
- Traffic warden patrols should be encouraged to reduce problems caused by unauthorised parking.
- Speed cameras could be introduced at strategic location to deter speeding traffic.
- The volume and speed of through-traffic reduced with traffic calming measures, such as road narrowing or speed humps, and the creation of pedestrian priority zones.
- Creating a chicane at the corner of Upper Allen Street and Radford Street, to limit through-traffic in the residential area, or blocking traffic flow completely at this point. It is important that such treatment would not create severance for pedestrians or cyclists between the residential precinct and the rest of the study area.
- Limitation on entry/exit to/from main problem streets from peripheral roads, either during peak times or permanently, as indicated in the plan. This would also need to be adequately enforced.
- The upgrade of the junction of Scotland Street with Tenter Street and Netherthorpe Road, to be completed as a part of the IRR project, will create an opportunity to control peak hour through-traffic.

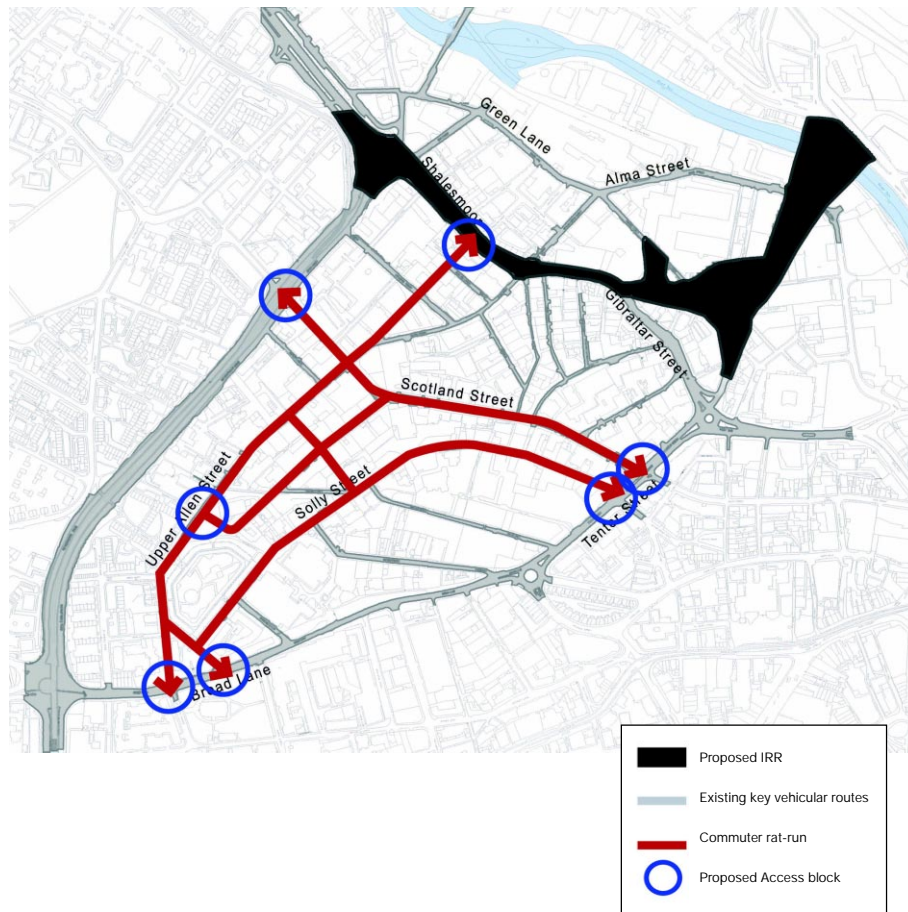
These measures should be undertaken in consultation with local residents, workers and emergency services.

A traffic management study for the area may be required to monitor traffic flows and develop a detailed strategy. Clearly, the traffic issues for the study area must be considered on a citywide basis.

An overarching objective is to actively promote alternative (and sustainable) transport options: rat-running is caused by people using their cars for commuting, rather than the many public transport options that are available within the Sheffield city centre.



