



# **SHEFFIELD CITY CENTRE: SUPPLEMENTARY PLANNING GUIDANCE FOR THE NEW RETAIL QUARTER**

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Development, Environment & Leisure,  
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# 1 INTRODUCTION TO THE GUIDANCE

- 1.1. This document explains the Council's strategy for the "New Retail Quarter". The New Retail Quarter is a development proposal designed to enhance Sheffield's vitality and viability and its status as a regional shopping destination. It is a fundamental part of the "Masterplan", the strategy of Sheffield One, the City's Urban Regeneration Company. Following public consultation, the Masterplan was formally approved by the City Council as its strategy for the City Centre on 18<sup>th</sup> December 2000.
- 1.2. The Council is already taking steps to implement the New Retail Quarter. On 23<sup>rd</sup> April 2001, it resolved formally to use Compulsory Purchase Order and Road Closure Order Powers to acquire the necessary land for the NRQ if private treaty agreement could not be reached. At the same meeting the Cabinet resolved to contribute its land and property assets towards the scheme. The Cabinet also gave formal endorsement to the Competitive Selection Process proposed in partnership with Sheffield One to secure a development partner to deliver the NRQ development.
- 1.3. Section 2 of this document explains what the New Retail Quarter proposal is.
- 1.4. Section 3 explains why it is needed.
- 1.5. Sections 4 to 7 provide Supplementary Planning Guidance (SPG). Section 4 shows that the New Retail Quarter will put into effect the policies of the Council's Unitary Development Plan (UDP) that promote the Central Shopping Area and help develop and consolidate Sheffield's role as the principal commercial centre of South Yorkshire. Sections 5 to 7 set out the Council's requirements for the form and content of the New Retail Quarter. This will help the chosen development partner prepare proposals in response to the opportunity.
- 1.6. The SPG has been prepared in consultation with the general public, businesses, and other interested parties. Appendix 5 contains a statement of the consultation undertaken and summarises the representations received and the Council's response to those representations.
- 1.7. The SPG will help those preparing planning applications and will be taken into account as a material consideration in deciding planning applications that come forward either in response to the NRQ strategy or that could have an implication for the realisation of the NRQ strategy. This SPG supersedes any previous SPG that affects the area.



## **2 THE NEW RETAIL QUARTER PROPOSAL**

- 2.1. The New Retail Quarter will be a large retail led mixed-use development containing at least 65,000 sq m of retail floorspace. It is to be developed in the area shown on the plan at Appendix 1, centred on land west of Pinstone Street broadly bounded by Rockingham Street, Division Street and Barkers Pool. The site lies in the middle of the Retail Core of the Central Shopping Area between Moorhead and Fargate and is therefore the best location for additional floorspace to link these two key parts of the city's retail area.
  
- 2.2. The Principal Development Area, and in particular its ground floor frontage, is expected to be the focus and location of the majority of the proposed retail floorspace although it will contain other complementary uses sometimes on upper levels.





### 3 WHY THE NEW RETAIL QUARTER IS NEEDED

- 3.1. This section contains a historical summary of the events that have contributed to the identification and promotion of the New Retail Quarter. It shows that substantial development has been considered necessary as far back as in 1994 to protect Sheffield's role as a regional shopping destination and that the most appropriate location to accommodate the floorspace was around Pinstone Street, where the New Retail Quarter is now proposed.

#### Sheffield Retail Study

- 3.2. In 1994 the City Council and Sheffield Development Corporation commissioned a retail study to inform the preparation of the current UDP<sup>1</sup>. The Study concluded that:
- The linear nature of the main retail area of the City Centre was a problem. It extends to about 1500m and contains two main locations, the Fargate/High Street/Haymarket area, and The Moor. These areas are linked at a weak point - Pinstone Street. The elongated nature of the centre discourages shoppers since they have to choose which part of the centre to visit.
  - Weather protection for shoppers was limited and the shopping environment was poor, compared with centres of similar status.
  - The lack of modern retail space in the primary area meant that major retailers were unable to expand.
  - Compared with other centres, Sheffield city centre had not secured its share of new investment to maintain its status.
- 3.3. The study concluded that *“significant new investment and increased market share would be needed to arrest and reverse the City Centre’s decline over a number of years, going back to before Meadowhall...Due to the linear nature of the centre, and the way that two distinct shopping areas have emerged, the optimal development solution would be to provide a major new scheme which links the two.”*
- 3.4. However, the study concluded that at that time there were *“no real major development opportunities which could achieve this and significantly strengthen Sheffield’s retail provision”*. Development in the middle of the retail area, centred around Pinstone Street, could only be a longer term objective when a site to accommodate the needed new retail floorspace became available.
- 3.5. Now that the New Retail Quarter site can become available this objective can be realised.

#### Sheffield Unitary Development Plan, 1998

- 3.6. The Sheffield UDP was adopted in 1998. The 1994 Sheffield Retail Study formed the basis of its retail strategy. The UDP's Strategic Policy SP2 promotes Sheffield as a regional centre for shopping, jobs, commerce, public services, higher education, leisure, culture, entertainment and tourism. The supporting text to the policy confirms that:

*“Regeneration of the City Centre is necessary to stimulate the City’s regional role and bring in new life to the inner areas. The Government’s strategic guidance states that*

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<sup>1</sup> Sheffield Retail Study, Hillier Parker and the Oxford Institute of Retail Management (1994)

*the role of Sheffield City Centre as a principal commercial centre of South Yorkshire should be developed and expanded to assist in the regeneration of inner-Sheffield”*

- 3.7. The supporting text to Strategic Policy SP3 confirms that there is potential for new investment in high quality shopping and that a strong retail sector will help underpin the wide range of social, cultural and entertainment facilities which the City Centre should provide.
- 3.8. The introduction to the UDP shopping chapter confirms that the City Centre’s regeneration is one of the principal aims of the plan. Policy S1 promotes “Major Retail Development” in the defined Central Shopping Area where it would encourage regeneration of the City Centre and help to develop and consolidate its role as a principal commercial centre of South Yorkshire. . Following the adoption of the City Centre Masterplan (see paragraph 3.9-3.15 below), the Council is satisfied that the the New Retail Quarter is the most appropriate location for retail development to strengthen the Central Shopping Area. The Council stated in the UDP that Policy S1 will be put into practice by: *“identifying development opportunities to strengthen the Central Shopping Area, and making sites available and planning for the unification of the Fargate Area with the rest of the core area through major retail development”*. The SPG identifies the Council’s preferred location to achieve the objectives expressed through policy S1.

### **Sheffield One & The Masterplan**

- 3.9. In February 2000, Sheffield One was set up. It is the Government’s third Urban Regeneration Company formed of three key partners: Sheffield City Council, Yorkshire Forward and English Partnerships. The company’s responsibility is to spearhead the regeneration of Sheffield City Centre. Its task is to ensure Sheffield makes best use of regeneration opportunities and funding, including European Objective One money, that is available to South Yorkshire.
- 3.10. In pursuing these objectives, Sheffield One commissioned a City Centre Masterplan that was published in December 2000. This sets out a strategy to create a cohesive city centre where individual projects, programmes and strategies reinforce and support one another and where public sector ‘pump-priming’ creates the conditions for the private sector to invest.
- 3.11. As part of the Masterplan preparation, retail consultants Healey and Baker were commissioned to report on the existing role and function of Sheffield City Centre and how its position within the retail hierarchy could be improved. Their conclusions summarised below have informed the preparation of the Masterplan and underpin the promotion of the New Retail Quarter and are therefore endorsed by the City Council.
- 3.12. Healey and Baker have identified qualitative deficiencies that mean Sheffield continues to fail to distinguish itself from other centres and does not achieve the share of retail expenditure that would be expected for a centre of regional status. The deficiencies continue to include those identified in the 1994 study. Their main conclusions are:
- (i) a lack of quality shopping, particularly of high price fashion, flagship stores and medium space users;
  - (ii) inadequate provision of leisure shopping (traditional shopping combined with a leisure experience);
  - (iii) a mismatch between the accommodation available to retailers, and the size and configuration of accommodation that they require,

- (iv) a small primary area, relative to the Central Shopping Area as a whole. There is no obvious way that this can be extended by incremental development.
  - (v) poor quality of premises occupied by anchor stores, especially John Lewis;
  - (vi) the linear nature of the existing retail core, which perpetuates the functioning of two separate and poorly connected shopping districts in the City Centre. Pedestrian flow is inhibited and a clear “mental map” of the centre is difficult to form;
  - (vii) car parking is dispersed, small scale, and poorly related to retail areas;
  - (viii) the presence of barriers to pedestrian circulation between different quarters of the City Centre; and
  - (ix) continuing development in competing centres that will make them more attractive than Sheffield City Centre.
- 3.13. They conclude that these shortcomings, coupled with an increase in the potential attractiveness of competing centres elsewhere, will continue to erode the status and relative attraction of the City as a shopping destination.
- 3.14. They recommend that to remedy these deficiencies Sheffield needs a major new shopping development. This will enhance its share of the substantial growth in expenditure that is expected in the Sheffield sub-region and protect and enhance Sheffield's position as a regional shopping destination. The development will need to include at least 65,000 sq.m of additional retail sales area to ensure that it is commercially sustainable and compatible with need. This amount takes account of the need to provide for additional floorspace in anchor stores, an increase in the number and floorspace of major space users and flagship stores, and the ratio of other uses, together with the specific requirements of Sheffield.
- 3.15. They recommend, therefore, that the New Retail Quarter, in the location currently proposed, should become an essential element of the City Centre Masterplan.

