



SHEFFIELD CITY COUNCIL Cabinet Highways Committee

16

Report of: EXECUTIVE DIRECTOR, PLACE

Date: 10th February 2011

Subject: New junction design and Highway Improvements associated with a new Tesco superstore – Spital Hill

Author of Report: John Bann, Head of Transport & Highways

Summary:

This report gives details of the highway improvement works associated with the new Tesco store and office complex, which is to be built off Spital Hill. It informs members of the public consultation that has been undertaken, especially as regards the Traffic Regulation Order's associated with these works. Approval is sought for the design and implementation of the highway improvement proposals.

Reasons for Recommendations:

To facilitate the construction of the new retail store and office complex, these improvements are seen as an essential element to ensure safe access to the site is provided, and the impact of the new development traffic is mitigated, as far as is reasonably practical. The proposals address the requirements of the planning consent granted by the Planning and Highways Board.

The provision of this store and office complex is fully supported by the City Council, and is viewed as an essential element of the regeneration proposals for the Spital Hill area.

Recommendations:

Approve the highway improvement works shown on drawing number 718488/1100/001.

Approve the necessary Traffic Regulation Order works shown on drawing number's TR/39/1008-Tesco1, 2 & 3 and to over-rule the outstanding objections to this order.

Background Papers: Previous report to City Centre & East Planning and Highways Board presented on 8th June 2009

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial implications
YES Cleared by: Liam Gilligan
Legal implications
NO Cleared by: Julian Ward
Equality of Opportunity implications
NO Cleared by: Ian Oldershaw
Tackling Health Inequalities implications
NO
Human rights implications
NO
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
NO
Area(s) affected
Burngreave
Relevant Scrutiny Board if decision called in
Culture, Economy and Sustainability
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

HIGHWAY WORKS FOR THE PROPOSED TESCO SUPERSTORE OFF SPITAL HILL

1.0 SUMMARY

- 1.1 This report gives details of the highway improvement works associated with the new Tesco store and office complex, which is to be built off Spital Hill. It informs members of the public consultation that has been undertaken, especially as regards the Traffic Regulation Orders (TRO's) associated with these works. Approval is sought for the design and implementation of the highway improvement proposals.

2.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

- 2.1 The proposals have been developed to address the requirements of certain conditions applied to the planning consent (09/00523/FUL) for the new Tesco superstore which was granted planning permission on 8th June 2009. The store and office complex are seen as essential elements in helping to regenerate the Spital Hill area.
- 2.2 The improvements will also contribute to the "Protecting and Enhancing the Environment" objective of the Council's Corporate Plan "A City of Opportunity", as it will improve the public realm around the development, and provide enhanced links back towards the existing Spital Hill shopping area.

3.0 OUTCOME & SUSTAINABILITY

- 3.1 The main outcome will be addressing the issues outlined in the Transport Assessments which was produced in respect of Tesco development proposals. This will be achieved by the implementation of measures conditioned in the planning consent.
- 3.2 The measures are aimed at accommodating the additional traffic predicted to be generated by the new store and offices and also providing safe access into the site. It is anticipated the various proposals in the vicinity of Spital Hill and Savile Street will help to minimise any delays resulting from increased traffic volumes to avoid compromising the Council in meeting its congestion target.
- 3.3 Following completion of the scheme and the opening of the new store, the effectiveness of these measures will be closely monitored, and the developer is required via a Section106 Agreement to introduce additional traffic and highway measures along the Spital Hill corridor if significant additional delays have been created.
- 3.4 The closure of the end of Carlisle Street to through traffic will greatly improve the pedestrian linkage between the new store and the existing shopping area, and provide a much improved public realm.
- 3.5 The proposals are also aimed at improving road safety for those people who choose to walk or cycle to the new store, and both this scheme together with complimentary measures within the new store will help to encourage the use of public transport along this major transport corridor.

4.0 REPORT

- 4.1 Planning consent has been granted for proposals to develop a new Tesco superstore and associated office complex on the former Hartwells car showrooms

area located between Spital Hill and Savile Street. Construction of the new store is due to commence in January 2011, with the highway works presently programmed to commence in March 2011. A plan showing the proposed store and amended highway layout is provided in Appendix A of this report.