Public Transport, Pedestrian Movement and Cycling



Public Transport

The study area is relatively well served by public transport with many important routes located around the periphery. This includes the supertram running along Netherthorpe Road and major bus links along Gibraltar Street and Tenter Street, as indicated in the plan opposite. While these public transport links are a key asset to the area they remain Under-used.

City transport strategies aim to increase the use of public transport. This can be achieved through the implementation of initiatives:

- improved pedestrian connections to transport stops, with clear signage and lighting;
- passenger amenities at stops such as seating, shelters and timetable information;
- locating stops at activity nodes throughout the area, as indicated.

An increase in activity in the area may ultimately see the need for more transport connections, such as bus links through the major activity streets. These should be co-ordinated with other city centre transport services.

Pedestrian movement

Currently, pedestrian movement is difficult in many parts of the study area. An important aspect of the regeneration of the study area will be to promote increased pedestrian activity. The principle pedestrian (and cycle) routes through the study area are indicated on the plan.

The layout of streets along the contour lines creates significant level changes this is particularly evident at Brocco Street and Garden Street, for example. The creation of through-block pedestrian and cycle connections between Solly Street and Broad Lane, which follow ridgelines, will allow easier pedestrian movement.

The heavily trafficked roads around the perimeter of the study area inhibit vital pedestrian connections to the city centre, adjacent quarters, the supertram, schools, nearby open spaces, the University etc. These connections need to be improved by:

- creating through-block pathways and cycleways which are safe and improve legibility;
- more controlled crossing points over main roads which accurately reflect pedestrian and cyclist desire lines;
- information signage, as set out in the Connect Sheffield report.

The main activity spines of the study area – Scotland Street, Solly Street and Green Lane/Alma Street – will be the focus for pedestrian movement. These streets should be designated as pedestrian priority zones through the introduction of:

- wider pavements to reduce carriageway width and foster streetscape activity and pedestrian movement;
- shared surfaces or raised pavements at major intersections, such as Scotland Street and Edward Street.

Overall pedestrian amenity and safety should be upgraded throughout the study area with:

- improved lighting for night time security;
- surfaces suitable for disabled access and buggies etc.;
- ultimately reducing the amount of HGV access.

Cycling

The transport strategy and Masterplan aim to encourage cycling throughout the city as a viable alternative to car use.

This is of particular importance to the study area, given its proximity to the University where a higher proportion of cyclists could be expected.

Dedicated safe cycle routes should be established along all major routes through the study area. These should be indicated with clear signage and road markings. Secure cycle parking facilities also need to be provided at activity and transport nodes.

Carparking

Parked cars have an overwhelming presence throughout the Scotland Street/ Shalesmoor area. This includes cars parked on the streets, gap sites used for open lot parking and cars parked within building curtilages. The proliferation of parked cars significantly impacts upon the appearance and amenity of the streetscapes within the study area.

Most carparking areas are informal and have not been paved or landscaped. Along the Solly Street ridge, several sites which are afforded the best views within the study area have been utilised for carparking.

Sheffield Council's strategies have identified the need for carparking to be rationalised throughout the city centre and that larger and better quality carparks are required. Within the study area, two of the existing surface car parks are nominated as a part of the city centre carparking strategy are located at Solly Street and Broad Lane.

These strategies do not examine the status of carparking within the study area in detail. A further carparking strategy should be undertaken to fully assess the supply and demand of carparking within the study area, and how it relates to that of the city centre overall.

Much of the parking in the study area is occupied by city centre workers, rather than the workers or residents of the area. Effectively, Scotland Street/ Shalesmoor is being used as a 'park and ride' facility for the city centre. Notably, the St. Vincent's Church grounds are now used as a commercial parking lot, which significantly detracts from the heritage value of this important site.

It is clear that the advantage taken of the proximity to the city centre of Scotland Street/ Shalesmoor for commuter parking is to the detriment of the area's amenity and appearance.

HGVs

The business survey articulated the problem of access for service vehicles or HGVs to businesses located along streets in the study area which are narrow, winding or on a slope, or to properties with minimal street frontage.

Particularly tight streets, such as Cornish Street in Kelham Island, are clearly not suitable to the type of transport using these streets today and it can be seen how large vehicles and HGVs are causing damage to the facades of historic buildings and a hazard to other road users and pedestrians. The historic street pattern of the study area is not suitable for the requirements of modern industry and transport.



