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1 Introduction

Over the last 15 years Sheffield’s City Centre has experienced one of the most dramatic and celebrated transformations of any of the Core Cities. ‘The look and feel of the City and its quality of life and place has never been stronger for many people’ (Sheffield First: State of Sheffield Report 2013).

A guiding hand behind this success has been the series of City Centre Master Plans (1994, 2000 and 2008) each of which has built consistently on the last and has enabled public engagement and informed structural investment and partnership.

In the face of a much-altered economic, investment and funding landscape, a review of the City Centre Master Plan 2008 (CCMP) has been undertaken. As in 2008 the revised CCMP takes some of its cues from the Economic Strategy which has recently been updated. At the same time the City Centre can contribute powerfully in face of the absolute necessity to adapt to climate change and to reduce carbon and provides opportunities to improve social inclusivity and fairness.

A series of Stakeholder workshops and discussions have been conducted by the City Council to inform the preparation of this Review prior to full public consultation. (see Appendix for more detail). Whilst the conclusion is that the broad physical shape and ambition of the 2008 Plan remains robust there are many areas and topics where new thinking has been proposed and accepted and ten year targets for office space and job creation have been reviewed in light of current constraints on investment.

Although the chief impact of the recession has been to reduce the confidence and capacity for investment and regeneration, such conditions do also sometimes favour fresh thinking and innovation. So as well as driving long-planned major investments and strategies, the CCMP also suggests opportunities for more short term or experimental initiatives employing land and buildings left unused by the development pause and initiatives generated by social enterprise or new entrepreneurs. Whilst some may have only a short term impact, others will provide a valuable seedbed for the next generation of new ideas and talent.
View from the Amphitheatre, South Street Park. One of the proposed chain of green spaces around the City Centre
Vision

Building on the three previous Master Plans of 1994, 2000 and 2008, the new vision for the City Centre can be summarised as follows (see also Plan i on page 14)

- Sheffield City Centre remains the major driver of the City Region economy especially for the key growth sectors of Knowledge, Creative and Digital Industries, Higher Education, Culture and Business Services and the major focus for Retail, Leisure and many public services

- A strong, well-populated, highly liveable and walkable city core with attractive public transport, good water management and an expanding local energy network will provide some of the most effective ways of reducing our carbon footprint and energy consumption, strengthening our environmental sustainability and resilience to climate change and developing Green Enterprise. Sheffield is particularly well-placed to achieve this

- Shopping will remain a major part of the City Centre’s function but over the next decade will be consolidated mainly in the Fargate/Pinstone St/The Moor/Barkers Pool/Division St and particularly the identified ‘NRQ’ core. The shopping experience will change in light of increasing use of the internet and out of town competition and become part of a rounded experience alongside leisure, work and culture. High profile national retail brands will be brought back to the centre matched by building and celebrating our strong local and independent offer which will be spectacularly showcased in the new 21st Century Market on The Moor

- We will grow the three new Business Districts – the Central, Riverside and Sheaf Valley (including Cultural Industries Quarter) each with a differentiated appeal and distinctive setting. The traditional business/professional Cathedral Quarter will also be supported as it changes its role

- The City Centre housing offer will be widened to encompass residents at all stages of life particularly around community hubs in the Devonshire Quarter, St Vincent's, Kelham Riverside and Park Hill including
appropriate local amenities and infrastructure. Family housing will also be promoted in the inner areas around the edge of the centre

- Living conditions and amenities for City Centre communities will be reviewed and gaps addressed. A considerate and managed relationship with the night time business sector in key hotspots will be promoted along with a review of designated ‘Quiet Zones’

- The health and investment of the two Universities and the Colleges will remain critical to the economy and the Council will support the planned growth of their campuses not as enclaves but as integral parts of the City Centre

- Building on the successful operation of the Inner Relief Road and Connect Wayfinding system, remaining through-traffic will be routed away from the Retail Spine onto the Inner Relief Road

- There will be a concerted programme to improve public transport infrastructure and to offer better alternative choices to car travel including enhanced bus routes, tram train and tram extensions connecting the City Centre to the wider region

- Walking and cycling into the City Centre are growing and measures will be taken to further promote safe and easily followed routes particularly across the Ring Road and incorporated in green space or waterside routes.

- The quality and accessibility of parking will be improved although not necessarily the overall quantity, other than the additional multi-storey capacity required for the NRQ.

- A City Centre Station for HS2 (High Speed Rail) is proposed

- Our public spaces are one of City Centre’s attractions. Further improvements in their connectivity, quality and management will be promoted especially along the Steel Route, Business Districts and University Campuses

- Moorfoot and Castlegate will become welcoming pedestrian gateways to the centre from the North East and South West.

- New mechanisms will be employed to resource, extend and strengthen the City’s cultural, tourism and hospitality attractions building on the established programme of festivals and events
• Waterways in the City Centre will be deculverted or re-profiled so as to reduce flood risk whilst improving habitat, public access amenity and local character.

• The City Centre Breathing Spaces programme will continue to create new green spaces, riverside parks and corridors which together form a chain of green and blue routes which will show off Sheffield's dramatic Pennine landscape and links to the Peak District.

• Castlegate will be transformed from a place associated with decline and neglect to a new quarter for living, working and leisure built around a contemporary interpretation of Sheffield's heritage.

• The City Centre will continue to be a safe, inclusive, welcoming meeting point for all age groups, cultures and classes, reflecting our vision for a fairer city.
Major Developments and Proposals - Key

1. Steel Route – high quality public pedestrian spaces
2. Moor Markets and up to 8 shops
3. Moor retail, cinemas and restaurants
4. Large retail store, Moorhead
5. New Retail Quarter
6. Moorhead/Charter Square improved pedestrian space and crossing
7. St Pauls Office No 3 Development
8. Key office sites in Central Business District
9. West Bar development proposals
10. Riverside Business District public space improvements
11. University of Sheffield Engineering building St George’s Square
12. University of Sheffield Campus improvements
13. Sheffield Hallam University Development & Society building Charles Street
14. Sheffield Hallam University Campus improvements
15. Proposed conversion of old Post Office to Language College
16. University Technical College Shoreham Street
17. Castle Hill Heritage project and park
18. Proposed Exchange Square
19. Little Kelham housing
20. Castle College North – family housing
21. Sheaf Valley Park extensions to Claywood, Granville Road and Park Hill
22. Porter Brook/Sheaf Valley development sites
23. Porter Brook flood defences deculverting and opening up for access
24. Station access and drop-off improvements
25. Edward Street Pocket Park Phase 2
26. Devonshire Quarter - housing expansion
27. Park Hill regeneration
28. Woodside/Stanley Fields green space and family housing sites
29. Digital Campus
Artist impression of Charter Square as a high quality pedestrian-friendly space linking The Moor to New Retail Quarter
Economic & Environmental Context

The last four years have seen many significant changes to the wider economy and the urban regeneration and development landscape including an almost total halt to new construction in housing, office and retail, the reduction or winding down of many public regeneration funds (although new, if more limited ones, are emerging) and a general fall in confidence, retail spend and investment.

The 2000 and 2008 CCMP were to a large extent concerned with delivery of the major development projects (often termed the Magnificent 7) and whilst most of these have now been substantially completed some outstanding elements have proved challenging to deliver in the current economic climate and may require fresh approaches.

Economic Strategy for Sheffield

The economic priorities for the City are set by the latest revision of the Economic Strategy (2013)

Sheffield is not yet fulfilling its economic potential. A prosperity gap of £1.6 billion persists in comparison to the national average GVA (Gross Value Added). This represents the difference between what the Sheffield economy does produce and what it could produce if performing at the national per capita average.

To close this prosperity gap we need to:

- Strengthen the city’s private sector and rebalance growth so that both Sheffield’s public and private sector are productive, strong and growing.
- Increase the pipeline of new businesses and the number of high performing – high value businesses. Harness the growth potential of our Small and Medium Sized Enterprises (SMEs).
- Improve the overall competitiveness and productivity of the existing business base, and secure higher growth in knowledge intensive sectors.
• Continue to improve the city’s skills base to make skills a future differentiator for the city’s economy. Connect our highly skilled people into the business base to stimulate innovation and growth.

• Support job creation and ensure that the benefits of economic growth are shared across the city, with local people seeing the benefits in more and better jobs and improved incomes.

This strategy prioritises support for the factors that drive growth in our economy and create the right conditions in the city for long-term economic success. It sets out the city’s economic priorities to 2020 and provides a framework to guide activity, resources and investment over that period.

The 2020 vision for Sheffield’s Economy is:

Sheffield will be a strong, sustainable, international economy driven by enterprise, innovation and knowledge. The city will be known for its distinctive and high performing sectors, its unrivalled quality of place and its highly skilled workforce.

A New Framework

To deliver our economic vision, we have identified six economic objectives. Achieving these objectives will deliver growth in the short and medium term and will strengthen the city’s economic foundations, improving Sheffield’s long term economic competitiveness.