- 4.2 The highway-associated conditions are fairly wide ranging and address travel-related issues associated with the development. A copy of the relevant sections of the report submitted to the Planning & Highways Board, concerning these development proposals is provided in Appendix B. The key highway elements of the scheme are:
- New site access from Savile Street;
 - New site access from Spital Hill;
 - Works to “Caborns Corner” [Carlisle Street] including the removal of through vehicle traffic;
 - Provision of new bus shelters including real time information displays;
 - Provision of a revised junction layout to Carlisle Street/Gower Street/Sutherland Street;
 - Traffic management measures including new TRO’s to compliment the above measures;
 - As part of the Section 106 Agreement the developer must also provide a contribution to air quality monitoring, Travel Plan measures and provide £50,000 for traffic signal optimisation and signage works on the adjacent highway network.
 - As part of the Section 106 Agreement Tesco must also make a financial contribution to public realm enhancement works to the Spital Hill District Centre;
 - The Section 106 Agreement requires detailed monitoring of the Spital Hill transport corridor, and should additional delays to public transport develop, then a sum of £305,000 is available from the developer to undertake further improvement works.
- 4.3 A TRO will be required in conjunction with certain elements of these proposals, and a copy of the TRO requirements is shown on drawing number’s TR/39/1008-Tesco1,2&3 which are included in Appendix C of this report.
- 4.4 As part of the planning process extensive public consultation on these development proposals was undertaken. Following on from obtaining full planning consent, the detailed design of the associated highway works was completed, and the TRO orders were advertised from the 13th November 2009 until the 4th December 2009, consultation on the orders included notices on site, and within the local paper (Sheffield Star) and letters were sent to frontagers on the 23rd November 2009 explaining the proposals.
- 4.5 Following the TRO advertisement, five objections to the proposed TRO were received, one objection was from the First Bus Group, who presently operate services along both Spital Hill and Carlisle Street, they had a number of concerns over how their services would be impacted by the proposed changes to the highway network. Following discussions between the City Council, Tesco and First Bus this objection has been withdrawn.
- 4.6 The remaining objections were from adjacent business operators and the Rock Christian Centre. The objections centred on the closure of Carlisle Street to all through traffic, which gave rise to concerns over the loss the bus route that presently uses Carlisle Street, and concerns over the loss of some on street parking. The provision of the new store with a main pedestrian access point directly off Carlisle Street will be a significant generator of pedestrian movements, which should more than compensate local businesses for the loss of through traffic. The Tesco store will also provide a very large number of parking places which are

available for short stay public use, which will provide a large increase in car parking for the area.

- 4.7 It is recommended that the objections to the TRO's should be over-ruled due to the significant benefits of this scheme combined with traffic, parking and highway measures which are being introduced as part of the development. Due to the scale of the development a detailed review of all aspects of the highway improvements will be undertaken following completion of the development. Amendments (including potential alterations to the TRO) will be put forward where they are found to be necessary, with a subsequent report to this Committee.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 In the Transport Assessments(TA) undertaken the external Consultants identified the mitigation measures which subsequently formed the basis of the relevant conditions to the planning consent granted for the store.
- 5.2 During the development of the TA, a significant level of traffic modelling was undertaken using the City Council's SATURN and AIMSUM models, to identify the optimum arrangement in and around the surrounding highway network. This modelling included some testing with alternative access arrangements, and using just one access point. The conclusion of this testing was the current proposed access arrangements provided the optimal solution.

6.0 REASONS FOR RECOMMENDATIONS

- 6.1 To facilitate the construction of the new retail store and office complex, these improvements are seen as an essential element to ensure safe access to the site is provided, and the impact of the new development traffic is mitigated, as far as is reasonably practical. The proposals address the requirements of the planning consent granted by the Planning and Highways Board.
- 6.2 The provision of this store and office complex is fully supported by the City Council, and is viewed as an essential element of the regeneration proposals for the Spital Hill area.