Part 5 Delivery



5.1 The Action Plan

The Action Plan outlines a route map for the area's regeneration over the next 10 years.

It is built on the early successes of projects which are considered to be manageable in the near future. These will attract interest to the area and act as a stimulus for major private and public sector regeneration initiatives.

During this early-intermediate time, further studies and strategy work should be undertaken as recommended.

The longer term priorities are achievable following the establishment of the area as a mixed-use neighbourhood and potentially vibrant inner city community.

Immediate priorities – Commencing over the next 3 years:

Establishment of a local steering group representing the Council, local residents, community groups, local business community and the Police.

Introduction of new built form and refurbishment of existing buildings. Preparation of development briefs for key sites.

Initiate development of key sites on edges of study area:

- Tenter Street (Private Sector);
- IRR sites (SCC);
- Hoyle Street (SCC).

Managed expansion of University activities – Jessop Hospital, HSE.

Promote the development of some student housing to increase population and stimulate university and private sector investment in the area.

St. George's Close redevelopment to create a more attractive and buoyant housing market within the area. The council should encourage private house builders to develop some parts of this site to diversify housing type and tenure and raise the profile of the area.

Neighbourhood management issues addressed by Council and police including:

- increased police/warden presence;
- improved street lighting;
- improved street cleansing.

Detailed Business survey undertaken.

Transport and access strategy undertaken.

City centre car parking study undertaken to assess impact of rationalising city centre car parking within study area.

Implement public realm and traffic management schemes around the key activity spines – Scotland Street, Solly Street, and Green Lane/Alma Street – to encourage inward investment and revitalise these important streets.

Medium term priorities – Commencing 2006

Introduction of mixed use activity within sub area 3 with the restoration of St Vincent's Church complex as a key community focus.

IRR and public realm improvements completed. New sites opened for redevelopment.

Development of the remaining 'key development sites' around the proposed IRR as identified by the study.

Car parking, transport and access recommendations implemented.

Public realm improvements and landscaping works implemented.

Longer term projects- over next 10 years:

Development of the remaining key development sites' identified by this study to improve the quality of the urban form within the study area.

Pedestrian prioritisation streetscape works in activity spines; this will take the form of improved crossings with potential road closures in some areas subject to outcome of transport and access strategy study.

Traffic and access improvements including introduction of new laneways to improve connectivity between the sub-areas.

Implementation of additional public realm and streetscape improvements.

5.2 Making It Happen

The strategy and action plan in this report outline the physical and management interventions which the study team believe are necessary to the regeneration of Scotland Street/Shalesmoor.

These comprise:

- a new approach to the scope and application of planning policy;
- engaging the opportunities for growth and development;
- a range of management initiatives;
- a range of physical interventions; and specifically
- key site assembly and development to boost confidence in the area and stimulate investment.

Mechanisms available to see the delivery of these objectives and initiatives are outlined below.

Active leadership

Strong and proactive leadership from the City Council is an essential part of the regeneration of Scotland Street/Shalesmoor.

A responsive approach on behalf of the Council to the increasingly active property market in the area will certainly see incremental change. However, a pro-active leadership responding to and collaborating with an activated property market will see the transformation of Scotland Street/Shalesmoor that is described in the Vision.

The actions recommended to stimulate economic development of the Scotland Street/Shalesmoor area and unlock the potential of the property market are outlined in Parts 2.5 and 2.7 of the report.

Principally, the fundamental change envisaged requires a new approach to planning policy to allow a diversification of uses in the study area and to

broaden its business identity. The planning authority must allow a greater flexibility in land use, while applying more stringent tests on the quality of built form. This must be clearly communicated to property owners and the development industry.

Partnership, collaboration and dialogue

With the completion of this study, a program of public consultation will commence, ensuring that all sections of the community can contribute to the development of physical, social, economic and environmental objectives for Scotland Street/Shalesmoor.

The effects of poor communication between the key stakeholders in the area have been documented in this report. To a large extent this is causing the stagnation of the Scotland Street/Shalesmoor area.