### **City Wide Quantitative Study of Comparison Goods Retailing, 2002**

- 3.16. The City Council has commissioned a quantitative comparison goods retail study to help inform the review of the UDP. This has identified a range of net additional retail sales floorspace that could be supported in the New Retail Quarter. The findings of this study are set out below.
- 3.17. The findings of the retail study confirm that about 53,000-74,000 sq.m of net additional comparison retail sales floorspace could be supported if Sheffield City Centre increased its market share of consumer retail expenditure within the defined sub-regional study area from 11% at 2002 to 14% at 2012. These floorspace or market share increase figures do not represent minimum or maximum thresholds. They are amounts that could be sustained if the market share increases tested in the study were to be secured.
- 3.18. The consultants' study shows that these levels of increase in floorspace are feasible to plan for. Substantial growth in retail expenditure will be available up to 2012 and beyond, and there is scope for achieving increases in market share from the various zones identified within the study area.
- 3.19. Their analysis is predicated on the assumption that the ability of Sheffield City Centre to achieve a 'step-change' market share increase is dependent on proposals

responding to the NRQ Initiative realising the qualitative improvements set out in the SPG. This is assumed to be the case and the NRQ will secure a market share increase somewhere within the levels tested. This will re-establish the differentiation of Sheffield City Centre's offer from other centres such as Doncaster, Chesterfield, Rotherham and Barnsley and once again become a more competitive alternative destination to locations including Meadowhall, Manchester, Leeds and Nottingham for higher order regional shopping trips.

- 3.20. The City Council supports the conclusions reached by the retail consultants and the appropriateness, in qualitative retail terms, of pursuing the NRQ opportunity. It is anticipated that the net additional retail sales floorspace in any proposals coming forward in response to the NRQ Initiative, is likely to fall within the range identified. It will be for the developer, however, to demonstrate how the qualitative improvements of any proposed scheme affect trading patterns and enable the desired step change in the market share of the City Centre to be achieved. The City Council will subsequently assess the suitability and acceptability of the amount of proposed retail floorspace according to the ability of the scheme to achieve the qualitative improvements set out in this SPG. Proposals will need to be supported by a retail assessment that confirms the amount of net additional sales area and likely turnover proposed, the implications of this having regard to the growth in expenditure in the catchment area and known commitments. An assessment of the likely effects of the proposals on retailers in Sheffield City Centre itself and the retail performance of other centres in the sub-region will also be required.

### **The New Retail Quarter as a Location for retail development**

- 3.21. The New Retail Quarter is to be focused on that part of the City Centre shown on plan at Appendix 1. This is because the site is a pivotal part of the centre between the Fargate area and The Moor. Redevelopment of the area provides an opportunity to not only provide the range, breadth and amount of retail and other floorspace necessary to respond to the qualitative deficiencies set out above, but also to enhance the connections between the current principal retail areas of the City. It will resolve current problems of pedestrian and vehicular movement around and through the City and consolidate and enhance the City's car parking provision and strategy.
- 3.22. The development will improve the public realm of the area. Much of the built environment is in a poor state of repair. A substantial part of the site is included within the City Centre Conservation area and includes listed buildings. The approach advocated in this document will ensure the restoration of key buildings in conjunction with the regeneration of the wider area in a sensitive and sustainable manner.
- 3.23. As a retail location it is appropriate because it is within the core area served by the City's three main stores, Marks and Spencer, John Lewis Partnership (Cole Brothers) and Debenhams. It is this core, including both Fargate and the New Retail Quarter that the City Council is seeking to exploit, rationalise, strengthen and improve. No other location in the City offers the potential structural improvements that this area can offer.
- 3.24. Large-scale retail development in other locations, such as at Castlegate, would both worsen the problem of linearity from which the Central Shopping Area suffers and take up capacity that could be served by the New Retail Quarter. However provision of a key market facility and ancillary retailing would continue to complement the retail offer in the City Centre.

### **Summary - why the New Retail Quarter is needed**

- 3.25. In summary, the need for a major new retail development in the City Centre stems from qualitative deficiencies that stop Sheffield competing effectively with other major cities

in the region. If the necessary investment is not secured, these deficiencies will continue to erode the status and relative attraction of the City as a shopping destination.

- 3.26. The best place for a new retail development is the proposed location of the New Retail Quarter, where it will consolidate the Central Shopping Area, join the two separate parts of the Central Shopping Area, extend the existing primary area at Fargate, and make a vital contribution to the regeneration of the City Centre as a whole.



## 4 SUPPLEMENTARY PLANNING GUIDANCE – THE NEW RETAIL QUARTER

- 4.1. This section sets out Guidelines that identify the New Retail Quarter and ensure that it is not jeopardised by development outside the Central Shopping Area. The section gives reasons for the guidance and shows how it accords with UDP and Government policy.

### Guideline 1 - Identification of the New Retail Quarter

The "New Retail Quarter" identified on the Plan at Appendix 1 is the preferred location for a major retail led mixed-use comprehensive regeneration scheme.

#### Reasons for the Guideline

- 4.2. Section 3 has already explained why the New Retail Quarter is needed and why it is best in its proposed location.
- 4.3. Guideline 1 conforms to the Sheffield Unitary Development Plan. Strategic Policy SP2 of the UDP promotes Sheffield as a regional centre for shopping (see paragraph 3.6) and Policy S1 confirms that major retail development will be promoted in Sheffield's Central Shopping Area (see paragraph 3.8). The identification of the New Retail Quarter has the specific aim of protecting and recapturing Sheffield's role as a regional shopping destination so accords with these policies.
- 4.4. Although the UDP Policy Map shows that part of the New Retail Quarter is designated as a Business Area, retail development here would be classifiable as 'edge of centre' under the definition in policy S1 and would therefore be permissible under policy IB7.
- 4.5. The Regional Planning Guidance for Yorkshire and the Humber (RPG12) confirms that existing city centres will be the focus of shopping, and efforts to upgrade environment, attractiveness and accessibility, especially in the regeneration priority areas (Policy E1, Town and City Centres). Sheffield is in the South Yorkshire regeneration priority area, which will receive first priority for regional regeneration initiatives and programmes (Policy S2, Regeneration Priority Areas). Within this area Sheffield City Centre will be one of four urban centres to be targeted by Objective 1 funding - *"an important means of achieving regeneration"*.
- 4.6. The identification of the New Retail Quarter accords with advice given in Planning Policy Guidance Note 6 - Town Centres and Retail Development (1996). PPG6 confirms the Government's objective to sustain and enhance the vitality and viability of town centres. PPG6 emphasises the need to maintain the vitality and viability of town centres by attracting continued investment and securing high quality development.

### Guideline 2 - Protection of the New Retail Quarter

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

#### Reasons for the Guideline

- 4.7. The impact on the New Retail Quarter scheme will be a consideration in assessing proposals for development elsewhere in the city. Criteria (a) and (b) of Policy S5 (Shop

Development outside the Central Shopping Area and District Centres) do not allow retail development outside the Central Shopping Area, as defined in the UDP, and the District Shopping Centres if it undermines the vitality and viability of the City Centre, jeopardises private sector investment needed to safeguard the vitality and viability of the Central Shopping Area or puts at risk the strategy or proposals for promotion and regeneration of the area. Therefore, under these criteria, any out of centre development that prejudiced or delayed the achievement of the Council's re-development strategy for the New Retail Quarter would not be acceptable. Policy S4 (District Centre Shopping) states that even retail development in or at the edge of district shopping centres should be assessed against these criteria.

- 4.8. In terms of the 'sequential approach' outlined in PPG6 the New Retail Quarter is a City Centre site suitable and available for retail development. The 'sequential approach' means that first preference for new retail development is for city centre sites, where suitable sites are available, followed by edge-of-centre sites, and only then by out-of-centre sites in locations that are, or can be made, accessible by a choice of means of transport. The New Retail Quarter site is therefore preferable to any non-central site for developments selling the type of non-food goods that could otherwise be sold in a City Centre location.



## 5 SUPPLEMENTARY PLANNING GUIDANCE – DESIGN PRINCIPLES

5.1. The Council intends the New Retail Quarter to:

- improve the type, breadth and range of retail and other uses on offer in the City Centre;
- provide a range of uses compatible with the retail-led scheme, particularly residential apartments and associated facilities;
- improve the circulation routes and linkage available to shoppers between the different quarters of the City Centre;
- draw the City Centre together to make it an easier place to walk around;
- contribute to the mix of uses present in the City Centre and to its evening economy;
- enhance the architecture and public realm of the City Centre;
- contribute to the realisation of the City Centre's transport accessibility, car parking and movement strategies.

5.2. These principles, and the guidelines below that elaborate on them, accord with the Government's objectives of good urban design outlined in their report 'By Design' – see Appendix 2. They are also supported by the UDP policies on the Built Environment and Housing, shown at Appendix 3.

### **Guideline 3 - Creating Primary Frontage to build on Fargate**

The New Retail Quarter should enhance and expand principal retail frontage so as to build on the existing primary area, Fargate.

#### **Reasons for the Guideline**

5.3. Fargate, the existing primary area, is strong but too limited in extent. Extending the primary area will attract retailers who will take units only in, or very close to, primary areas.

5.4. The creation of prime frontage depends on the location of, and relationship between, anchor stores. Any scheme will need to enhance the City Centre layout to ensure that the City's anchor stores are distributed so as to create prime frontage around and between them. It is expected that the development will include new or replacement anchor stores.