7.0 RECOMMENDATIONS

- 7.1 Approve the highway improvement works shown on drawing number 718488/1100/001.
- 7.2 Approve the necessary Traffic Regulation Order works shown on drawing number's TR/39/1008-Tesco 1, 2 & 3 and to over-rule the outstanding objections to this order.

Simon Green
Executive Director, Place

10 February 2011

LOCATION AND HISTORICAL CONTEXT

The application site is located at the south eastern edge of the Spital Hill District Shopping Centre, bound by Carlisle Street to the north, Savile Street to the south, Spital Hill to the west and Atlas Works to the east. The site is approximately 5 hectares in area and was formerly occupied by vehicle sales uses, which included external display areas, showrooms, parking areas and a petrol filling station.

A large majority of the 5 hectare developable area is located at the Savile Street level. The east and north boundaries of the site are defined by structural stone walls which retain Spital Hill and Carlisle Street, which is located approximately 8 metres above the level of the site. The application site also includes an area of highway at the junction of Carlisle Street and Spital Hill which is the site of a proposed pedestrian concourse.

The character of the area is varied, comprising of buildings of varying age and usage. Savile House is located opposite the site on Savile Street and is a 10 storey structure, recently refurbished for office accommodation. Other buildings along Savile Street are generally substantial 3 to 4 storey structures and include a Listed Saw Mill and car sales showrooms. The Listed Wicker Arches are located to the south side of Savile Street and comprise of a former railway bridge which spans Wicker and the junction of the Inner Relief Road. Spital Hill is defined by a mixture of commercial uses largely brick built with buildings set at the back edge of the pavement between 3 and 4 storeys in height. Lion Works, a grade II listed building, is located to the west of the site.

The site has been cleared and none of the existing structures other than the retaining walls and ramps adjacent to Spital Hill and Carlisle Street will be retained as part of the development. The majority of the site falls within an allocated Fringe Industry and Business Area, however the proposed public square is situated in the Spital Hill District Shopping Centre as defined in the adopted Sheffield Unitary Development Plan.

PROPOSAL

Members may recall approving an outline planning application in January 2008 (planning ref 07/01733/OUT) for a mixed use scheme comprising of the following:

- A food store comprising of 10,216 sq metres of gross floor area inclusive of storage and staff facilities. 6,802 m sq of total net sales floor space.
- 5535 sq metres of gross office floor space, which comprises of 3875m sq of net lettable B1 office space
- 431 sq metres of neighbourhood retail floor space.
- 879 car parking spaces inclusive of 110 long stay spaces
- petrol filling station
- New landscaping and public realm works.

Following revisions to enlarge the floor plates of the office accommodation fronting Savile Street, which has enabled the inclusion of additional

neighbourhood retail uses, the proposals could not be considered as a reserved matter of the original proposal and a full planning application has been submitted.

The current proposals seek full planning permission for the following:

- A Food store comprising 10,487 sq m of gross floor space, 6802 sq metres total net sales floor space.
- 822 sq metres of neighbourhood retail uses comprising of A1/A2/A3/A4/A5 uses.
- B1 office space comprising of 5331 sq metres gross of B1 office space, 3875 sq metres of net lettable floor space.
- 739 Parking spaces
- A Petrol filling station
- New landscaping and public realm works

Environmental Impact Assessment (EIA)

The requirement for the provision of an EIA & Environmental Statement (ES) under the Environmental Impact Assessment Regulations 1999 was assessed during the pre-application process. This is because the proposed development is considered to be an 'Infrastructure Project' under Schedule 2 Part 10 (b) of the Regulations (development in excess of 0.5 hectares site area and involves the construction of more than 10,000 sq metres of commercial floor space).

The applicants requested an EIA Screening Opinion on 10.9.08. After full consideration of the selection criteria in Schedule 3 of the Regulations (characteristics of the development, location of the development, characteristics of the potential impact), a screening opinion was issued by letter on 1.10.09, concluding that an EIA was required to accompany the application. The applicant has therefore submitted an Environmental Statement to assess the potentially adverse effects upon the environment, arising from the development.