The city’s economic objectives are

• Distinctive and High Performing Sectors
• A dynamic Private Sector
• A Skilled and Productive Workforce
• Future Proof Infrastructure
• An Inclusive Economy
• A High Profile City Brand

Sheffield’s economy has significantly transformed over the last two decades during which it has diversified its business base moving from a declining post-industrial city to a growing centre of more knowledge-based production of a wide range of goods and services including world-class manufacturing and applied research sectors.

The changes in the City Centre over the last 15 years have played a substantial part in that transformation becoming the main focus of the key growth sectors of knowledge, higher education, business service and creative-digital sectors offering an attractive place to work, play and live.

But Sheffield still has fewer businesses in these higher value, higher skilled sectors than other major UK cities.
Sheffield’s economy is now overwhelmingly one of small businesses. 99% of all companies are Small or Medium Size Employers (less than 250 employees). At the same time the 125 largest employers still account for 52% of jobs and 49% of annual turnover.

The Economic Strategy recognises these factors and whilst acknowledging the importance of large employers, focuses many of its proposed actions on new business formation and supporting the over 6,000 small to medium enterprises with the highest potential for growth.

The City Centre will play a particularly crucial role in this strategy, providing

• an attractive identity, gateway, shop window and first impression of the City Region
• many components of a good quality of life which will persuade talented people from the region or beyond to stay, move to, develop, invest and grow here
• a range of workplaces, housing, social and business spaces to accommodate them
• a city which its citizens feel proud of and inspired by

The City Centre must be a place of production and business start-up, not just one for consumption and the branches of national or international companies should be complemented by distinctive local enterprises.

### Investment for Sustainability

Of at least equal urgency to the needs of the economy are the pressures of climate change and the need to reduce the City’s carbon footprint which has not diminished in any way as a result of the recession.

Investment in transport modal shift, environmental and air quality, flood and drought resilience, more renewables and energy efficiency in particular are more than ever strategic environmental and economic necessities. This is one of the key growth sectors identified in the Economic Strategy.

The City Centre is intrinsically the best place to encourage sustainable behaviour and lifestyles, a ‘City of Short Distances’ with the best public transport access, dense and energy efficient housing and work spaces, and reuse of buildings and brownfield land. However for these measures to be attractive and long term City Centre living and working must also be healthy and rewarding. ‘Wellbeing is an integral part of sustainability’.

In the 1980s Sheffield led the Core Cities in transport and energy innovation and the Master Plan calls for a focussed and co-ordinated programme to regain that environmental vision and lead.
Plan i  Spatial Principles
4 Proposals

4.1 21st Century High Street

The size of the ‘High Street’ retail economy has seen decline nationally due to the recession but also for deeper structural reasons related to growing e-shopping and out of town competition. But Sheffield City Centre’s position as one of the 8 English ‘Core Cities’ yet standing at 19 in the CACI Retail Footprint Survey (or 37 in the Experian retail index) remains a uniquely unbalanced situation and offers a major investment opportunity despite the national trend.

The City Centre’s limited retail offer can be only partly explained by the presence of the Meadowhall Centre, itself a major asset and attraction for the City Region. The recent Retail Analysis carried out by GVA (2012) using data from the 2010 Cushman & Wakefield Sheffield Retail Study shows that the City Centre was still attracting £830.4 million pa of total comparison goods expenditure in the city, while Meadowhall drew £670.96 million.

Within this overall picture the City Centre comfortably outsells Meadowhall in the Homeware, Audiovisual and Chemists Goods sectors, but Meadowhall dominates the two largest categories of Clothing/Footwear and Miscellaneous (those associated more with fashion).

### City Centre and Meadowhall Turnover Comparison Goods by Category 2010

<table>
<thead>
<tr>
<th>Category</th>
<th>City Centre</th>
<th>Meadowhall</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Furniture</td>
<td>£94.57m</td>
<td>£10.28m</td>
</tr>
<tr>
<td>Other Homeware</td>
<td>£98.93m</td>
<td>£23.72m</td>
</tr>
<tr>
<td><strong>Total Homeware</strong></td>
<td><strong>£193.5m</strong></td>
<td><strong>£34.9m</strong></td>
</tr>
<tr>
<td>Clothing/Footwear</td>
<td>£243.7m</td>
<td>£309.05</td>
</tr>
<tr>
<td>Audio Visual</td>
<td>£103.63m</td>
<td>£20.99m</td>
</tr>
<tr>
<td>Chemists Goods</td>
<td>£68.53m</td>
<td>£34.86m</td>
</tr>
<tr>
<td>Misc</td>
<td>£221.04m</td>
<td>£271.15m</td>
</tr>
<tr>
<td><strong>Total Non-Homeware</strong></td>
<td><strong>£636.91m</strong></td>
<td><strong>£636.05m</strong></td>
</tr>
<tr>
<td><strong>Total All</strong></td>
<td><strong>£830.41m</strong></td>
<td><strong>£670.95m</strong></td>
</tr>
</tbody>
</table>

Within the homewares sector the textiles and furnishings sector contribute the most significant turnover to the City Centre (£94.57 million).

This is a significant proportion of expenditure which contributes substantially to the vitality and viability of Sheffield City Centre. It is vital that a ‘town centre first’ planning policy is followed to protect the City Centre in the face of proposals for larger out of town units.
New Retail Quarter

The New Retail Quarter (NRQ) seeks to restore Sheffield’s fashion and higher value shopping sector in a series of new open streets and squares in the Heart of the City between Barkers Pool, The Moor and the Devonshire Quarter.

Many of the preconditions for this long-awaited £400m investment are now in place. Notices have been served on all property interests required within the CPO boundary and properties are being steadily acquired by the Council. Integration of the scheme with the adjoining retail areas of The Moor and Fargate continue to underpin the original concept as highlighted in the 2008 Master Plan.

Development partner Hammerson UK has now indicated a start on site date of 2015. In order to support this timetable and ensure delivery of a commercially viable scheme, the Council is working with Hammerson and the John Lewis Partnership on a revised scheme which will meet the aspirations of all parties.

In particular the Council now has access to the Government’s New Development Deal (NDD) initiative which allows borrowing against Business Rate uplift to forward fund essential City Centre infrastructure.

A programme of infrastructure and public realm works will be designed and implemented to support the NRQ and other development in the Central Retail and Business Area.
Sheffield City Centre Master Plan

The Moor

At the same time, the combined investment by Scottish Widows Investment Partnership (SWIP) and the Council in The Moor, already amounting to some £30m committed with further phases in the pipeline, represents a very significant demonstration of confidence and another key step towards the objective of a more compact and high quality shopping offer.

Regeneration of The Moor has been taken forward on a modular site by site basis, linked by a public realm strategy which should see The Moor substantially improved and reinvigorated over the next two to three years.

The Moor

Regeneration of The Moor - Block 1 as proposed

The rebirth of the Markets on The Moor in a state of the art building will re-establish it as a stronghold of independent business enterprise and a source of local distinctiveness complementing the national brands.

The new Moor Markets will become one of the standout attractions of the City Centre, a unique independent retail destination with a renewed emphasis on locally produced or specialist food and other products and a more celebratory element in the shopping experience, helping to bring back an extra dimension of quality and distinctiveness to The Moor.

SWIP also has also secured approval to redevelop Block 8 at the top of The Moor for a large department store use; and Block 1, adjacent to Debenhams for a mixed retail, cinema and restaurant complex with a new route to Charter Square. These projects represent a major transformational change for The Moor, particularly bringing night-time and weekend activity to what has been for many years a retail monoculture. Both of these developments are planned to open by the end of 2015.

More modestly the conversion of vacant upper floors to student accommodation has brought significant numbers of residents to The Moor adding life and vitality which could be repeated in a number of other blocks.

The presence of a single landlord and active manager for a large part of The Moor, in the form of SWIP and its team in partnership with the Council’s Market operation, offers the potential to bring a new more unified approach to key issues such as later opening times, promotions and closer interface with leisure and culture sectors. From The Moor it is hoped that this approach can extend to other areas such as NRQ, Devonshire Quarter and High St/ Fargate over time.

In the light of this and strong support from retailers it is proposed to strengthen the consolidated shopping area by a new high quality public space at Moorhead with limited bus and access traffic, thus allowing much improved pedestrian connections.

The space is expected to attract large stores on each corner, restoring Moorhead to its historic role as the ‘Oxford Circus’ of Sheffield. It is proposed to replace the outdated Charter Sq roundabout by a pedestrian friendly Bus Hub serving The Moor, NRQ and the Central Business District. These proposals are further explored in the Transport Section below.
Fargate and Orchard Square continue to serve a key strategic role as part of the Primary Shopping Area identified on the new approved Local Plan Proposals Map. Although not currently an area of proposed regeneration activity its retail function, including key retail outlets, will be maintained as a core component of the strategy.

**Vacant Shops – an Opportunity**

Sheffield City Centre currently has 116 vacant shop units against a total number of 836. This gives a vacancy rate of 13.8% compared with the Yorkshire and NE rate of 11.4% and a national rate of 11.1%.

This relatively high figure reflects the impact of delayed developments but is also reduced by the temporary effect of the Showcase initiative which has put over twenty vacant units back into use supporting smaller and start-up enterprises.

The issue of vacant buildings or land and what can be done with them immediately in order to maintain the vibrancy of the City Centre in the short and longer term is seen as a key opportunity for partnership and new ideas.