### **Guideline 4 - Mix of uses**

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

## Reasons for the Guideline

- 5.5. The scheme must increase the breadth of the city centre's retail offer by providing a variety of sizes and shapes of retail units. However, the City Council will expect proposals, whilst being retail led, to incorporate a range and mix of complementary uses, especially housing (see UDP Policy H2). There should be relationships of uses that have a positive synergy, for example: retail, culture and leisure, offices, residential, open space, so that individual elements of the development work together as part of an attractive and vital whole.

## Guideline 5 - General Design Principles

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

- A totally enclosed shopping area would be unacceptable, although in certain areas protection from the weather may be both appropriate and desirable.
- Excellent architectural quality, with taller buildings located on key sites. The difference between individual buildings and the purposes they serve should be fully articulated in building design. There must be a variety of elements of surprise designed into the streetscape to enhance the interest and appeal of the centre;
- Highest public realm quality, where related to the buildings and streetscape - the open spaces between buildings are as critical to overall quality as the buildings themselves;
- High quality public art and hard and soft landscaping should be integrated in the design process and the final product. It should be used to create a friendlier ambience, adding to user comfort by increasing visual appeal and interest. The design of the buildings should have due regard to the need for management and maintenance;
- A design that reflects the character of the City Centre, the area's listed buildings, and where appropriate, the use of local building materials.
- A distinctive plan form should be created that that links with the existing City Centre and its traditional street pattern;
- There should be lively frontages and elevations at street level across the whole of the area;
- Development should be at high, but varying densities - for sustainability and to create interest; and
- A crèche must be included within the scheme.

## Reasons for the Guideline

- 5.6. This guideline explains in more detail how the principles of urban design outlined in 'By Design' (Appendix 2) and the UDP (Appendix 3) apply to the New Retail Quarter.
- 5.7. It is important that different parts of the New Retail Quarter cater for different users. For instance open space is needed so that families can gather to meet friends and see events.

- 5.8. Sheffield's local distinctiveness will be strengthened if the New Retail Quarter builds on the same approach taken to the Heart of the City – use of high quality local materials and public art.
- 5.9. Policies CF3 and CF4 of the UDP encourage the provision of appropriate childcare facilities for children of all ages in all developments that the public are encouraged to visit, together with nursery facilities for the children of staff working in the development.
- 5.10. Development proposals must have regard to statutory requirements and Government guidance in PPG15 and policies in the Built Environment chapter of the Unitary Development Plan (see Appendix 3).

### **Guideline 6 - Circulation Routes and Linkages**

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

The design should take account of these principles:

- The creation of appropriate entry points into the area by the careful integration of hard and soft elements including public art to enhance the entrances and the routes from the entrance points into the centre and through it;
- Full integration of the new development area with the existing City Centre with all its edges;
- Full permeability throughout the development, creating attractive vistas and visual punctuation in the streetscape;
- Pedestrian primacy throughout the area including, where appropriate creation of new pedestrianised streets and routes;
- Public realm that serves a purpose and relates to the uses which border it and enhances the links between the City's different quarters; and
- Streets that are kept open to the general public even if covered - there should be no shopping precincts

### **Reasons for the Guideline**

- 5.11. The New Retail Quarter should have its own character, with a physical emphasis on the individuality of the shops. However a series of shopper circuits is a key requirement of any proposal that comes forward in response to the New Retail Quarter opportunity. It should have good physical and visual design links not only with Fargate (see Guideline 3) but with The Moor and Division Street so that pedestrians can move easily between the areas.
- 5.12. Schemes for the New Retail Quarter should build upon the interest and diversity of the City Centre in terms of architectural form. Undue disruption to the primary existing street pattern and frontages should be avoided.
- 5.13. Developments in the New Retail Quarter should be connected and integrated with other important regeneration schemes taking place in the City Centre. The New Retail Quarter is close to three other important City Centre Development Areas. The design

and public realm approach to the New Retail Quarter proposals should take these into account.

- 5.14. The Heart of the City is being completed in a phased manner. To date the public realm works and the Millennium Galleries are complete as are the City Council building and an office building. The Winter Gardens is under construction. A commercial development scheme will occupy the site of the now demolished town hall extension. The scheme will complement the New Retail Quarter and will consist of offices, residential apartments, a hotel and some incidental retailing.
- 5.15. The former Leopold Street Education Offices are a unique group of listed buildings and are being adapted for an innovative mixed-use scheme providing a destination hotel, fine dining restaurants, a comedy venue, City Centre apartments and a new public square. Sheffield City Council and Sheffield One see this scheme as a major catalyst for the regeneration of the City Centre in combination with the Heart of the City and the New Retail Quarter.
- 5.16. The City Hall, one of the city's most important cultural venues, is subject to plans for a major programme of refurbishment.

### **Guideline 7 - Conservation Areas and Listed Buildings**

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

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

#### **Reasons for the Guideline**

- 5.17. The Council has a statutory duty to consider the desirability of preserving or enhancing the character or appearance of the Conservation Area under section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The City Centre Conservation Area was designated by Sheffield City Council in 1996.
- 5.18. Development proposals must have regard to statutory requirements and Government guidance in PPG15 and policies BE15, BE19 and BE20 in the Built Environment chapter of the Unitary Development Plan (see Appendix 3).
- 5.19. The New Retail Quarter will benefit the regeneration of the City Centre as a whole and enhance the character and appearance of the Conservation Area.
- 5.20. The New Retail Quarter will benefit the regeneration of the City Centre as a whole and enhance the character and appearance of the Conservation Area. There will be a presumption in favour of the retention of listed buildings and facades which contribute to the character of the area. The effective reuse of the retained buildings should be assured by finding appropriate end-uses through the development process.

## **6 SUPPLEMENTARY PLANNING GUIDANCE – TRANSPORT AND CAR PARKING**

- 6.1. The Council intends that the New Retail Quarter development should contribute to the realisation of its strategies for transport accessibility, car parking and movement in the City Centre.
- 6.2. Car parking and other transport related development at The New Retail Quarter will significantly change the way in which the highways and public transport in the City Centre function. Transportation is therefore a key issue for Sheffield City Council. A Comprehensive Transport Strategy for the City Centre as a whole has now been presented to the Sheffield One Board and the City Council and the New Retail Quarter proposals should be consistent with this strategy.
- 6.3. A summary of the main concerns and principles to which the chosen development partner will need to respond is set out in Appendix 4. Relevant UDP Transport policies T21 and T28 are set out in Appendix 3.

### **Guideline 8 - Transport and Car Parking Strategy**

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

#### **Reasons for the Guideline**

- 6.4. Government Policy seeks to increase the use of public transport. Proposals for the New Retail Quarter should support this policy and enable clear access arrangements for car borne traffic. This will be part of a balanced transport strategy for the City Centre and New Retail Quarter that will encourage the use of public transport.
- 6.5. The key element of the Masterplan concerning transport is that measures to improve access routes should be made without allowing or encouraging a re-introduction of through traffic in the city centre. A new “access loop” system will be introduced which New Retail Quarter proposals should embrace.
- 6.6. There should be higher quality car parking provision within a rationalised and more efficient car parking provision for the quarter. A full transport assessment will therefore be required addressing the issues of integration with the public transport network, access for cyclists and pedestrians, justification of levels of customer car parking and servicing and management arrangements as well as an assessment of the effect of generated traffic on the existing highway network, and green travel plans for staff that set targets for public transport usage.

### **Guideline 9 - Transport and Car Parking Principles**

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

- Changes to highways and road layouts for the New Retail Quarter must not allow or encourage through traffic in the city centre.
- Vehicular access to the New Retail Quarter must be fully integrated with the city centre access loops and signing strategy.

- The development should be fully integrated with the bus and Supertram network and with the public transport strategy, including the proposed city centre midi-interchanges.
- Sufficient facilities must be provided to make the New Retail Quarter accessible for cyclists, pedestrians and people with disabilities.
- Facilities should be incorporated to provide an appropriate Shopmobility scheme.
- Car parking proposals should have regard to the Council's overall objectives of improving accessibility to the City Centre, and minimising the conflict between pedestrians, cyclists and vehicles. Innovative solutions and approaches to car parking within the wider city will be encouraged.
- Car parking should be of high quality and designed in accordance with 'Secure by Design' criteria.
- Routings and arrangements for servicing and delivery vehicles must be agreed with the City Council.
- The proposals should include fully integrated servicing provisions.
- A full Transport Assessment will be required alongside the relevant planning applications for development.

### **Reasons for the Guideline**

- 6.7. The car parking provided as part of any proposal will need to be of high quality and be well managed. Innovative solutions and approaches to car parking within the wider city will be encouraged. The car park should be designed in accordance with the police 'Secure by Design' criteria. Facilities should also be incorporated to provide an appropriate Shopmobility scheme.
- 6.8. There is a recognised need for a more integrated approach to car parking across the city centre with clear sign posting providing real time information to motorists. It is envisaged that the delivery of the new car parking will release existing car parking sites for redevelopment.
- 6.9. The rationalisation, amalgamation and replacement of car parks must have regard to the highway implications and, in particular, Sheffield City Council's overall objective of improving accessibility to the City Centre, and minimising the conflict between pedestrians, cyclists and vehicles.