Housing Market Renewal (HMR) Regeneration Context

The application site falls in the Burngreave Panel Area within the East Area Development Framework Area in the Transform South Yorkshire Housing Market Renewal Pathfinder. In this context the area has been the subject to a master planning exercise, that culminated in the production of the Burngreave Fir Vale Master Plan that was approved by Cabinet in May 2005 as a material consideration in the planning process.

The Spital Hill proposals in the Burngreave Fir Vale Master Plan include the creation of three distinctive zones:

- A consolidated retail core, that incorporates the redevelopment of the former Murco Garage site for a new indoor retail area, the restoration of Sorby House for community workspace, and public realm renewal;
- A community core around the Ellesmere Green that builds upon community facilities with the restoration of Vestry Hall as a community learning resource centre, public realm improvements to

- Ellesmere Green, and the creation of new housing at the Ellesmere Elderly Persons Unit site, and
- An Employment Zone at the area bounded by Spital Hill, Spital Street, Brunswick Road and the Inner Relief Road, where employment generating uses are promoted via new developments and the restoration of Listed Buildings.

The Master plan identified the need to provide a supermarket and identified an area of search for the development with a recommendation that a further study be carried out to determine the best location and retail capacity.

In the light of this the Council commissioned specialist consultants to undertake a Retail capacity Study and design exercise to identify potential development options.

The study highlighted Spital Hill's deficiencies as a shopping centre, having the least convenience floor space of all Sheffield District Centres and poorly perceived as a location for food shopping. The study identified that an extra 3700sq metres of convenience goods floor space in addition to the food store (up to 1800 sq metres) already permitted under a separate consent at the Hartwell's site could be accommodated, or an extra 3900 sq metres of convenience floor space if it was to replace the permitted Hartwell's food store.

The area of search identified for a supermarket looked at existing sites within the District Shopping Centre and the current application site. The study assessed the physical feasibility of building a food store, including the number of businesses that would be affected by demolition to make way for the store and the cost of compensating those businesses. Two alternative options were identified:

Scenario A: a second small/medium sized retail store in the District Centre, in addition to the medium sized store already permitted on the Hartwell's site

Scenario B: A larger food store up to 3900 sq metres net convenience floor space on the Hartwell's site.

Both options were considered feasible but it was recommended that the larger food store on the Hartwell's site was the better option as it would secure regeneration benefits for the District Centre, would place Spital Hill further up the hierarchy of District Centres, but not beyond the status of District Centre. However any new store would have to be fully integrated with the District Centre as a genuine anchor subject to design and highways issues. Cabinet subsequently endorsed the findings of these reports in January 2006 as a material consideration, making them official amendments to the Burngreave Fir Vale Master Plan. This endorsement in turn afforded the release of other sites previously considered for a supermarket for other development opportunities.

It is one of the key objectives of Housing Market Renewal to regenerate District Shopping Centres, as they are the key service centres for the wider residential neighbourhoods that play an integral role in making an area attractive, successful

and sustainable in the longer term. The Spital Hill proposals within the Burngreave Fir Vale Master Plan aim to strengthen the currently ailing District Shopping Centre. The strategy for delivering this is:

- to create a new food store that would improve the range, choice and quality of food shopping at the District Centre,
- to increase footfall by increasing the number of people living in the area through stimulating new development,
- to increase the number of people working and training in the area via the employment zone and restoration of Vestry Hall and Sorby House (currently nearing completion), and
- to increase the use of community facilities (via the restoration of Vestry Hall and Sorby House alongside the strengthening of the community core).

Burngreave is classified as a deprived neighbourhood; the creation of a supermarket would conform to the principles of the Under Served Markets Project, a national scheme which seeks to contribute towards neighbourhood renewal. The introduction of a new supermarket at Spital Hill would meet the needs of the community by increasing the range and quality of products and services, increase local employment and training opportunities, contribute towards increased footfall and prospective trade for local businesses, whilst also acting as a significant catalyst for regeneration by making Spital Hill increasingly viable and sustainable and attracting further inward investment. The development itself would improve the quality of the built environment, could improve safety and security with the natural surveillance of the District Shopping Centre and result in greater community pride.