**Meanwhile Retail and Other Uses**

The success of the modest but very popular Sheffield Showcase initiative within the NRQ vacant estate has already 'showcased' over 500 local enterprises and community groups given birth to a number of new businesses such as the Street Food Chef and Henry’s Pub and Micro-Brewery. To date this has been made possible through properties being owned/controlled by the Council, Hammerson and the Homes and Communities Agency (HCA), whilst SWIP have pursued their own scheme on The Moor.

This should not be regarded merely as a damage-limitation exercise, rather as a positive feature of city life and economy, allowing individual creativity and small scale enterprise to revitalise the City Centre in places they would not otherwise be acceptable to institutional landlords.

This should include the next phase of Sheffield Showcase initially around Cambridge St and Chapel Walk, including the reuse of larger units as an independent retail bazaar, and/or a Performance Space.

The Council is working with a number of European cities including Copenhagen and Hamburg to share experiences of creative uses of vacant buildings and spaces and equally important, flexible ways of regulating them.

The Council will seek new partnerships and mechanisms for similar initiatives in other regeneration areas such as Castlegate as a way of ensuring vitality and local distinctiveness whilst making the most productive use of assets. This may go beyond retail to include new uses for the former Castle House Co-op, Old Courthouse and the cluster of unique buildings around the River Don and Canal Basin.

This more organic and incremental approach is of course how cities developed historically. It is an opportunity to trial smaller scale shop units designed for more individual and independent enterprises not always valued by the conventional property market.
Bulky Retail Zone

The threat to the City Centre retail offer, particularly in the core homewares sector, from out of town large format bulky goods stores is addressed by the designation of sites at Moorfoot and Eyre St for such outlets through the new Local Development Plan.

The sites make possible a somewhat hybrid urban format of at least two storeys incorporating entrances and frontages to an active street as well as to car parking both to produce suitable townscape quality and to generate sufficient values to bring these sites forward.

Retail Strategy

In the face of such complex and multi-stranded change there is now a need for a more proactive Retail Strategy role tasked with developing partnerships not just with large developers but also with groups of independents or even new start-ups and where necessary ‘head-hunting’ missing national retailers to shape a distinctive Sheffield offer.

Summary of 21st Century High Street proposals

- Secure committed start on site of the New Retail Quarter in 2015
- Open The Moor Markets and adjoining shops by end of 2013
- Complete Blocks 1 and 8 retail and leisure by end of 2015
- Initiate a programme of public realm and transport infrastructure to support the above including Charter Sq pedestrian priority/interchange and Moorhead pedestrian crossing/bus gate
- Support independent and start-up retail businesses through a range of support mechanisms and promotion
- Support meanwhile uses and pop-up shops and displays in vacant property and seek partners to deliver this as an ongoing feature of the City Centre
- Support development of a Bulky Retail Zone at Eyre St/ Moorfoot
- Promote co-ordination of shop opening hours, events, links to leisure and culture and a more pro-active retail strategy for the City Centre supported by new Business Improvement District (see below)
Plan ii Central Shopping Business District
4.2 Business City

The early 2000s saw a dramatic upturn in Sheffield’s office development market and the successful establishment of three new Business Districts – Central, Riverside and Sheaf Valley alongside traditional office locations. The traditional locations are mainly in Cathedral Quarter which remains the largest concentration of office floorspace almost all dating from the 1980s or earlier.

City Centre Office Market Profile 2013

- 237 buildings
- Total floorspace – 5.511m sq ft
  - Class A – 1.54m sq ft (27.9%)
  - Class B – 2.25m sq ft (40.7%)
  - Class C – 1.73M sq ft (31.4%)
- 85 Buildings Vacant – 1.11m sq ft (20.5%)

Since 2008 office development has almost ceased (outside of the Education sector). Vacancy rates have risen from 9.5% to 12.8%, representing around 700,000 sq feet of floorspace. At the same time whilst there is short term supply on the fringes of the City Centre and in Riverside Business District, for the first time in a decade there is no Grade A space available in the Central Business District or in any current construction pipeline, a position which brought stagnation to the City Centre office market in the 80s and early 90s.

However the success of the Digital Campus and St Paul’s Place, shows that there is still a healthy demand for a range of good quality flexible workspaces with good support services.

The transfer of Yorkshire Forward’s land assets in the Sheaf Valley to the HCA and their willingness to work in close partnership with the Council also presents a significant opportunity to promote development of some of the most well-located sites in the region such as the Digital Campus, Sheaf Square and NMB sites.

Whilst there is a current shortage of supply of new Grade A floorspace it is unlikely that foreseeable demand will match the volume and scale of office development proposed in the 2008 CCMP.

The office jobs and floorspace targets envisaged in the 2008 Economic Master Plan (25,000 and 3million sq ft) now look unlikely at least within the original time-frame of 2018. Nevertheless the city’s agents continue to receive enquiries and we need to maintain a pipeline of Grade A and larger floor plate buildings as well as good quality smaller units for move-ons and SMEs. The Master Plan proposes a target of 1.5m sq ft and 7,000 jobs over the next ten years.

The concept of a ‘New Business District South’ is deleted, given also the requirement to identify Bulky Retail sites (see page 19).

In light of the changes in the economy it is likely that more demand will come from smaller scale enterprises, often home-grown and not in the first instance offering the ‘good covenant’ sought after by institutional investors. This may require a more pro-active and creative approach and product from property managers and investors.

In general the approach will be to complete office developments which have already started and prioritise sites which already benefit from high quality locations.
Sheffield City Centre Master Plan

This will be delivered as follows.

**Central & Sheaf Business District**

**Grade A/Prestige Offices (Plan ii)**

- St Paul’s Place Office 3 – this is the most prestigious office site in the City Centre with a superb location and a development partner and an approved scheme in place. The Council will provide support to achieve a start on site in 2013/14

- Pinstone St/Union St and Carver St/Holly St. sites. The Council will work with landowners and developers, assist site assembly and delivery to expand the Central Business District in co-ordination with NRQ

- The Sheaf Sq and ‘Nelson Mandela’ (former Hallam Student Union) sites also enjoy excellent locations and public realm setting but would benefit from advance work on access and flood defence to bring to market. The Council will work closely with the HCA to bring these sites to market with solutions in place

**Riverside Business District (Plan iii)**

**Large Floorplate & Legal/Professional**

- Development of the Riverside Business District (RBD) will be driven by capitalising on the transformed River Don and by promoting public realm improvements to the Bridge St/ Snig Hill/West Bar road frontage

- Ways will be found to enhance management and environmental maintenance of RBD to the highest quality areas and to attract amenities essential for a fully successful business/mixed use district such as a choice of food and drink, convenience shopping and leisure facilities.

- The formation of a RBD Association will be supported to help address these issues, giving the district a higher profile and involving developers and the voluntary sector

- The West Bar project will be brought forward in phases based on an agreed Master Plan

- The Square in Castlegate and North Bank developments will be completed and subsequently new sites around the proposed Exchange Sq and Derek Dooley Way will be brought forward.

**Cathedral Quarter**

**Smaller scale Legal/Professional Offices**

The Cathedral Quarter is the most intact historic area in the City Centre around the landmark St Peters Cathedral which serves important cultural and social roles as well as being one of the principle places of worship. It is undergoing extensive improvements to fit it for its 21st Century role including a cultural venue.
Cathedral Quarter is expected to remain an important location for smaller scale independent professional services as well as the main site for HSBC, one of the largest private employers in Sheffield.

Its Georgian terraces are also starting to return to their original residential use whilst others are providing studio space for architects, designers and artists. Whilst the historic townscape is attractive, the relatively poor public realm and an element of anti-social behaviour detract from the area. These issues need to be addressed in order to retain these businesses and new residents.

There are a number of opportunities for imaginative refurbishment of older buildings for new affordable space in the Quarter. The HSBC Pennine Centre would also benefit from a more integration with the surrounding historic area should any refurbishment of the estate be instigated.

A stronger identity and forum for co-operation similar to the Riverside Business District Association might be useful here.

**Sheaf Valley/CIQ**

**Creative and Digital Workspace (Plan iv)**

The Cultural Industries Quarter was established in the early 1990’s and has been an exemplar for many other cities. It has led the development of a significant and growing Creative and Digital sector in Sheffield employing at least 7,000 people, many in the Quarter. But it is now in need of a refresh and re-launch as many of its flagship institutions such as the Science Park, Workstation and Showroom are approaching 20 years old.

Phase 1 of the successful Digital Campus, which offers higher grade managed incubation and move-on space to Creative and Digital businesses should also be completed preferably with the current partner.

Support will also be given for further investment in new creative industries studio/workspace as part of mixed development in the Brown St/Sidney St corridor including the Porter Brook North site adjoining the new University Technical College and the proposed mixed-use schemes further along Sidney St as well as potentially the former Leadmill Tramshed frontage. (see also Culture below)
Plan iii Riverside Business District
Public Service Offices

The Moorfoot Building provides an opportunity to consolidate office space for the Council and other public services for at least the next 15 years. It can accommodate up to 2500 staff which among other things will help to generate a significant customer base for the Market and other retail units proposed on The Moor. The building is of a sufficient size and quality to justify a longer term refurbishment to current standards of energy efficiency and workspace and this should be investigated further.