## 7 SUPPLEMENTARY PLANNING GUIDANCE – OTHER ISSUES

### Guideline 10 - Archaeological findings

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

#### Reasons for the Guideline

- 7.1. If archaeological remains exist on the site an adequate archaeological record of the site needs to be made; and where the remains are found to be significant, they need to be preserved in their original position (see policy BE22). If archaeology is not considered until the design has been finalised, this cannot be achieved. PPG16 (para 12) says that *“the key to informed and reasonable planning decisions .. is for consideration to be given early, before formal planning applications are made.”*





## **8 FURTHER INFORMATION**

### **Contact Details**

- 8.1. Any questions about this Supplementary Planning Guidance for the New Retail Quarter should be directed in the first instance to:

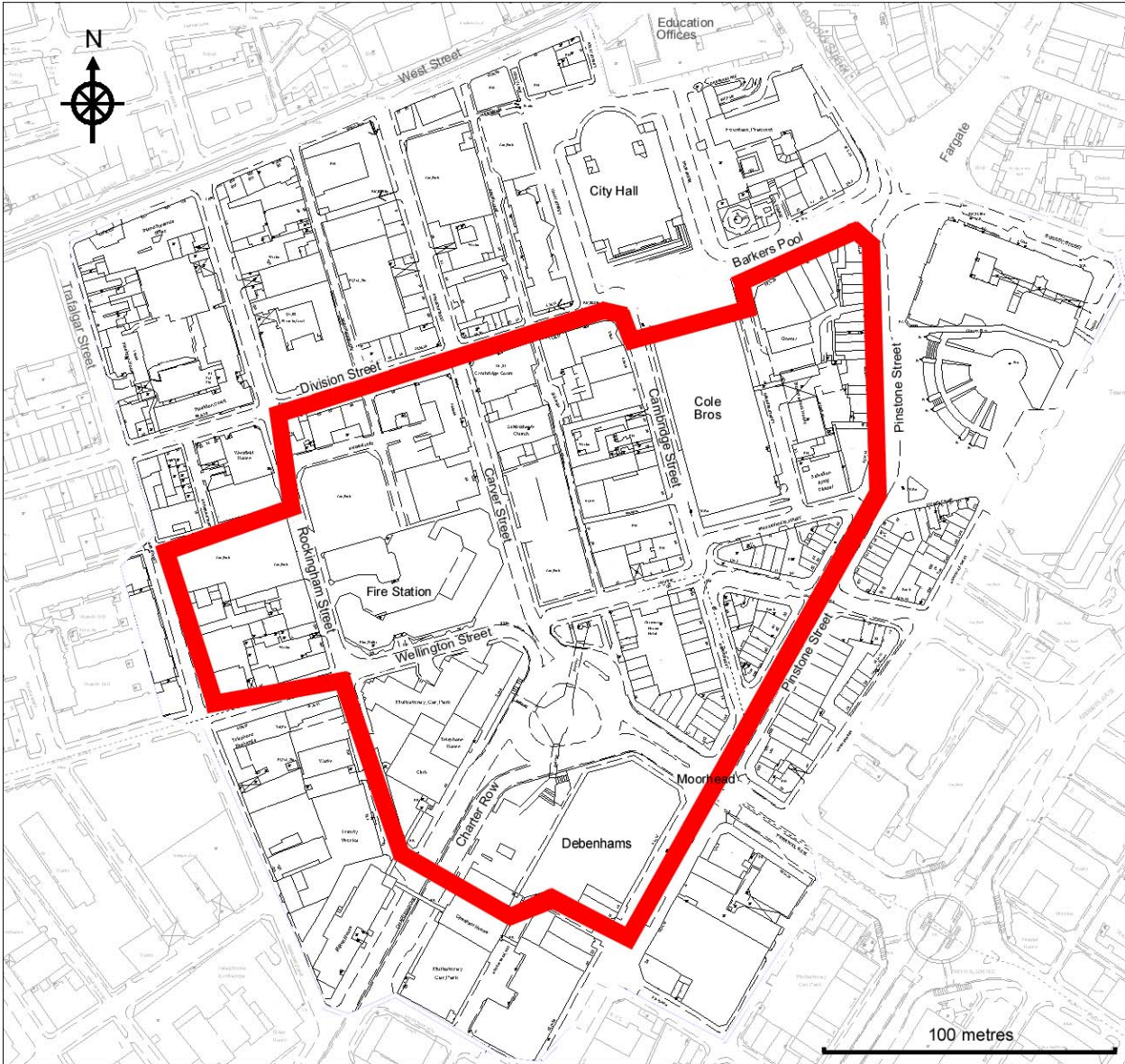
Mr. Ronald Rees  
Manager  
City Development Unit  
Planning Transport & Highways  
Development, Environment & Leisure  
Howden House  
1 Union Street  
Sheffield  
S1 2SH

Tel: 0114 273 4215  
Fax: 0114 273 6204



9 APPENDICES

Appendix 1: Plan of the New Retail Quarter



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**—** Boundary of Principal Development Area



## Appendix 2: Objectives of Urban Design

The Commission for Architecture and the Built Environment was authorised by the Government to produce practical advice on urban design for planners. Their report, 'By Design - Urban design in the planning system: towards better practice' was published in 2000.

The report notes that successful urban design incorporates the following principles or objectives:

<b>OBJECTIVES OF URBAN DESIGN</b>	
<p><b>Character</b></p> <p><i>A place with its own identity</i></p>	<p>To promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture.</p>
<p><b>Continuity and enclosure</b></p> <p><i>A place where public and private spaces are clearly distinguished</i></p>	<p>To promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas.</p>
<p><b>Quality of the public realm</b></p> <p><i>A place with attractive and successful outdoor areas</i></p>	<p>To promote public spaces and routes that are attractive, safe, uncluttered and work effectively for all in society, including disabled and elderly people.</p>
<p><b>Ease of movement</b></p> <p><i>A place that is easy to get to and move through</i></p>	<p>To promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport.</p>
<p><b>Legibility</b></p> <p><i>A place that has a clear image and is easy to understand</i></p>	<p>To promote legibility through development that provides recognisable routes, intersections and landmarks to help people find their way around.</p>
<p><b>Adaptability</b></p> <p><i>A place that can change easily</i></p>	<p>To promote adaptability through development that can respond to changing social, technological and economic conditions.</p>
<p><b>Diversity</b></p> <p><i>A place with variety and choice</i></p>	<p>To promote diversity and choice through a mix of compatible developments and uses that work together to create viable places that respond to local needs.</p>



## Appendix 3: Relevant Unitary Development Plan Planning Policies

### Policy Abbreviations

<b>SP :</b>	Strategic Policies
<b>BE:</b>	Built Environment
<b>CF:</b>	Community Facilities
<b>H:</b>	Housing
<b>IB:</b>	Industry and Business
<b>S:</b>	Shopping
<b>T:</b>	Transport

### SP2 SHEFFIELD AS A REGIONAL CENTRE

Sheffield will be promoted as a regional centre for jobs, shopping, commerce, public services, higher education, leisure, culture, entertainment and tourism by making the most of opportunities available in different parts of the City. The City Centre and Lower Don Valley will have important complementary roles and a balance will be maintained which would:

- (a) promote the regeneration of the City Centre as the major commercial and cultural centre of the City; and
  - (b) promote the regeneration of the Lower Don Valley, through the development of industry, business and large scale uses which could not be accommodated in the City Centre; and
  - (c) lead to a more efficient and effective use of roads and public transport; and
  - (d) locate facilities where they would be most accessible for potential users.
- 

### SP3 A CITY CENTRE FOR PEOPLE

The City Centre will be:

- (a) promoted as the principal commercial centre of South Yorkshire with a wide range of jobs and facilities serving the larger region; and
  - (b) developed in a way that caters for disadvantaged people; and
  - (c) made safer and more accessible for pedestrians and cyclists and people using public transport; and
  - (d) made more attractive as a place to live in and visit; and
  - (e) encouraged as a focus for the social, economic and environmental regeneration of the City.
- 

### BE1 TOWNSCAPE DESIGN

A high quality townscape will be promoted with a positive approach to conservation and a high standard of new design. The best of Sheffield's buildings will be kept and refurbished, and their settings improved.

Definitions

'Townscape' - refers to the physical appearance of the urban environment. It includes the design of buildings, the spaces between the buildings and the relationship between them.

---

### BE2 VIEWS AND VISTAS IN THE BUILT-UP AREA

New development will be expected to respect the skylines, roofscapes and views that are particularly visible within the City.

---

### BE3 VIEWS AND VISTAS IN THE CITY CENTRE

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

- (a) views into the City Centre from:
- (i) Pitsmoor Road;
  - (ii) Sheffield Parkway;
  - (iii) Park Hill;
  - (iv) Park Grange Road.
- (b) views within and looking out from the City Centre:
- (i) up and down The Moor;
  - (ii) towards the Town Hall along Division Street and Leopold Street;
  - (iii) down Fargate;
  - (iv) from High Street along Church Street;
  - (v) along Wicker towards the railway arches;
  - (vi) from Campo Lane across the Don Valley;
  - (vii) from the City Centre across the Sheaf Valley;
  - (viii) from West Street to the Solly Street ridge at Rockingham Street and Bailey Lane.

Tall buildings will be discouraged in the Don and Sheaf Valleys between Kelham and the Railway Station.

## **BE4 ENVIRONMENTAL IMPROVEMENTS**

Priority for environmental improvements will be given to areas where the environment is unsatisfactory in:

- (a) areas of known poverty;
- (b) areas for housing renewal;
- (c) the City Centre;
- (d) District and Local Shopping Centres;
- (e) run-down industrial and commercial areas;
- (f) the M1 Corridor, and along the Strategic Road Network, passenger railway lines, Supertram routes, rivers and the Canal;
- (g) areas which have existing or potential value for nature conservation or informal recreation.