The regeneration/renewal of Spital Hill will not only benefit existing communities within the Panel Area, but will also service new residential developments proposed in the Burngreave and Fir Vale Master Plan. These new developments on sites identified in the Master Plan include up to 50 dwellings at the Ellesmere EPU/Gower Street car park site (partly within the District Shopping Centre), up to 57 dwellings at Catherine Street, and up to 300 dwellings at Woodside. In addition other speculative residential proposals within the area will come forward as a result of the Master Plan which will help to achieve the aims of the adopted Master Plan.

Burngreave New Deal for Communities and the Mixed Communities Pilot

Burngreave New Deal for Communities covers part of the Panel Area. Burngreave New Deal in partnership with Sheffield City Council have several regeneration schemes at Spital Hill under the Advancing Together Initiative. These include the Public Realm Renewal around Ellesmere Green, and the restoration/refurbishment of both Vestry Hall and Sorby House, which are key buildings in the locality that have stood empty for a number of years. This part of the Panel Area has also been identified as a Mixed Communities Pilot, due to progress being made in addressing comprehensive regeneration challenges via the partnership approach advocated between New Deal for Communities and the Council. The promotion of mixed income communities is seen as a key feature by Government to creating sustainable communities in successful neighbourhoods. The mixed community approach has three objectives as follows:

- Major changes to the housing stock and tenure/income mix
- Improvements to the environment and quality of local schools and retail/leisure facilities
- Action to tackle worklessness, low educational attainment, poor health, crime and antisocial behaviour.

The creation of a supermarket contributes towards this as it will improve the current offer at the District Shopping Centre and meet current/future needs, whilst also holding great potential for localised employment which is a key requirement to complement overall regeneration in the locality.

PUBLIC CONSULTATION

Burngreave and Fir Vale Masterplan had several rounds of public consultation with more than 3000 people being involved in the process. The retail feasibility study produced by the council was also subject to consultation with the Spital Hill Project Group, Burngreave Area Panel and Burngreave New deal for Communities partnership with all accepting the recommendation that a larger food store on the Hartwell's site should be pursued prior to its endorsement by cabinet.

The submission of this full application builds on the community consultation undertaken at the outline stage when consultees were asked to consider the principle of the proposed food store, neighbourhood retail units and office development as well as the scale, access and layout of the scheme. The initial exercise included a number of different methods of consulting the community including;

- Press releases
- 7000 flyers were distributed via the Burngreave Messenger outlining details of forthcoming exhibitions and venues,
- Exhibitions, display boards, leaflet distribution with comment cards, Initial information was also provided in three key languages Urdu, Somali and Arabic and multi –lingual translation of full material was made available on request
- Stakeholder briefings,
- Area Panel briefing,
- Councillor briefings,
- A web site set was set up www.spitalhillpartnership.co.uk to distribute information and provide updates on the scheme.
- Information leaflets were also available in a range of local schools, women's groups and community centres throughout the area in order to engage harder to reach groups.

A total of 40 written feedbacks forms were received from this initial outline consultation exercise. 95% of respondents were in support of mixed use development on the site, 95% were in support of a Tesco superstore, 87.5 % were in favour of office development and 95% of recorded responses agreed that the proposed development would contribute to the regeneration of Burngreave.

Following on from this initial exercise continuing consultation has been undertaken with regard to the full planning application. This has included consultation with council officers and the Sheffield Urban Design Panel and Conservation Advisory Group. The developer also convenes a quarterly meeting of the Spital Hill Partnership which comprises of Burngreave New Deal for Communities, Jobcentre Plus, Sheffield First, Sheffield Work and Skills Board, Sure Start and Tesco. Ward Members were also consulted on the proposals on the 20th November 2008 and a presentation was made to the Burngreave Area Panel on the 20th November 2008. The Spital Hill Partnership web site has also been updated to reflect the latest revised proposals. Attempts have also been made to inform the Burngreave Business Forum who were contacted at the outline planning stage however this organisation is no longer active. Representatives of this former group do however now form part of the Spital Hill Partnership.