The Council and its partners will also address the public spaces and ground floor character around The Moorfoot Building to promote a better setting and connectivity with London Road with more active groundfloor uses. (see also Public Realm and Sustainability)
Plan iv Sheaf Valley
4.3 Knowledge City

The transformation of Sheffield City Centre over the last twenty years has developed hand in hand with the growth of the higher education sector including its two world class universities, one of the largest FE colleges in Europe, Learn Direct the UK’s largest provider of on-line study, the Source Retail Academy and the soon to open University Technical College. Each has expanded its activities in and around the central area.

They constitute a major part of the economy both at the higher level as suppliers to the knowledge industries, as well as massively stimulating the City Centre bringing vitality, footfall, diversity and spending power of 60,000 students each year. At the same time the city has given them a distinctive, stimulating, friendly and liveable home to which many graduates have responded by staying on.

Both universities have further ambitious building projects expected on site in 2013 - the UoS’ New Engineering Building at Jessop, SHU’s Development & Society Building at Charles St as well as residential language colleges such as that now proposed for the old Post Office at Fitzalan Square.

The new University Technical College at Porter Brook South in the CIQ will bring large numbers of school-age students into the City Centre to learn and train for careers in the Advanced Engineering, Manufacturing and Creative/Digital sectors, adding a new source of energy to the Cultural Industries Quarter.

Sheffield College is also considering seeking further accommodation in the City Centre and this requirement needs to be quantified and located.

With keen competition between universities the first impression, quality and distinctiveness of the campus is a vital component of success. Public spaces such as the Station Square, Barkers Pool, Weston Park and the Peace Gardens have given the city and the universities world class settings for their set-piece events but much remains to be done.

The Council will continue to work closely with each institution to ensure integration of each of the campus Master Plans with the greater City Centre Master Plan.

Where possible it will seek to co-ordinate improvements to the campus public realm with the Streets Ahead highway repair programme, as well as improvements to wayfinding, road safety and pedestrian connectivity.

In particular it will seek a closer understanding and sharing of the UoS campus ambitions and to build a partnership similar to that already in operation with SHU and the UTC.

The City Council will also investigate ways of supporting the key recruitment open days and graduation ceremonies for instance by use of Variable Message Signs’s (VMS) to welcome visitors.

Both universities are now significantly involved in the events calendar of the City Centre as exemplified by the Food Festival, Tramlines and Festival of the Mind but there is more potential in this area which is now being developed.

There is a long history of successful joint research on urban issues by various university faculties but this has tended to only last for the period of a particular research grant or thesis. The potential to harness academic research capacity to analysing and tackling the city’s challenges in a more systematic way and over longer time should now be seized.
Summary of Knowledge City proposals

- support the development of new Campus Master Plans for both universities and work in partnership to implement higher quality and connectivity
- encourage and support higher education involvement in the events calendar
- investigate ways to support and enhance first impressions and experiences at open days and graduations
- develop more focussed and long term urban research programmes in partnership with the higher education sector
- encourage graduate retention and enterprise in the City Centre
Plan iv Sheaf Valley
Plan v University of Sheffield Campus
4.4 Sustainable City

Developing a more compact and densely populated City Centre represents a major contribution towards a lower energy, lower carbon city. There are a number of key infrastructure investments required to advance this objective. Others are set out below in 4.5 and 4.6.

Local Energy Networks

Sheffield pioneered Combined Heat and Power in the UK in the 1980s and its network is still the largest in the country although now modest by northern European standards. In recent years the system has been able to take only limited new customers partly owing to lack of capacity.

The advent of a new generator, Eon in the City’s District Heating market, with a 25MW Bio-mass power station coming on stream in the Lower Don Valley in 2015, offers opportunities to reinvigorate the City Centre network, which has not significantly expanded for several years, by increasing heat supply capacity and with the possibility of further industrial waste heat sources being connected in.

The business model for future delivery of heat or cooling over a much wider network is being developed with funding from Department of Environment and Climate Change but upgrading and extension of the City Centre network is an early priority for major infrastructure investments.

Extensions of the network into the Upper Don Valley via Kelham Island and to the Northern General Hospital through Pitsmoor are also under consideration. Co-ordination with the Streets Ahead programme are to be investigated.

Flood and Drought Resilience

The catastrophic floods of 2007 were a clear demonstration of the reality and threat of climate change. Parts of the City Centre along the Don were particularly badly affected.

Due to the particular local rainfall patterns the Sheaf and Porter valleys did not experience a similar level of flood on this occasion but do contain areas of high flood risk particularly around the Inner Relief Road and Bus and Railway Stations, critical transport assets.

Sheffield’s topography and history mean that simply stopping or withdrawing development from flood plains is not possible without wholesale abandonment of strategic transport, social and industrial infrastructure. Therefore better water management has to be the response.

The Flood Defence Strategy for Sheffield, developed since 2008 by the Council and the Environment Agency (EA) rests on four key elements;

• defence walls and banks to provide up to a 1/100 year defence level but also maintaining or improving accessibility and visibility of the river
• greater than 1/100 year events which are predicted to come with more extreme climate change will be dealt with by a range of upstream flood storage measures
• the establishment of a permanent River Stewardship service
• businesses and residents in the flood plain and beyond well-informed and trained to respond safely and effectively in the event of serious flood onset
A £1.1m flood defence scheme for the City Centre is now in place on the Don between Kelham Island and Wicker Viaduct giving protection up to the 1/100 year flood level. This will be extended as far as Meadowhall where existing defences are also in place. Maintenance of all these defences and the channel including the City Centre will be included in the proposed Flood ‘Business Improvement District’ being led by the Chamber of Commerce.

Flood risk from the Lower Sheaf and Porter, particularly for the CIQ, bus and railway Station areas is still not yet fully defended or entirely understood. Deculverting of parts of the two rivers especially the Sheaf could open up more capacity and allow flood water to return to the channel rather than flowing on the surface.

A detailed study into the options for this area commissioned by the Council and EA will investigate these options and will lead to a costed proposal for future Local Levy and Sheffield City Region Investment Fund bids.

The vision described in the Sheffield Waterways Strategy (Sheffield First for Environment) calls for all of Sheffield’s rivers to be accessible, deculverted and rich in habitat, making an important contribution to the economic as well as the environmental quality of the city.

For instance the Porter Brook has considerable potential for redevelopment of brownfield sites which will link to create continuous public access for walking, cycling and improved habitats. These opportunities will be brought together in a Lower Porter Brook Master Plan.

Green roofs and more porous surfaces such as in car parking areas will be encouraged to hold rainfall for longer and feed into streams and rivers rather than the combined sewers.

Heat Island Effects

Climate Change will also bring greater summer heat and the risk of drought as well as flood and this can be life threatening particularly for the elderly and frail. The more densely populated City Centre needs more of the urban gardens and street trees which have already transformed many corners and will continue to be required in association with new development wherever possible.

Waterways must be managed so that sufficient flows are maintained to support wildlife and fish stocks in low water periods.
Plan vi Areas at Risk from Flooding and Proposed Actions
Air Quality
The City Centre has been declared an Air Quality Action Zone, largely due to vehicle emissions in the vicinity of the Inner Relief Road and in the Castlegate area where large numbers of diesel vehicles often sit in long queues.

The Council is committed to taking decisive action to reduce emissions but has first commissioned research which quantify the contribution of buses, taxis, commercial and private vehicles. This will allow measures to be properly and equitably targeted and enforced.

In the meantime under the Local Bus Agreement operators are committed to bringing in low emission vehicles in the next five years, cutting levels to meet the latest European standards.

Refuelling facilities for gas and electric powered vehicles will also be promoted for instance in car parks and new developments.

More street trees and green walls will be encouraged in new developments and public spaces to act as absorbers of traffic pollution and noise.

Other measures aimed at encouraging commuters and others to switch to public transport, walking cycling or travelling off-peak are set out in the transport section.

Street Lighting
The Streets Ahead programme will replace all street lights in the city with low energy LED lamps which will minimise light pollution as well as smart controls to allow them to be turned down in areas of low night time activity.

Summary of Sustainable City Proposals
• develop partnership and business model to allow extension of the City Centre District Heat Network, linked to new heat sources in the Lower Don Valley and with a potential extension to the Upper Don via Kelham Island
• investigate deculverting, develop proposals for flood defence and resilience for the Lower Sheaf and Porter and extend river stewardship arrangements to them
• promote more shade trees and green spaces including green roofs in the City Centre
• take decisive action to improve air quality in the City Centre by improving the performance of public and private vehicles, facilitating use of gas and electric powered cars
• replace all street lighting with low energy, smart, directional street lighting
4.5 Accessible City

One of the key functions of a City Centre is as a hub of transportation routes. Previous Master Plans have tried to deliver choice for all - drivers, bus, tram and train users and those on foot and bike and this will continue but with some changes of emphasis as the need to reduce air pollution and reduce fossil fuel consumption becomes more pressing.