The selected comparator examples of Bede Island, Concert Square and Globe Works show how a partnership, or constructive dialogue, between private developers and the local authority can produce exemplary results – a well designed and vibrant urban environment and a high return on investment.

An enduring partnership between the public and private sectors and the community will result in developments which genuinely stand to benefit the wider area, in the long term. The Area Team, discussed below, is a potential vehicle for communication of the ideas and aspirations of all of those who have an interest in the development of the area.

Area Team

The new approach to planning policy recommended will require a significant shift in outlook on behalf of all of those engaged in the development industry. It is acknowledged that there is little precedent to guide this change: it will not necessarily be an easy process and will take time to see results.

To provide the necessary guidance and advice, we recommend that a small, authoritative and dedicated team be established. This team would comprise individuals from the public and private sector and include representation from a range of development professionals, such as planners, highway engineers, designers and property experts.

The team would meet with developers to establish clear guidelines at the outset of the development process. It would also monitor the progress of planning applications and assist in negotiations.

Development agency

An agency staffed with a small permanent team and an advisory board or steering group, similar to the CIQ in Sheffield, could be a model for guiding development and delivering projects within the study area.

The CIQ has been very successful in establishing a distinct identity for this quarter, coupled with the influential role played by the Sheffield Hallam University. The activity that so many students bring and the other arts initiatives, cinema, new media, etc. combine with the traditional art and industry of Sheffield, such as silversmithing and pewter ware, to create a critical mass of creative energy in the CIQ.

Funding

The comparator projects illustrate the range of external funding sources available and how collaboration of key stakeholders can be used to access these.

There are many potential funding sources available and much evidence within Sheffield city centre of success in accessing these. The Action Plan prioritises physical and management interventions to underpin the regeneration of Scotland Street/Shalesmoor. This should be used as the basis for future funding applications.

As noted in Part 2.3, Sheffield 1 will be setting new targets upon completion of the Heart of the City projects, with their focus shifting to peripheral parts of the city centre. This study will provide the strategic justification for funding proposals for Scotland Street/Shalesmoor, which has been significantly under-resourced and overlooked in comparison to other city centre quarters.

Appendix



Appendix

Listed buildings within the study area:

- Doncaster's Cementation Furnace, Doncaster Street: late nineteenth century, the sole survivor of its type in Sheffield. Grade II and Scheduled Ancient Monument.
- Bower Spring Cementation Furnace, Gibraltar Street: Scheduled Ancient Monument.
- Kutrite Works, Snow Lane: cutlery works mid-nineteenth century, extended 1902. Grade II.
- John Watts Cutlery Works, Lambert Street.
- Cambridge Works, 216 & 218 Solly Street: cutlery workshops and offices c1860 and c1890. Grade II.
- 35 Well Meadow Street: house and workshops with crucible furnace c1840, the best surviving example of a small scale works in Sheffield. Grade II*.
- Well Meadow Steel Works, 54 Well Meadow Street: workshops, houses and crucible furnace c1860. Grade II.
- Scotland Street Chapel: Former Methodist Chapel and Memorial Hall (chapel gutted by fire). Grade II.
- Cornhill Works, Edward Street.
- Kirkansons, 38, 48 & 52-56 Garden Street: houses and workshops c1840. Grade II.
- West Bar Fire Station Museum. Grade II.
- Nos. 117 & 119 West Bar: nineteenth century shops and residences. Grade II.
- Globe Works, Penistone Road.
- Wharnccliffe Works, Green Lane.

Important unlisted buildings:

- St. Vincent's Church and the significant group of associated buildings: the Church of St Vincent, Provincial House (the former presbytery) the former school and the former hall. These are all on the south side of Solly Street
- Messrs. Stephenson Blake premises, Upper Allen Street: a range of early c19 works buildings with domestic building attached.
- Don Cutlery Works, J W Bartholomew premises, 46 Doncaster Street: a complex of mid c19 works buildings.
- Nicholls Building, Shalesmoor: a nineteenth century commercial building.
- Moorfields Flats.
- Ebenezer Church: a nineteenth century works building now used as a chapel.
- Cornwall works.