### **Definitions**

'Environmental improvements' - small-scale improvements to the appearance and use of any area by creating features such as new open spaces, landscaped areas, areas for nature conservation, sculptures, murals, seating, renewing street lighting, road signs, paving, fences and walls, improvements to the frontages of buildings and measures to increase personal safety.

'Areas of known poverty' - normally Areas of Poverty and Areas of Acute Poverty which are defined periodically by the City Council. These are based on an analysis of the Census of Population, data on housing benefit claimants and other information (see Map 2).

'Areas for housing renewal' - include:

- mainly private sector areas designated for neighbourhood renewal under the Local Government and Housing Act 1989.
- Council estates where renewal is being concentrated.

## **BE5 BUILDING DESIGN AND SITING**

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

### Physical Design

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



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

#### User Requirements

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

#### Refurbishment

- (l) the refurbishment of good existing buildings will normally be encouraged, particularly where their loss would lower the quality of the street scene.

#### Temporary Buildings

- (m) temporary buildings will be permitted only where they are required to meet short-term operational needs and would not be in prominent locations or Conservation Areas.
- 

### **BE6 LANDSCAPE DESIGN**

Good quality landscape design will be expected in new developments and refurbishment schemes. Applications for planning permission for such schemes should, where appropriate, include a suitable landscape scheme which:

- (a) provides relevant information relating to new planting and/or hard landscaping, and of existing vegetation to be removed or retained; and
  - (b) provides an interesting and attractive environment; and
  - (c) integrates existing landscape features into the development, including mature trees, hedges and water features; and
  - (d) promotes nature conservation and uses native species where appropriate.
- 

### **BE7 DESIGN OF BUILDINGS USED BY THE PUBLIC**

In all buildings which are to be used by the public, provision will be expected to allow people with disabilities safe and easy access to the building and to appropriate parking spaces. The provision of other facilities for people with disabilities or with young children will be encouraged, including:

- (a) safe and easy access within the building and between floors; and
- (b) toilet facilities; and
- (c) facilities for people with young children and for elderly people including, where appropriate, childcare and baby-changing facilities and seating; and
- (d) siting and design so that they are easily accessible to public transport users.

Access to existing buildings and their surroundings should be improved as opportunities arise to enable all users to move around with equal ease.

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### **BE8 ACCESS TO WORKPLACES**

In all developments which would result in the provision of 20 or more jobs, suitable access arrangements will be promoted especially for public reception areas and toilet facilities, to meet the needs of employees and members of the public with disabilities.

---

## **BE9 DESIGN FOR VEHICLES**

New developments and refurbishments should provide a safe, efficient and environmentally acceptable site layout for all vehicles (including cycles) and pedestrians. They will be expected to include the following:

- (a) a clear definition of vehicle access and exit; and
  - (b) good quality design of internal roadways and signs; and
  - (c) adequate manoeuvring, turning and parking space for service vehicles; and
  - (d) effective access at all times for emergency vehicles; and
  - (e) adequate standing space for operational vehicles when not in use, particularly within the premises from which they operate; and
  - (f) adequate parking space suitably located for vehicles used by people with disabilities; and
  - (g) parking areas designed to minimise the risk of crime against people and vehicles by making all parts of each area visible by users; and
  - (h) adequate safeguards for people living, working or walking at the site or nearby from exhaust fumes, traffic noise or risk of accident.
- 

## **BE10 DESIGN OF STREETS, PEDESTRIAN ROUTES, CYCLEWAYS AND PUBLIC SPACES**

The design and environmental improvement of streets, pedestrian routes and areas, cycleways and public spaces should where appropriate and practicable:

- (a) make them convenient and safe to use for people with disabilities, elderly people, young people, and people with young children; and
- (b) maximise the personal safety of pedestrians, particularly at night, and provide landscaping which does not significantly reduce visibility or form potential hiding places; and
- (c) create attractive, welcoming and usable open areas where people can gather informally; and
- (d) co-ordinate paving, street lighting, cycle parking, signs, street furniture, road crossing points and landscaping and other public utilities requirements; and
- (e) lead to an overall reduction in the harmful effects of traffic, particularly near where people live; and
- (f) minimise the conflict between pedestrians, cyclists and motorised traffic; and
- (g) ensure that road layouts facilitate the efficient provision of public transport services; and
- (h) be to a standard which will enable them to be adopted for maintenance at public expense.

### **Definitions**

'Environmental improvements' - as for Policy BE4.

'Public Spaces' - as for Policy BE11.

---

## **BE11 PUBLIC SPACES**

Public Spaces will be protected and enhanced where they make an important contribution to the character or appearance of an area or provide places for people to walk or relax.

Development within or adjacent to the following Public Spaces will only be permitted where it would respect:

- (a) the character of the space in terms of function, scale, proportions and views; and
  - (b) the contribution which surrounding buildings make to the character of the space in terms of scale, massing and proportions.
- (i) The Moor
  - (ii) Peace Gardens
  - (iii) Barkers Pool

- (iv) Fargate
- (v) Tudor Square
- (vi) Norfolk Row
- (vii) Chapel Walk
- (viii) Cathedral Square
- (ix) George Street
- (x) Paradise Square
- (xi) Hartshead
- (xii) Castle Square
- (xiii) Fitzalan Square
- (xiv) Town Hall Square
- (xv) High Street
- (xvi) Church Street
- (xvii) Pinstone Street
- (xviii) Furnival Gate/Moorhead
- (xix) Blonk Street/Castlegate/Exchange Street (part)/Exchange Place
- (xx) Moorfields/Gibraltar Street/West Bar

### **Definitions**

'Public spaces' - areas within the built-up parts of the City including formal squares and gardens, grassed areas and pedestrian streets, which are open for public use. Those within the City Centre are defined on the Proposals Map. In other areas they would be defined in supplementary planning guidance. Some are also defined as Open Space Areas.

---

### **BE12 PUBLIC ART**

The provision of works of public art in places which can be readily seen by the public will be encouraged as an integral part of the design of major developments.

### **Definitions**

'Public art' - art or craftwork, designed and/or made by professional artists and craftspeople, which enhances the public appearance of the development.

'Major Developments' - for the purposes of this Policy, new buildings or refurbishment or enhancement schemes which have an important visual impact on the City or affect the character of a neighbourhood.

---

### **BE15 AREAS AND BUILDINGS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST**

Buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced. Development which would harm the character or appearance of Listed Buildings, Conservation Areas or Areas of Special Character will not be permitted.

### **Definitions**

'Listed Buildings' - buildings or structures considered to be of special architectural or historic interest and included in the list (approved by the Secretary of State for Culture, Media and Sport) giving details of each building. They are protected from unauthorised demolition.

'Conservation Area' - an area of special architectural or historic interest which has been formally designated by the City Council under powers in the Planning (Listed Buildings and Conservation Areas) Act 1990, Part II.

'Area of Special Character' - an area which has the special architectural or historic qualities to justify considering its future designation as a Conservation Area.

---

### **BE16 DEVELOPMENT IN CONSERVATION AREAS**

In Conservation Areas permission will only be given for proposals which contain sufficient information to enable their impact on the Area to be judged acceptable and which comprise:

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

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

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

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

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

---

## **BE 17 DESIGN AND MATERIALS IN AREAS OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST**

In Conservation Areas and Areas of Special Character a high standard of design using traditional materials and a sensitive and flexible approach to layouts of buildings and roads will be expected for:

- (a) new buildings, walls, roads and footpaths;
- (b) alterations and extensions to existing buildings;

and encouraged for:

- (c) repairs to buildings, walls, roads and footpaths.

### **Definitions**

'Traditional materials' - those materials in common use at the time when those buildings which give a historic area its special character were built. In Sheffield, stone and slate are usually the predominant materials but timber, brick and tile are also used.

---

## **BE18 DEVELOPMENT IN AREAS OF SPECIAL CHARACTER**

In Areas of Special Character the following will be expected:

- (a) the submission of planning applications which provide enough information to enable an assessment to be made of the impact of the development on the Area; and
- (b) the retention of buildings, walls, trees, open spaces and other features that contribute to the character of the Area; and
- (c) new development which respects the appearance and character of the Area.

### **Definitions**

'Area of Special Character' - an area which has the special architectural or historic qualities to justify considering its future designation as a Conservation Area.

City Centre (Proposals Map 10)  
Arundel Street; Devonshire Green; Portobello.

---

## **BE19 DEVELOPMENT AFFECTING LISTED BUILDINGS**

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

Proposals for change of use will be expected to preserve the character of the building.

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

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

---

## **BE20 OTHER HISTORIC BUILDINGS**

The retention of historic buildings which are of local interest but not listed will be encouraged wherever practicable.

### **Definitions**

'Buildings which are of local interest but not listed' - includes buildings which the Council is seeking to have listed and any other buildings which are important in the street scene or landscape but not of national importance which would qualify for inclusion in the Schedule of Historic Buildings of Local Interest.

---

## **BE22 ARCHAEOLOGICAL SITES AND MONUMENTS**

Scheduled Ancient Monuments and their settings and other sites of archaeological interest will be preserved, protected and enhanced.

Development will not normally be allowed which would damage or destroy significant archaeological sites and their settings.

Where disturbance of an archaeological site is unavoidable, the development will be permitted only if:

- (a) an adequate archaeological record of the site is made; and
- (b) where the site is found to be significant, the remains are preserved in their original position.

### **Definitions**

'Scheduled Ancient Monuments' - monuments of national importance by virtue of their historic, architectural, traditional or archaeological value and protected under the Ancient Monuments and Archaeological Areas Act 1979. Most tend to be archaeological sites or buried deposits but some are standing remains. They could also be ruins or buildings with no present day use. Bridges and industrial structures can also be Scheduled.