2008 saw the completion of the Inner Relief Road and of a number of new high quality multi-storey car parks linked to new directional signage and the Variable Message System giving a range of driver advice and identifying available parking spaces.

- Job and development targets projected in the last Master Plan would have produced serious congestion without major modal shift or new road capacity. In reality the recession has slowed this process down significantly.
- Between 2007 and 2011 traffic within the City Centre Cordon rose by 4.6% but average journey times have actually slightly improved (3.09 - 3.04 minutes per mile) reflecting the improvements to the IRR and other traffic management measures.
- Public Transport usage has also fallen by 4% (202,256 - 194,265) but Tram passenger numbers have risen and held up well in spite of the recession.
- Walking and cycling also increased substantially by 18.6% (numerically by 7,486 very close to the 7,991 lost public transport users).
- City Centre parking spaces (both on-street pay and display and off-street) grew from 7,831 to 11,028 with a marked improvement in quality as temporary surface sites were replaced by state of the art multi-storeys at the Station, Heart of the City, Broad St, Eyre St and Portobello. No further increase in car parking capacity is planned other than to replace the John Lewis car park in the NRQ.

This suggests that over the next five years we may have a short breathing space in terms of pressure on congestion in which to make some major investments in alternative, lower carbon and emission transport options.

There is an urgent pressure to improve the attractiveness of public transport and an opportunity to build on an already strong modal shift to walking and cycling into the City Centre.

A range of other options to address the above are proposed:

a) Extensions to the tram network are now being evaluated for City Regional investment. All of these would benefit from a proposed new tram ‘box’ skirting the City Centre via Eyre St, Cumberland St and Charter Row relieving congestion at Church St and bringing the tram closer to the new retail centre

b) An improved Bus Rapid Transit route linking Sheffield and Rotherham Centres and Tram-Train extension to Parkgate are already at an advanced programming stage. Further Quality Bus Corridor/BRT improvements in the Penistone Rd, Chesterfield Rd and Waverley commuting routes are under review

c) A new Public transport Hub at Charter Sq serving the New Retail Quarter and The Moor is proposed
d) The introduction of low emission buses on all routes over the next five years is to be implemented as part of the Sheffield Bus Agreement.

e) Air Quality - a detailed survey of emissions by each vehicle type is being carried out during 2013 and will lead to further proposals.

f) A City Centre-wide 20mph zone excluding the Inner Relief Road is to be evaluated aimed at smoothing flows, reducing accidents and making walking and cycling safer.

g) A review of the Freebee Circular Service route in light of anticipated changes to shopping and employment patterns and to better serve the Riverside Business District.

h) Better cycle and walking connections across the Inner Relief Road e.g. at Moorfoot, Victoria Quays, Upper Hanover St, Brook Hill etc and better cross city routes along the Steel Route, along the Porter, Sheaf Valley Park, Upper Don etc.

i) Improvements to facilities for those with impaired sight and mobility will be incorporated in new development, public realm improvements, green spaces and walking routes, including a permanent base for Mobility Scooters.

j) Improved access to the station for taxis, drop-off/pick-up and cycling.

k) Cycle Hubs at the Station and University Campuses providing secure parking, repair, hire, sales and route information.

l) Reduction of cross-town severance/congestion by the introduction of a bus-gate and improved pedestrian connectivity at Moorhead in conjunction with further Retail Investment.

m) More sophisticated use of the Connect systems of fixed and variable signage, to promote better use of capacity and smarter travel planning.

n) Improvements to the older junctions on the Inner Relief Road such as Brookhill to reduce congestion, improve safety and walking and cycling.

o) A City Centre Station for the proposed HS2 Line is proposed, to be located in the vicinity of the former Victoria Station and the Wicker Viaduct.

One of the major junctions on the inner ring road. Glossop Road/Upper Hanover Street.
Plan vii Public Transport Improvements
Plan viii Pedestrian Cycle Routes
Plan ix Private Vehicle Access and Parking
4.6 Green and Connected City

One of the outstanding successes of Sheffield’s urban regeneration since the mid 1990’s has been the creation of high quality and well-loved pedestrian spaces creating coherent and easily understood routes through the City Centre, providing an attractive setting for long term investment and changing the way both local people and visitors perceive and use the City Centre. This has had most impact along the ‘Gold Route’ linking major investments in the Station and Digital Campus, Hallam University, Heart of the City, City Hall, the proposed New Retail Quarter, Devonshire Quarter and the University of Sheffield.

Steel Route

A similar approach is proposed and indeed already under way along the ‘Steel Route’ from the Wicker via the proposed Castle Hill Park and Exchange Square, Haymarket/Waingate, Fitzalan Square, Fargate, Pinstone St., Moorhead, The Moor and the spaces around Moorfoot and the London Road crossing of the Ring Road.

As with the Gold Route this will be achieved incrementally, as opportunities arise and with many partners but with the consistent palette of materials and quality established by the City Centre Urban Design Compendium. Public Art along the route will celebrate steel in all its forms and uses as seen with The Moor poetry benches and Castle Sq railings.

The Steel Route will provide welcoming pedestrian and cycle-friendly gateways for the City Centre linking it to the vibrant and cosmopolitan London Road and Spital Hill areas.

Other key public space interventions are proposed as follows, all in close co-ordination with the Streets Ahead Programme.

Riverside Business District

In the Riverside Business District particularly along Bridge St/ Snig Hill/West Bar, the dual carriageway of the former Inner Ring Rd will be narrowed and calmed and a new Crown Court Square created as an appropriate setting for these important civic buildings.

University of Sheffield Campus

The University of Sheffield is developing its own Campus Plan but a number of initiatives have emerged from early engagement and will be progressed in partnership

- the Portobello St/Leavygreave Rd/Hounsfield corridor should be the focus of a pedestrian friendly, high quality route extending the Gold Route through the University precincts and connecting to Weston Park.
- The Weston Bank campus should be enhanced to give the Listed Arts Tower and Library a high quality pedestrian friendly setting
- Road safety issues around the various crossings of Weston Bank must be addressed as a matter of urgency as part of the wider campus Master Plan
- St Georges Sq should be enhanced in a consistent way to unite the old and new Engineering buildings and other major faculties and provide more useable green space
• better connectivity to the North Campus and beyond it to the student housing cluster in St Vincent’s is also required

Hallam University/Cultural Industries Quarter

Hallam University has also prepared a new Campus Plan and in partnership with other stakeholders is committed to further enhancements to the public realm. These include

• The upgrading of Charles St will be continued alongside the construction of the new Development and Society Faculty starting late 2013

• Working with Site Gallery, the Student Union, The Workstation/Showroom, the Paternoster Row/Brown St/Hub Square area will be calmed, narrowed and upgraded to create a series of pedestrian priority streets and spaces which can accommodate events and form the focus of the CIQ.

• Improvements to Fitzalan Square will also be sought in partnership with the developers of the new Language College in the former General Post Office and the pedestrian route along Flat St and Pond St should also be enhanced.

Green and Blue Spaces

The City Centre Breathing Spaces Programme has provided a series of well-used green spaces in the developing new residential quarters of the City Centre. These include Devonshire Green, Gell St Park, Nursery St Riverside, South St Amphitheatre and Edward St Park. Core funding has come from ‘Section 106’ contributions from housing developments.

The Strategy was the subject of consultation in 2010/11 which highlighted future aspirations for the programme including the proposed Castle Hill Park, Paradise Square and the Festival (or ‘Hubs’) Square in CIQ.

One of Sheffield’s best natural assets is its dramatic Pennine setting. In the 1950s a number of quite extensive green spaces were established around the edge of the City Centre which now give it a wooded appearance but are not well connected or useable as parks. They include Clay Woods, South St Park, Woodside, Stanley Fields and the Ponderosa.

Some of these have already undergone improvements which have made them popular and useable. It is proposed to continue the transformation of these spaces which afford spectacular views over the city and to the Peak Park.

Linked by the existing and proposed riverside walks on the Don, Porter and Sheaf they will in time form a ‘Green Chain’ around the City Centre as well as connecting to radial walking and cycling routes particularly along the river valleys.
Summary of Green and Connected City

- Complete the Steel Route of high quality streets and spaces linking London Rd to Victoria Quays and Wicker
- Enhance key Business District gateways at Riverside and Cultural Industries Quarter
- Support extension of high quality, safe and legible campus spaces at both Universities
- Further phases of the Sheaf Valley Park (Claywood, Granville and Park Hill Links) programmed for 2013/14 in conjunction with planned housing and in partnership with the Friends of Sheaf Valley Park.
- Similar enhancements to be investigated around the Woodside/Stanley Fields area.
- The development of a public cycle-footway and green corridor along the Lower Porter Brook from Hunters Bar to the Station in partnership with landowners and Friends of the Lower Porter.
- Extension of the Upper Don Walk/Cycleway through Kelham Island to Hillsborough in partnership with the Upper Don Walk Trust
Plan x Green Places and Breathing Spaces

1. New Retail / Central Business District
2. Moorfoot
3. Castle Gate
4. Riverside Business District
5. CIQ / Hallam University
6. University of Sheffield
7. Sheaf Valley Park
8. Woodside - Sterley Fields
9. Kelham Island
10. Potter Brook

Legend:
- Yellow: High Quality Public Spaces - completed
- Green: Accessible Green Space - existing
- Blue: Accessible Waterway - existing
- Orange: High Quality Public Spaces - proposed
- Red: Accessible Green Space - proposed
- Black: Accessible Waterway - proposed
4.7 Creative City

One of the main conclusions of the stakeholder consultation is the importance of the City Centre’s broad cultural and leisure offer to the success of sectors such as retail, business and higher education, particularly in the face of increasing use of the internet for shopping.

There is a growing recognition that the rounded experience of a city including its cultural offer and added attractions and profile are and will increasingly be essential to attracting trade as well as talent and tourism.

The cultural assets of the City Centre are already impressive including the most successful theatre complex in the UK outside London, the largest independent cinema in the UK, the Millennium /Graves Gallery cluster, the City Hall, (Yorkshire’s largest Concert Hall), the unique Site Gallery of contemporary art and a rich collection of other galleries and venues including the Ruskin Mill and Persistence Works.

Over the last 15 years the Council and its partners have promoted or supported a succession of successful new buildings or refurbishments creating or transforming cultural assets.

Other distinctive buildings have been adapted to serve as cultural spaces as part of their function including the Cathedrals, Octagon, Hubs Building, the UoS Library Gallery and Hallam Institute of Art.

Central Library

One major public cultural institution remains to be restored – the Surrey St building containing the Central Library, Library Theatre and the Graves Gallery. The building suffers from both long term structural defects and an outdated internal arrangement but is also a Listed Building.

This task is now the top priority for the Council’s cultural capital investment. The preferred solution is to refurbish the existing Tudor Sq building but with a new structure and a re-ordering of the internal spaces to create a more integrated destination with common facilities for each existing element and the potential for other uses, some of which could be commercial.

There are a number of inspiring examples of successful 21st Century Central Libraries and cultural centres from which to learn. There is also potential to build on and partner with proposals to refurbish the adjoining Lyceum Theatre. A team of architects/urban culture consultants will be commissioned to draw up bold options for the building.

Sheffield has a lively and enterprising independent arts and creative scene which has followed the retreat of traditional industry from the City Centre. S1 Studios, Bank St Arts, Bloc Studios, Archipelago, Stag Works and CADS are just some of the...
smaller spaces which give space and support to an extraordinary range of creative people.

However some of these venues are relatively out of the way and inaccessible for the ordinary visitor and might benefit from either being better located or improved wayfinding and access.

The Master Plan proposes the following initiatives:

• The extension of high quality, pedestrian priority public spaces from Howard St along Paternoster Row and Brown St, incorporating measures to reduce bus and taxi speeds and taking in the existing Hubs Square. It will become the ‘Main Street’ for the CIQ with much greater space for events, street cafes, temporary artwork and distinctive night time lightng.

• Public realm improvements could be achieved by a funding strategy including Hallam University, the Road Safety budget and Arts Council, also co-ordinating with the Streets Ahead highway renewal programme.

• This would provide a useable and more prestigious setting for an expanded Site Gallery and Showroom Cinema, Workstation, Student Union, Persistence Works, Archipelago and the redeveloped Porter Brook North site.

• The location of a cafe/pavilion in Hubs Square which can also act as exhibition space or festival booking office will be considered.

• The expansion of Site Gallery and the relocation of the S1 studios and gallery from its short-life home in the Devonshire Quarter to CIQ is also strongly supported.

• A new cluster of creative and cultural premises has also emerged over the past 2-3 years in the Shalesmoor/Kelham/Neepsend area. These are mostly located on short term lettings in buildings where development has stalled. They give space on easy terms to a range of younger or start-up creative businesses which have demonstrated potential to attract new audiences for arts and cultural events often on temporary licences. There is a question over their long term planning status and suitability as public venues. It is proposed to help find more sustainable medium term homes for some of these activities as short term lets come to an end.

• The opening up of new creative and cultural spaces in the Castlegate Quarter with the co-operation of the Council and other owners is seen as a way of both giving these producers and associated enterprises a more prominent location, on frontages which still have a strong footfall and good public transport, and as a way of kickstarting change and regeneration in a distinctive and fresh way.

• Mainstream cinema provision in the City Centre is limited to the small and relatively old-fashioned Odeon, in the now isolated and partly vacant Roxy complex, parts of which are in need of complete redevelopment. Private sector investment in new multiplex and related leisure facilities as part of the new retail core, for instance that proposed on The Moor, are therefore strongly welcomed.

• The development of the Porter Brook North site adjacent to the University Technical College will extend this key street frontage and presents an opportunity for the development of further creative workspace, cafes and potentially a multi-use cultural venue/gallery.
Plan xi Night Venues and Quiet Zones
4.8 Living City

Compact cities have lower carbon footprints, generate less car journeys and are significantly more energy efficient. City Centres with a rich mix of commercial, public and residential buildings generate the best conditions for district heating, high quality frequent public transport and the possibility of walking and cycling to work, education and leisure.

But for most of the 20th Century, Sheffield and most other large UK cities exported residents from the central areas to the suburbs. Cities expanded into the countryside with ever longer travelling distances while centres became increasingly impoverished of activity and community, unsafe and deserted outside of the working and shopping day. By the 80s the remaining housing stock of Sheffield City Centre consisted overwhelmingly of increasingly hard to let social housing.

This trend began to be reversed in the 1990’s and was given purpose and official support by the Rogers Report and policies promoting the Urban Renaissance. In Sheffield the City Centre population has increased over the period from less than 3,000 to around 15,000. Prior to the credit crisis over 30% of all new home completions were in the City Centre.

New housing development has mainly extended into former industrial areas such as the Devonshire, St Vincent’s, Kelham Island and Cultural Industries Quarters. It has been led principally by housing for students and young workers for private rental. They have made robust urban pioneers, creating the demand for basic services like local shops and local health facilities, making streets safer by their presence in numbers and helping to create the nucleus of new communities in once depopulated parts of town.

However transitory lifestyles, the seasonal exodus and a tendency for night-time noise and anti-social behaviour mean that they can only form part of a sustainable urban community. Over-use of the buy-to-let formula has also sometimes led to problems with long term management of large blocks where there is an absence of responsibility for the common areas.

But the City Centre living community now embraces significant numbers of other social groups at different stages of life, such as older down-sizers, gay and childless couples, families with very young children or teenagers and City Centre workers of all kinds who have seen the advantages of the location.

Not enough is known about these other groups and so the Council has commissioned market research to further establish the size and nature of demand and requirement. This will inform Council interventions and will be shared with housing providers by the end of 2013.
From a peak in 2008 construction has declined to a trickle with over 30 sites with planning permission for housing in the City Centre stalled.

This should not mean that the era of city living growth is over. In the absence of mortgages there has been growth in renting and there is little evidence of over-supply. The underlying benefits of re-populating the central areas remain apparent. But the first priority should be to complete development in and around the already established City Centre communities before moving to pioneer further areas.

The pause in the market has created an opportunity to broaden the offer in the City Centre and that has also been recognised by a number of private developers who are now bringing forward more flexible, family-sized townhouses which can be occupied by a variety of different social groups.

The market for student or young workers housing remains active and is still able to attract finance while the distinction between these two markets has become more blurred. Specific niche student markets such as younger language students and overseas graduates continue to show demand. But these developments should be encouraged to seek sites only in specific parts of the City Centre or to adopt more flexible formats which can accommodate a range of tenants. The recently converted Croft Building in Cathedral Quarter is a successful example.

Sheffield Local Plan, Core Strategy, policy CS41 is intended to control the level of multi-occupational housing in any one area and this needs to be robustly followed in established residential areas and emerging areas such as Kelham. But this should not inhibit good quality schemes in new areas where there is a stronger regeneration benefit and/or where other housing types might not be appropriate.

### Quiet Zones

A review of the City Living Strategy is to be carried out. Existing City Centre residents raise concerns about the continued extension of opening hours for bars and clubs bringing noise and litter onto certain streets up to the early morning. Some venue operators have voiced equal concerns about new residential permissions being given close to existing late venues.

There are currently two ‘quiet zones’ defined in the City Centre Living Strategy covering part of the Devonshire Quarter and the Heart of the City/Cathedral Quarters. The former is the source of most complaint as it borders directly onto probably the greatest concentration of bars, clubs and later opening restaurants in the city. Here the answer is probably better communication and responsibility.

In other developing residential areas such as Kelham and St Vincent’s there is a case to establish new quiet zones before conflicts develop and giving prospective residents a degree of confidence.

### Families with Young Children

The 2011 Census revealed that there were around 1,000 children under ten years old living within the City Centre, a significant number. It is not clear as yet whether this is a deliberate choice by parents or because they are unable to move on to more traditional family areas by the lack of credit.

Unusually among the core cities Sheffield still has an established, vibrant and popular primary school in the City Centre at Springfield, as well as others right on the edge such as Netherthorpe and well-subscribed nurseries at Scotland St and Park Hill.
New Tenures

There is developer interest and government support for Private Rented Sector housing as a practical alternative to owner occupation. This will be supported alongside a continued commitment to securing affordable housing in the City Centre.