'Significant' - Scheduled Ancient Monuments and other sites which are found, after investigation, to be of national or local importance.

---

## **H2 LOCATIONS FOR HOUSING DEVELOPMENT**

The main locations for housing development will be:

- (a) Inner Sheffield and the City Centre
- (b) Mosborough.

Opportunities will be taken to provide more land for housing in other parts of the City where this would not significantly harm the built or natural environment.

---

## **CF3 CHILDCARE FACILITIES IN BUILDINGS USED BY THE PUBLIC**

In all developments which the public are encouraged to visit, the provision of appropriate childcare facilities for children of all ages will be encouraged.

### **Definitions**

'Developments which the public are encouraged to visit' - include shopping centres, department stores, leisure facilities.

'Appropriate childcare facilities' - include changing and feeding rooms, toilets, play equipment, crèches, nurseries and play groups.

---

#### **CF4 CHILDREN'S NURSERIES**

The provision of or support for accessible nursery facilities, on or off site will be encouraged in major developments where people work or receive education or training.

##### **Definitions**

'Provision' - the level of provision expected will be in the range of one nursery place per 80-90 employees. Experience of other organisations has shown this to be a reasonable level. The City Council will monitor this guideline as the structure of the City's population changes.

'Accessible' - able to comply with the access provisions of Policy BE7 Design of Buildings Used by the Public

'Major development' - for the purposes of this Policy, normally includes developments with, in the City Centre, over 5,000 sq. m. gross floor area, or over 300 workers, or site areas over a quarter of a hectare.

---

#### **IB7 DEVELOPMENT IN BUSINESS AREAS**

In Business Areas, the following uses will be:

##### **Preferred**

Business (B1)

##### **Acceptable**

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

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

Hotels (C1)

Housing (C3) at upper levels in the City Centre

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Open space

Hostels

Petrol filling stations on Strategic Roads

Car parks

##### **Unacceptable**

Other shops (A1) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre

General industry (B2)

Open storage (B8) and, in Manor Opportunity Area, warehouses (B8)

Residential institutions (C2)

Housing (C3) outside the City Centre

Lorry parks

Scrapyards

Development proposals for uses not listed will be decided on their individual merits.

All new development must also comply with Policies IB8 to IB14 and S5 as appropriate.

Definition

'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the Area

---

## **S1 THE CITY CENTRE AND THE LOCATION OF MAJOR SHOP DEVELOPMENTS**

Major retail development will be promoted in Sheffield's Central Shopping Area where it would encourage regeneration of the City Centre and help to develop and consolidate its role as the principal commercial centre of South Yorkshire.

Major non-food retail development will be concentrated within the Central Shopping Area and the District Shopping Centres and, if the development is for the sale of mainly bulky goods, in Retail Parks.

Major food retail development will be concentrated within and at the edge of the Central Shopping Area and District Shopping Centres.

---

## **S2 DEVELOPMENT OF FRONTAGES IN THE CITY CENTRE'S RETAIL CORE**

On ground floor frontages within the Retail Core of the Central Shopping Area, new retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged. In the Fargate Area, frontage development should help to consolidate the retail function of the Area.

Accordingly:

- in the Fargate Area, only shops (A1) will be permitted on ground floor frontages.
- in the rest of the Retail Core on ground floor frontages, the following uses will be:

### **Preferred**

Shops (A1)

### **Acceptable**

Offices used by the public (A2)

Food and drink outlets (A3)

Amusement centres

All other uses will be unacceptable.

- non-shopping uses on ground floor frontages will be required to provide and retain a window display or frontage appropriate to a shopping street location.

### **Definitions**

'Central Shopping Area' - the entire shopping area within the City Centre. See Proposals Map 10 for details of the boundary.

'Retail Core' - the parts of the central Shopping Area mainly used for the retail sale of goods, between The Moor and Castlegate. Street frontages of the Retail Core are marked on Proposals Map 10.

'Fargate Area' - Sheffield's 'primary' shopping area within the Retail Core, where pedestrian flows and rental levels are highest. Street frontages of the Fargate Area are marked on Proposals Map 10.

---

## **S3 DEVELOPMENT IN THE CENTRAL SHOPPING AREA**

In the Central Shopping Area, other than on ground floor frontages in the Retail Core, the following uses will be:

### **Preferred**

Shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)  
Housing (C3)

### **Acceptable**

Business (B1)  
Hotels (C1)  
Residential institutions (C2)  
Community facilities and institutions (D1)  
Leisure and recreation facilities (D2)  
Amusement centres  
Car Parks  
Hostels

### **Unacceptable**

General industry (B2)  
Warehouses and open storage (B8)  
Car showrooms  
Garage and transport depots  
Petrol filling stations  
Scrapyards

Car parks must comply with Policies T20 to T22.

All new development must comply with Policies H12 and S10 as appropriate.

### **Definitions**

'Central Shopping Area' - as for Policy S1.

'Retail Core' - as for Policy S2, above.

'Fargate Area' - as for Policy S2, above.

---

## **S4 DISTRICT CENTRE SHOPPING**

Retail development will be promoted in the District Shopping Centres. Food retail development will be promoted within District Shopping Centres and, where there are no suitable sites within such Centres, at their edges.

Proposals for retail development within District Shopping Centres will be permitted only provided that they would comply with sub-paragraphs (a) and (b) of Policy S5 in relation to the Central Shopping Area.

Proposals for retail development at the edge of District Shopping Centres will be permitted only provided that they comply with Policy S5.

### **Definitions**

'District Shopping Centres' - as for Policy S1, page x.

'At the edge of' - as for 'Edge-of-Centre' in Policy S1.

---

## **S5 SHOP DEVELOPMENT OUTSIDE THE CENTRAL SHOPPING AREA AND DISTRICT CENTRES**

### **EDGE-OF-CENTRE DEVELOPMENT**

Retail development for food will be permitted at the edge of the Central Shopping Area or District Shopping Centres only where there is no suitable site within them.



Major retail development for non-food will be permitted at the edge of the Central Shopping Area or District Shopping Centres where for the sale of mainly bulky goods in Retail Parks.

Other development for non-food will be permitted at the edge of the Central Shopping Area or District Shopping Centres only where there is no suitable site within them.

In all edge-of-centre development the criteria set out below must be satisfied.

## **OTHER DEVELOPMENT**

Retail development other than within or at the edge of the Central Shopping Area or District Shopping Centres will be permitted where the criteria set out below are satisfied and the development is:

- (a) of a small shop; or
- (b) in, or at the edge of, a local centre, for appropriately-sized food stores and other facilities to serve the day-to-day needs of the local population; or
- (c) in a Retail Park, subject to Policy S9; or
- (d) in Meadowhall, subject to Policy S8.

## **THE CRITERIA**

In addition, all retail development outside the Central Shopping Area and District Shopping Centres must satisfy the following criteria:

- (a) it would not undermine the vitality and viability of the City Centre or any District Shopping Centre as a whole, either taken alone or cumulatively with other recent or proposed development; and
- (b) it would not jeopardise private sector investment needed to safeguard the vitality and viability of the Central Shopping Area or District Centres or put at risk the strategy or proposals for promotion and regeneration of those areas; and
- (c) it would be easily accessible by public and private transport and provide satisfactory access for people with disabilities and people arriving by foot, cycle or public transport; and
- (d) it would not have a significant harmful effect on public transport services or priority measures or on other movement on the surrounding road network as existing or, where appropriate, as proposed to be improved; and
- (e) the traffic generated would not result in a significant increase in the number and length of customer trips; and
- (f) it would not take up land where other uses are required nor give rise to shortages of land for those uses which are preferred; and
- (g) it would comply with Policies IB10, H14, CF8, S10 or MU13 as appropriate.

## **Definitions**

'At the edge of' - as for 'Edge-of-centre' in Policy S1.

'Major retail development' – as for Policy S1.

'Small shops' - shops usually with not more than 280 sq.m. sales area or which are ancillary to other acceptable uses in the Area.

'Retail park' – as for Policy S1

'Where other uses are required' – where sites are explicitly safeguarded for industry and business (see Policy IB9) or for Housing (see Policy H13).

'Preferred' – as in Policies IB6 to IB8, H10 and H11, CF6 and CF7, MU5 and MU6, MU9 to MU11.

'Retail warehouses' – as for Policy S1.

'Warehouse clubs' – out-of-centre businesses specialising in bulk sales of reduced price quality goods in unsophisticated buildings with large car parks. The operator may limit access to businesses, organisations or classes of individual and may agree to limit the number of lines sold.

'Factory outlets' – groups of shops, usually away from the town centre, specialising in selling seconds and end-of-line goods at discount prices.

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## **T21 CAR PARKING**

Provision will be made for car parking where it would:

- (a) meet the operational needs of businesses; or
- (b) be essential for the viability of a new development; or
- (c) enable ready access to the City outside peak hours; or
- (d) improve the environment or safety of streets; or
- (e) meet the needs of people with disabilities; or
- (f) be needed by visitors to the countryside;

and provided that it would comply with Policies T22-T25 and the Parking Guidelines.

Levels of parking will be regulated to prevent excessive peak hour congestion.

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## **T28 TRANSPORT INFRASTRUCTURE AND DEVELOPMENT**

New development which would generate high levels of travel will be permitted only where it could be served adequately by:

- (a) existing public transport services and infrastructure; or
- (b) additions or extensions to such services linked directly to the development; or
- (c) proposed extensions to the Supertram network; and
- (d) the existing highway network

and will be promoted where it would be best served by public transport, and where its location would reduce the need to travel, especially by car.