Self-build is a growing route for people to develop housing customised to the requirements of a particular group such as those approaching old age. Encouragement will be offered to groups seeking sites in the City Centre in suitable locations.

The Master Plan supports all these moves to a more varied and adaptable City Centre housing stock and the Council will support the development of more ‘whole-life’ living communities in the City Centre in the following ways.

Summary of Living City Proposals (Plan xii) :

- complete market research to understand better who wants to live in the City Centre and what are their requirements and ability to pay. This will be made widely available to commercial and social house builders
- continue to provide more usable high quality green space in new residential areas through the City Centre Breathing Spaces Programme
- encourage provision of the full range of community facilities such as health centres, shops, community meeting spaces, nurseries and primary schools to support the development of balanced communities within the City Centre

City Living

The housing market research mentioned above will also inform education planning and the level of demand for pre-school and primary education from either existing or projected residents in the City Centre or the adjoining inner suburbs and whether there is a need to identify sites for future provision

Subject to the findings of further housing market research it is proposed that housing for families with young children (with gardens and in walking distance to a primary school) is promoted adjacent to the established Broomspring area of Devonshire Quarter and on sites in the peripheral areas of the City Centre such as Park Hill, Claywood and Woodside.

Secondary education will soon return to the City Centre in the form of the University Technical College at Porter Brook South, marking another important step in the re-habitation of the central core. The presence of schools of good standard and with available places is not yet a major issue but will be critical to the successful diversification of the City Centre housing stock and the creation of truly sustainable communities in the future.
• work with residents and businesses to resolve conflicts and nuisance where the nighttime economy impacts on living conditions by closer co-ordination of planning and licensing control, better communication and a review of the Quiet Zones

• working with the developers of ‘stuck’ housing development sites to restart these projects aimed at a wider market with a target of 500 new homes over 3 years

• monitoring the performance of Buy-to-let developments and supporting tenants to achieve good standards of management where necessary

• using Policy CS41 flexibly in the City Centre so that it protects communities from being over dominated by multiple occupation whilst not inhibiting the pioneering of currently uninhabited areas such as The Moor or Castlegate by student or multiple occupied developments
Plan xii City Communities
4.9 A New Castlegate

The move of the Markets from the Castle site to The Moor at the end of 2013 creates the opportunity to transform the Castlegate Quarter, Sheffield’s most historic area which has been in slow decline for decades. As well as the intrinsic public interest in the remains of the Castle and later historic layers of development, the site also plays a crucial role as the setting for our largest concentration of hotels, the Riverside Business District and Victoria Quays, a successful and very attractive residential and office location but which lacks footfall and vibrancy and has great untapped potential. The area is also at a key gateway location – where both the primary entrances to the City Centre from the M1 converge.

The transformation of the Castlegate Quarter’s image and attractions must start as soon as or even before the Markets move. A programme of arts events in or around the Market celebrating its history could be the first step. A Heritage Lottery Funded (HLF) research project is already gathering heritage material which could form the basis of this and further development of the sites heritage attraction.

The Council is committed to the demolition of the Markets building and the subsequent archaeological investigation, preservation and celebration of what remains and artefacts are discovered.

It is also proposed to deculvert the River Sheaf at its confluence with the Don which flows under a part of the site recently acquired from the PTE. This will both reveal the historic site of Sheffield’s foundation and should contribute to flood management (see 4.4).
location containing retained ruins and artefacts from various historical stages of occupation. We have given this the working title of Castle Hill Park. It is also expected that there will be some smaller and possibly quite irregular building sites which might lend themselves to smaller scale workspace, houses/flats or restaurants creating a contemporary interpretation of the historic street pattern in Sheffield’s most historic location.

This will be complemented by the reclamation of redundant road space from the former Inner Ring Road at Exchange Place etc closely co-ordinated with the Streets Ahead highway renewal programme to create a new pedestrian public space provisionally named ‘Exchange Square’ connecting directly to Victoria Quays and the nearby hotels. It is also proposed to close parts of the highway to create development sites enclosing the new square.

The Castlegate Quarter also contains a diverse stock of listed and townscape value buildings including the vacant and deteriorating Old Courthouse of 1808 and the partly vacant Castle House Co-op 1964. Both require new uses and could become attractions with a mix of leisure, culture educational or business functions. There are also numerous good historic buildings many with underused upper floors which could be converted to small business or residential uses.

Sheffield also lacks an urban Backpacker Hotel or Hostel such as can be found in most European and many UK cities. This is perhaps surprising given its size, large student population, proximity to the Peak District and position as a capital of climbing and linked outdoor pursuits. Opportunities for new build or an imaginative conversion should be researched and possible operators approached. Castlegate is a possible area of search.

However the precise content of the vision for Castlegate will be further shaped by public and partner discussion including local retailers, property owners and community groups such as the Civic Trust and Friends of Sheffield Castle.

In the meantime some cultural and creative activities currently taking place on short-term lettings in industrial buildings around the City Centre will be encouraged to look at more prominent, spacious and accessible premises currently vacant in Castlegate as part of the early revitalisation of the area.

**Summary of Castlegate Proposals**

- Community and business engagement and establishment of a Castlegate Partnership
- Promotion of interim and pop-up uses to encourage new uses and image
- Demolition of Castle Markets and archaeological investigation with strong community involvement
- Deculverting of River Sheaf between Castlegate and Exchange St
- Creation of a new Castle Hill Park with heritage interpretation
- Restoration and reuse of the Old Courthouse
- Formation of new Exchange Square linking Victoria Quays and Hotels to the City Centre
- Release of development sites around Castle Hill and Exchange Square for mixed uses
Plan xiii Castlegate
4.10 Vibrant City

The Association of Town Centre Managers assess City ‘Vibrancy’ under the following themes:

- Wellbeing - welcoming, clean and safe
- Movement – a secure pattern of arrival, circulation and departure
- Broad Appeal – a broad choice and rich mix of activity and entertainment
- Place – a stimulating and distinctive setting

It embraces visitor attractions, events and animation, food and drink offer, retail choice, visitor accommodation, marketing/promotion, safety, wayfinding and management/stewardship of the environment.

Whilst Sheffield’s retail performance is undersized and fragile, footfall is holding up significantly better than national averages, showing year on year increases in all but one of the last four years against a pattern of national and regional decline. This is a strong endorsement of the high standard of our public spaces and the vibrancy delivered by City Centre Management as well as other non-retail attractions such as education, culture and public services.

However within this pattern, footfall in the core area of Pinstone St has continued to decline partly due to the effect of NRQ acquisitions and vacancies on The Moor. Castlegate is also an area of declining footfall which could fall further when the indoor Markets move.

The city can present very different first impressions depending on whether it is approached along the ‘Gold Route’ or from Moorfoot or Castlegate now identified as the ‘Steel Route’.

Balanced Retail Offer

The City Centre retail offer undoubtedly requires investment in NRQ and The Moor to bring back many major High Street names either missing or in accommodation which is too small. But Sheffield also has a strong Independent Retailer sector with 59.9% of all City Centre retail outlets compared with 46.7% for Yorks & Humberside and 44.6% nationally.

This is a strong base to build a distinctive, independent and authentic City Centre identity. Initiatives like The Moor Markets, Sheffield Showcase and the Chapel Walk/Birds Yard pop-up shops are all starting to bring this sector to the fore and presenting Sheffield as a city which supports and promotes new business and retail ideas.

Liveability and Wellbeing

The 2011 Sustainable Cities Index shows Sheffield scored below average on Economy (which measures innovation and enterprise creation) but has increased its Quality of Life ranking from 13th to 5th. This must reflect the steady improvement and greening of the physical setting of the city which the Master Plan continues to promote strongly.

Customer Satisfaction levels for City Centre Management in 2012 continue to improve around safety (81.6%), cleanliness (96%), management (96%) and general enjoyment (98%). These are outstanding figures in a time of austerity and social stress. They fully demonstrate the value of the service and the need to
However the City Council has steadily had to scale back its support for the programme, major commercial sponsorship is also harder to win and alternative and more dependable ways of raising funds for this and other promotional purposes is urgently required.

City Centre Management’s dilemma is that City Centre businesses in the core have come to expect the excellent service they provide as a free one. Other cities (notably Birmingham) operate much of their City Centre Management on a series of Business Improvement Districts (BIDs) supported by annual levies on business.

One possibility is to launch a new City Centre BID in association with the investment of City Development Deal funds, similar to the model being pursued for the LDV Flood Defence scheme. Such a levy could possibly contribute to both extending high quality management and to supporting the events programme as in other cities. Businesses can then see a double incentive of major public capital investment in new infrastructure and an improved service to look after it afterwards.

There could be more than one themed BID including one for the Retail and Business Districts and one for the hotels and hospitality (under the T-BID format).

The City Centre Vibrancy Group is working up a fuller strategy linking strongly with the Cultural and Tourism offers and their findings will be fed back into the final version of this plan.
Summary of Vibrant City Proposals

- find new mechanisms to support improved City Centre Management and the events programme
- investigate support for BIDs and a TBID
- promote key connective public spaces to enhance the main hotel district and connectivity to it – Exchange Square and the Steel Route
- explore gaps in the hospitality provision

Hospitality

Whilst the hotel sector has seen considerable investment in the last decade, particularly at the budget end, there are still some gaps in the provision particularly in the 4/5 star and ‘boutique’ mid-range.