Where transport improvements will be needed to enable the proposal to go ahead, these should normally be provided, or commitment entered into to secure their provision, before any part of the developments comes into use.

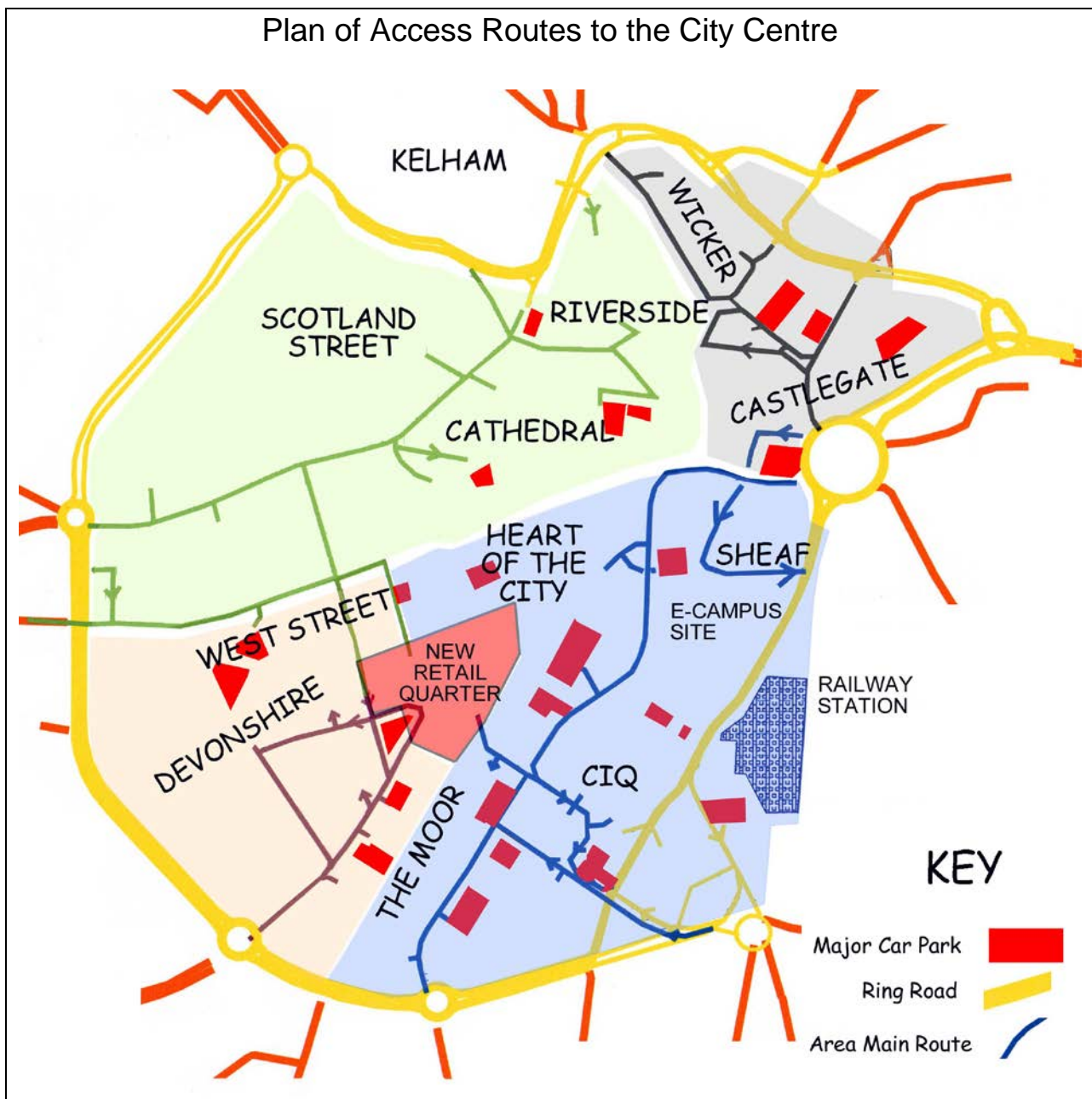
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## Appendix 4: Transport Information

### Sheffield One Masterplan, December 2000

The Sheffield Masterplan sets out a vision for access to the City Centre by all modes, including the car. The New Retail Quarter forms a critical part of this vision. The key element is that improvements to access routes will be made without allowing or encouraging a reintroduction of through traffic in the City Centre. A new 'access loop' system will be based on improvements and modifications to the existing system, supported by significant improvements in information systems and signing. The activities generated by the New Retail Quarter will directly impact the new transportation systems, being at the confluence of several of them in the City Centre.

The plan below identifies the location of the New Retail Quarter in relation to the conceptual layout of the proposed access loops.



## **Vehicular Access**

The vision proposes 'spine routes' for access to the City Centre. Charter Row will continue to be the main spine route into the City Centre from the south-west. Access from the north-east and south-east will continue to be via Commercial Street, Arundel Gate, Eyre Street and Furnival Gate. Charter Row will therefore serve the Coles, Atkinsons, Rockingham Way and Charter Row car parks, whilst Arundel Gates/Eyre Street/Furnival Gate will serve the Coles, Arundel Gate, Heart of the City and Furnival Gate car parks. All car parking associated with the New Retail Quarter will be expected to be focused on short stay (ie. up to 4 hours) but also allow for the extended dwell times anticipated as a consequence of the New Retail Quarter development.

In terms of the physical design and layout of streets, the style of redesign already successfully adopted for Arundel Gate is seen as an appropriate means of reducing severance for both car drivers and pedestrians, allowing direct right turns and improving the street environment without significantly affecting traffic capacity. When applied to Charter Row and the other spine routes, this design strategy will provide a clear branding or message to car drivers that these are routes designed to provide good quality access to and from the City Centre rather than catering for large volumes of non-stop through traffic. This branding is part of a large scale legibility strategy for the City Centre now being developed by consultants. A very important part of this will be directing people to the New Retail Quarter, including by car and to the most appropriate parking, and then on foot from the parking to the shops and activities which they wish to access. In developing proposals for the New Retail Quarter these issues should be taken into account.

Access to car parking in the New Retail Quarter is likely to be from Charter Square. This key location is a fulcrum in the access system, given that parking in this vicinity is likely to be the most attractive in the City Centre. This in turn requires it to be accessed easily from both Charter Row and Arundel Gate/Furnival Gate. Importantly, through traffic will be precluded from crossing from one side of the new Charter Square junction to the other by means of a bus gate or similar device designed to be very clearly understood by drivers. Design work on this is currently in progress. These considerations should be considered in preparing a response to the New Retail Quarter opportunity.

## **Service Vehicles**

A retail development of the size proposed as part of the New Retail Quarter strategy will inevitably necessitate a considerable number of lorry and service vehicle movements. The City Council would not wish to see the effectiveness of the general access spine route strategy reduced by unco-ordinated use of possibly unsuitable routes by lorries and service vehicles. To this end, the City Council will work with the selected development partner to agree and promote a suitable route for such activities and movements.

## **Cycle & Pedestrian Facilities**

In addition to cars, the City's signing and legibility strategy will point cyclists and pedestrians to the New Retail Quarter. Therefore, within the quarter, the development partner will be expected to ensure that sufficient cycle and motorcycle parking facilities are provided. Also, being based on a hierarchy of levels of detail, the legibility strategies branding can be continued inside the quarter to aid pedestrian movement to, and between, the shops and facilities.

## **Public Transport**

Work is in progress investigating how public transport access to the City Centre can be improved. It is acknowledged that the current bus interchange at Pond Street is not well integrated into the City Centre, nor does it adequately serve the needs of the many cross-city bus services. So, in addition, a ring of mini-interchanges is proposed around the City Centre, allowing easy pedestrian access between buses and the New Retail Quarter and other quarters of the City, as well as seamless interchange between buses. There is an opportunity for a public transport interchange to be incorporated into the proposals for the New Retail Quarter. The developer will be encouraged to provide such facility by liaising closely with SYPTE.

In terms of rail, major bids for both public and private sector funding are currently being prepared for schemes to improve both the station and its pedestrian links to the City Centre. This is hoped to make an extremely high quality gateway to the City Centre and the New Retail Quarter. These initiatives will provide quality pedestrian access between the New Retail Quarter and the City's trams, trains and buses.

## **Transport Assessment & Travel Plans**

Attention is drawn to Sheffield City Council's newly issued 'Guidelines for the Preparation of Transport Assessments and Travel Plans'. This offers advice on the City Council's likely requirements, including how the development's transport assessment should address the issues of integration with the public transport network, and access for cyclists and pedestrians, as well as its proposals for car parking and projections of the effects of generated traffic on the existing highway network. The City Council will be pleased to offer advice and assistance with the preparation of employee and customer travel plans, which should follow the example now being set by Meadowhall.



## Appendix 5: Statement of Consultation

In December 2001 the Council distributed a draft form of this Guidance to businesses and to other interested organisations such as the Chamber of Trade, owners of the development sites and infrastructure agencies with responsibilities in the City Centre. Anyone who requested a copy of the Guidance was given one. An accompanying letter invited comments on the Guidance by 31st January 2002. A full list of organisations that were consulted is shown on page 45.

Twenty representations were received. All of them welcomed development at the New Retail Quarter. The main issues raised in representations are summarised below, with the Council's response to them in italics. A full record of representations and the City Council's responses to them is shown at page 47.

### • The Interim Policies

- The Consultation Draft Guidance contained 'Interim Planning Policies', designed to be incorporated into the UDP, that stated that the Council would resist major retail proposals outside the New Retail Quarter yet inside the Central Shopping Area that might harm development of the New Retail Quarter. Respondents with interests in The Moor were concerned that these policies may be applied to discourage development that might benefit the city as a whole.

- *Consistent with its statement in consultation draft paragraph 1.6, the Council has decided to promote IPP Policies through the UDP, consistent with guidance contained within PPG12.*

### • Clarification needed in the document

- Respondents differed over whether the amount of floorspace to be built in the New Retail Quarter should be specified.
  - *The Council considers that the reference to floorspace figures indicates the scale of the proposed development.*
- Whether the section "The New Retail Quarter - How it will be put into effect" (Section 6 of the Draft Guidance) constitutes Supplementary Planning Guidance
  - *The Council acknowledges that much of the content of this section constitutes Supplementary Planning Guidance and has re-cast it as such.*
- Conservation and historic buildings: Which buildings are to be preserved? Respondents wanted the street pattern and local character to be preserved.
  - *In considering applications for the development in the New Retail Quarter the Council will have a statutory duty to consider the desirability of the preservation or enhancement of the Conservation Area. The Council will balance these requirements against the benefits provided by the New Retail Quarter for the City Centre as a whole. The wording of the guidance on conservation issues has been modified to clarify the Council's approach.*

- *Reference has been made to the City Centre conservation Area policy document that identifies unlisted buildings that make a positive contribution to the character or appearance of the area. An extract from the policy document that shows these buildings is included at Appendix 5.*

- **Policy Issues to be included in the document**

- The owners of Meadowhall noted the complementary roles of Meadowhall and the New Retail Quarter

- *The issue will be considered in the UDP Review.*

- A comprehensive approach should be taken to integrating public transport and parking in the development in the context of the city centre as a whole.

- *The Council agrees. The Guidance has been made more explicit in this respect.*

- **What the design of the New Retail Quarter should include**

- A new library

- *Possibly to be included in the wide range of uses that will be promoted in the final scheme*

- Greater emphasis on the green environment within the New Retail Quarter

- A family-friendly approach. Spaces should be provided for children and for special events

- Designing out crime is important

- *The principles of design outlined in Section 5 will ensure that these issues will be considered as part of the scheme.*

- **The development process**

- Property owners and occupiers should be consulted over developments

- *The Council intends to continue to consult with all those with an interest in the area.*



## List of Organisations and Businesses consulted over the Draft Guidance

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5 Lowe 22  
Abbey Life Assurance  
Abbey National Building Society  
Access Liaison Group  
Adecco Employment agency  
Alliance & Leicester plc  
Ancient Monuments Society  
Apollo Travel  
Ask Restaurants Ltd  
Atkinson Group Ltd  
Axa  
Bar Yahoo Ltd  
Barkers Pool Ltd  
Barnsley MBC  
Barracuda Pubs & Bars  
BDP  
Bellsite Ltd  
Big Deal  
Bilbao Nightclub  
Black Community Forum  
Boardwalk Properties  
BOSSY  
Brightgala Ltd  
Brightreasons Restaurants  
Britannia Building Society  
British Legion  
British Pipeline Agency  
British Telecom  
British Waterways  
Broadwalk Properties  
Capland Properties  
Capricorn Textiles  
Cardinal Lysander Ltd  
Carillion  
CASA  
Cathedral Quarter  
CB Hillier Parker Ltd acting for Shop Moor Ltd  
CBI  
Central Lending Library  
Chubbys Kebab House  
Churches Together in Sheffield City Centre  
City Ecology Unit  
City Estates  
City Property Investment Co Ltd  
Civic Trust  
Clerical Medical Investment Group Limited  
Co-operative Insurance Society Ltd  
Coal Authority (Mining Reports - South Yorks)  
Cole Brothers  
Commission for Architecture and the Built Environment  
Cordwell Property  
Council for British Archaeology  
Damart Thermawear  
Debenhams  
Dek One  
Delaquest  
Devonshire Quarter Community Association  
DLA acting on behalf of Brook Leisure Ltd  
Dollond and Aitchison  
Doncaster Metropolitan Borough Council  
DT&T Powell & CJ Found  
Durham Pine  
Early Years Partnership (via Children's Service)  
EMCO Estates Ltd  
English Heritage  
Environment Agency - Air Quality Issues  
Excel Parking  
First Mainline Group  
Fordella Ltd  
Fowler Sandford  
Foxy Sandwiches  
Friends of the Earth  
Fuller Peiser  
Gadgets n Cards  
Games Plus  
Gap  
Georgian Society  
GL Hearn Planning on behalf of British Land  
GMB Union  
Going Places  
Goldmark Ltd  
Government Office For Yorkshire and Humberside  
GQ Clothes Ltd  
Graham Planners & Surveyors  
H Samuel Ltd  
Hallam Historic Buildings  
Hammerson Plc  
Hammicks Bookshops  
Healey & Baker  
Healthy Feet  
Hemingway Properties plc  
Henry Leah & Sons (UK Estates)  
Herbert Brown  
Herbert Smith  
Highways Agency  
HSBC Bank Plc.  
Imperial Cancer Research Fund  
Insignia Richard Ellis  
J B Printing Supplies  
JD Wetherspoon  
John Lewis Properties  
Johnson Cleaners UK Ltd  
Jones Bootmaker  
Kebab Istanbul  
Kingdom Nightclub  
Langley Estates Ltd  
Laycock House - Occupiers  
Laycocks Trust  
Leeds & Holbeck Building Society  
Licensed Retail Properties Ltd  
Lloyds TSB Scottish Asset Finance  
London & Regional  
Low Cost Telecom  
Luminar Leisure Ltd  
Lunn Poly  
Maplin Electronics  
Meadowhall Centre Ltd  
Meis restaurant / Amsco (191) Ltd

Midascharm Ltd  
Minster Insurance  
Montagu Evans for Hammerson Developments  
Moss-Clark Advertising  
Mothercare UK Ltd  
Multiyork  
N&M Spears (Fastframe)  
National Westminster Bank plc  
NCP Ltd  
Newcastle Building Society  
Noble House Group  
Northern Counties Housing Association  
Northern Rock plc  
Olan Mills  
Ove Arup  
Pedestrians' Forum  
Pepes  
Pollards Tea Rooms  
Post Office Property Holdings  
Preston Borough Council  
Proper Pasty Company  
Property Services Division, Sheffield CC  
Quicksilver Amusements  
Regional Development Dept  
REIT Asset Management  
Retandin Property Company  
Right Now Contracts Ltd  
Robert Turley Associates  
Roche Gold Helm Roche  
Rotherham Metropolitan Borough Council  
Royal British Legion  
Royal Sun Alliance Property Investments  
Rudi Ltd  
Scottish & Newcastle Pubs & Restaurants  
Scottish Widows  
Sheffield Careers Guidance Services  
Sheffield Cathedral Development Campaign  
Sheffield Chamber of Commerce and Industry  
Sheffield Chamber of Trade  
Sheffield City Council - Environmental Services  
Sheffield CC - Directorate of Education  
Sheffield CC - Directorate of Housing  
Sheffield CC - Directorate of Leisure Services  
Sheffield CC - Directorate of Social Services  
Sheffield CC - Planning, Transport & Highways  
Sheffield Conservation Advisory Group  
Sheffield Cultural Industries Quarter Agency  
Sheffield Cycling Forum  
Sheffield Diocesan Board of Finance  
Sheffield Express Business Travel Ltd  
Sheffield First for Investment  
Sheffield First Partnership  
Sheffield Galleries & Museums Trust  
Sheffield Hallam University  
Sheffield International Venues  
Sheffield Markets  
Sheffield One  
Sheffield Science & Technology Parks  
Sheffield Town Trustees  
Sheffield Women's Cultural Club  
Sheffield Women's Forum  
Somersfield plc  
South Yorkshire Archaeology Service  
South Yorkshire Fire and Rescue Service  
South Yorkshire Forum  
South Yorkshire Industrial History Society  
South Yorkshire Passenger Transport Executive  
South Yorkshire Police  
Sport and Community Recreation  
St Modwen Developments Ltd, re Eversure House  
Stadium Developments  
Stagecoach Supertram  
Surveying Information Centre  
Talk Time UK  
TAO Clinic  
Teesside Pension Fund  
The Derbyshire Building Society  
The Georgian Group  
The Historic Buildings and Monuments Commission  
The K Shoe Shop  
The National Grid Co.- Energis Communications Ltd  
The Nottingham Building Society  
The Quakers  
The Rotary Club of Sheffield  
The Rotary Club of Sheffield Vulcan  
The Sportsman  
The Unitarians  
The Wapentake  
The Young Children's Service  
Thorntons plc  
Tiny Computers  
Toni and Guy  
Town and Country Planning UK Ltd  
Transco  
Trio Distribution Ltd  
UK Estates  
UK Estates - Leisure Ltd  
Unite Accommodation  
United Biscuits  
University of Sheffield  
Victoria Quays Co  
Victorian Society  
Voluntary Action Sheffield  
W.H Parkin & Son  
Westfield Health  
Whitbread Plc  
White Rose School of Beauty  
Yates Wine Lodges  
Yorkshire Co-operatives Ltd (Sunwin Travel)  
Yorkshire Community Housing Ltd  
Yorkshire Electricity Group plc  
Yorkshire Forward  
Yorkshire Metropolitan Housing Association  
Yorkshireman's Arms  
YTV

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