The main cluster of hotels around Castlegate suffers from a fragmented and poor quality environment which restricts their ability to attract tourist as well as business clientele. The proposed transformation of the Castlegate Quarter and particularly the proposed Exchange Square would help to improve the visitor experience of the city and link the hotels better to the main City Centre.

There is also an opportunity to provide a hotel close to the Railway and Bus Station and Hallam University at the NMB Site.
Plan xiv  Vibrancy, Hospitality, Attractions
5 Delivery

What is proposed here amounts to the most significant set of publicly driven interventions in the City Centre since the early 2000’s. However although public funding will be critical for some of these key infrastructure improvements, private investment will be by far the larger component in all areas except transport.

This programme will involve already established public funding sources such as Heritage Lottery, European Community and Grant in Aid. However a range of new ways of funding development have been launched in the last two years including the New Development Deal, Sheffield City Region Investment Fund, Regional Growth Fund and JESSICA, mostly in the form of loans and additional borrowing capacity against future rate income.

These are at various stages of development and are still inviting expressions of interest from public and private partners, and so cannot yet be relied on, but they represent real opportunities.

The new Master Plan provides an updated strategic vision to support partnerships, investment planning and bidding.

The final draft, due for completion and approval in October 2013, will be informed by further progress on these opportunities and will contain a full Five and Ten Year Delivery Plan. What follows here is only a preliminary outline of likely projects and partnerships.
## Programme

<table>
<thead>
<tr>
<th>2012 – 2013</th>
<th>Status</th>
<th>Delivery</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Centre Master Plan Refresh</td>
<td>Final Plan for Approval October 2013</td>
<td>SCC</td>
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<tr>
<td>Moor Public Realm 2</td>
<td>On site completion May 2013</td>
<td>SCC</td>
<td>SWIP</td>
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<tr>
<td>Moor Block 6 - New Markets and Retail</td>
<td>On site completion Nov 2013</td>
<td>SCC &amp; SWIP</td>
<td>SCC &amp; SWIP</td>
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<tr>
<td>CIQ Public Realm Phase 1</td>
<td>Complete</td>
<td>SCC</td>
<td>SHU</td>
</tr>
<tr>
<td>Nursery St Flood Protection/ Public Realm</td>
<td>Complete</td>
<td>SCC</td>
<td>SCC/EA</td>
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<tr>
<td>Edward St Park</td>
<td>Phase 1 complete  Phase 2 Spring ‘14</td>
<td>SCC</td>
<td>SCC/Interreg</td>
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<tr>
<td>West Bar Green Hilton-Hampton Hotel</td>
<td>On site completion 2013</td>
<td>Hilton</td>
<td>Private</td>
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<tr>
<td>UniversityTechnical College Porter Brook South</td>
<td>On site completion Sept ‘13</td>
<td>Sheffield UTC Trust</td>
<td>DfE</td>
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<tr>
<td>UoS St Georges Engineering Extension</td>
<td>On site</td>
<td>UoS</td>
<td>UoS</td>
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<tr>
<td>‘Little Kelham’ housing Phase 1</td>
<td>Started Mar 13</td>
<td>Citu</td>
<td>Private/Get Britain Building</td>
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<tr>
<td>Milton St housing sites 1st phase</td>
<td>Planning granted start on site imminent</td>
<td>Rejoice Homes</td>
<td>Private</td>
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<tr>
<td>Exchange Place Studios, former SYPTE Offices, Castlegate</td>
<td>Complete Autumn 2013</td>
<td>Yorkshire Artspace</td>
<td>Private</td>
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### 2012 – 2013

<table>
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<tr>
<th>Project</th>
<th>Status</th>
<th>Delivery</th>
<th>Funding</th>
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<tbody>
<tr>
<td>Former NUM, Holly St. – Conversion to restaurants</td>
<td>Complete Autumn 2013</td>
<td>Brooke Leisure</td>
<td>Private</td>
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<tr>
<td>City Centre Housing Market Research</td>
<td>Delivery Nov ‘12</td>
<td>UoS/SHU</td>
<td>SCC</td>
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### 2013 – 2015

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<tr>
<th>Project</th>
<th>Status</th>
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<tbody>
<tr>
<td>NRQ Infrastructure works</td>
<td>Pre-planning</td>
<td>SCC/HUK/New Devpt Deal</td>
<td>SCC/HUK</td>
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<tr>
<td>Hallam University Language School - Old Post Office</td>
<td>Planning Application</td>
<td>SHU/Kaplan</td>
<td>Private</td>
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<tr>
<td>Sidney St Mixed Uses</td>
<td>Planning Granted</td>
<td>City Estates</td>
<td>Private</td>
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<tr>
<td>Sheaf Valley Park - Claywood Castle College &amp; Park Hill Green Links</td>
<td>Local Growth Funding in place, start Autumn 2013</td>
<td>SCC</td>
<td>LGF/Keir</td>
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<tr>
<td>Castle College Northside Housing</td>
<td>Planning Granted</td>
<td>Keir</td>
<td>Private</td>
</tr>
<tr>
<td>Park Hill Refurbishment</td>
<td>Ongoing</td>
<td>Great Places/UrbanSplash</td>
<td>HCA/Private</td>
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<tr>
<td>Moor Block 8 - Retail</td>
<td>Planning Granted Start on site 2013 subject to pre-let. Opening Dec 2015</td>
<td>SWIP</td>
<td>Private</td>
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<tr>
<td>Moor Block 1 - Retail / Leisure</td>
<td>Start on site 2013 subject to prelet Opening 2015</td>
<td>SWIP</td>
<td>Private</td>
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<tr>
<td>Central Business District - 3 St Paul’s - Carver St/Holly St Offices</td>
<td>Start on site Jan 2014 Planning Granted</td>
<td>CTP Brook Leisure</td>
<td>Private/ERDF Private</td>
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<tr>
<td>Site Gallery expansion S1 Artspace Relocation</td>
<td>Arts Council bids in preparation</td>
<td>Site &amp; S1</td>
<td>Private/Arts Council</td>
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### 2013 – 2015

<table>
<thead>
<tr>
<th>Project Description</th>
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<th>Delivery</th>
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<td>CIQ Public Realm phase 2</td>
<td>Proposed start 2014</td>
<td>SHU/SCC</td>
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<tr>
<td>Castle Markets demolition, archaeology, site preparation</td>
<td>Demolition Funding approved Community/Stakeholder engagement and HLF bid to follow in 2013</td>
<td>SCC</td>
<td>SCC/HLF/THI/Private</td>
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<tr>
<td>SHU – New Development &amp; Society Building, Charles St</td>
<td>Start late 2013</td>
<td>SHU</td>
<td>SHU</td>
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<tr>
<td>UoS New Engineering Building, St Georges Sq</td>
<td>Start late 2013</td>
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### 2015 – 2017

<table>
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<th>Project Description</th>
<th>Status</th>
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<tbody>
<tr>
<td>Central Business District – Pinstone St block</td>
<td>Developer Discussion Progressing</td>
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<tr>
<td>Riverside Business District Offices - West Bar phase 1 - The Square Phase 3</td>
<td>Planning Planning</td>
<td>Urbo</td>
<td>Private/Private</td>
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<tr>
<td>New Retail Quarter – Phase 1</td>
<td>Commercial and financial negotiations progressing</td>
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<td>HCA sites NMB Site Sheaf St Sheaf Square Digital Campus final phase Pond Hill</td>
<td>Progressing Progressing Progressing</td>
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<td>Porterbrook North</td>
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### 2015 – 2017

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<td>Central Library, Graves and Theatre</td>
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<td>SCC/Arts Council/Lottery</td>
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<td>Castle Markets site</td>
<td>Progressing</td>
<td>SCC/PPP</td>
<td>Private/HLF/THI</td>
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<td>Public realm Phase 1 Developments</td>
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<td>SCC/Arts Council/Lottery</td>
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<td>Exchange Square</td>
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### 2017 +

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<td>Riverside Business District Offices/mixed uses</td>
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<td>- Spitalfields</td>
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<td>- North Bank 2</td>
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<td>- West Bar phase 2</td>
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<tr>
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<td>Hoyle St (SCC&amp;HSBC site)</td>
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<tr>
<td>SHU Central (Science Park/Arundel St site)</td>
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Appendix 1 Consultations

As a first stage of engagement with the community Stakeholder Workshops have been held with the following:

- Creative Sheffield Board
- Sheffield Executive Board
- Business Advisory Panel
- Civic Trust
- Transport Operators and Users
- University of Sheffield Estates
- Sheffield Hallam University Estates
- Chamber of Commerce Council
- The Culture Consortium
- Sheffield City Centre Residents Action Group
- Central Community Assembly Members
- Vibrancy/Hospitality Group
- Retail Business and Developers
- Office and Workspace Developers
- Environmental Groups and Specialists
- Community, Faith and Voluntary Sector
- Night time Venues Group