The Council's Statement of Community Involvement (SCI) was adopted in September 2006, as part of the new-style development plan under the Planning and Compulsory Purchase Act 2004. Although pre-application consultation remains voluntary, the SCI requires an assessment of it where appropriate.

The applicants' pre-application consultation on the application was agreed with the planning service. A consultation assessment summarising the process accompanies the application.

The Burngreave and Firvale Master Plan

The Plan was produced to further HMR objectives and was approved by Cabinet in May 2005. It sets out a strategy to regenerate Spital Hill shopping centre by increasing the range of shops and services, increasing footfall, and enhancing the public realm. It recommended a supermarket be developed in the centre. A supplementary study, 'Spital Hill – Options for a new food store' recommended its development on what is now the application site, and a subsidiary Study showed that there was capacity for a large food store. The report 'Spital Hill – Options for a new food store' recommended that, to ensure that the store contributed to the regeneration of Spital Hill and acted as a genuine anchor to the Centre it should be ensured that:

- The store is elevated so that the main front entrance is off Spital Hill/ Carlisle Street as close as possible to the Centre and that the retail floor space is at this level. This would achieve the objective of a food store adjacent to the centre, with the potential for local people to walk in to the store.'
- A contribution is sought towards the cost of physical enhancement of Spital Hill District Centre for public realm improvements, improved car parking for Spital Hill, or other measures to contribute towards the upgrading of Spital Hill as a District Centre.
- The report noted that the design of the development should be of the highest quality, relate to the buildings on the western side of Spital Hill, and form a powerful 'gateway' to Burngreave and Spital Hill. Residential or office use of the space above the store should be required. The food store operator should be required to set up

a training and employment scheme for local residents, especially local unemployed and disadvantaged residents.

Cabinet approved the studies as an official amendment to the Burngreave/ Fir Vale Master Plan in January 2006 and endorsed its recommendations to promote a store with up to 3,900m² net convenience floor space on the Hartwell's site.

Policy Analysis

The Sheffield Unitary Development Plan identifies the site as being within a Fringe Industry and Business Area where business uses within use class B1' which includes offices, are a preferred use and residential, small shops and food and drink outlets are all acceptable uses in principle (Policy IB6 refers), although this has been superseded by the advice in PPS6 and the cabinet approved 'Supermarket feasibility Study' which is classed as an official amendment to the Burngreave and Fir Vale Masterplan.

The Government's planning policy guidance PPS6 focuses on a range of issues relating to town centres, the key objective being to promote the vitality and viability of town centres. PPS6 identifies shops and offices as some of the main town centre uses to be assessed on their need, scale, sequential approach, impact and accessibility. A similar approach is also required with regard to office development.

Within the Fringe Industry and Business Area there are a mix of both preferred and non-preferred uses as well as vacant and underused land and buildings. The provision of office accommodation on this site would increase the balance of preferred uses in the policy area removing a sui generis car sales use.

The site is located on the edge of Spital Hill District Centre and the edge of the city centre as identified in the UDP. The Core Strategy identifies the city centre, accessible locations on the edge of the city centre and district centres on high frequency public transport routes, as priority locations for office development. Previously developed sites accessible by public transport will also be given priority over green field sites. CS 11 (Employment Locations in the North East Urban Area) identifies Spital Hill as an area where new opportunities for employment, education and training will be promoted. On the basis of the new core strategy policies, which encourage office development in the highly accessible and sustainable location on the very edge of the city centre, the previous restrictions on the maximum size of an individual occupier of the office unit have been lifted. The proposals will also contribute to the aims of CS 11 by increasing the employment, education and training opportunities in the Spital Hill. The principle of office accommodation on this site is therefore considered acceptable and supported by the local and national planning policies.

Retail policy issues are covered in the section below.

Retail Impact Assessment

The application proposes more retail floor space than the approved outline application 07/01733/OUT: the Tesco is now 10,487 sq metres instead of 10,216

sq metres. However the increase is small, and the net sales area, which determines the store's likely turnover and impact, is to remain the same as in the previous application. The neighbourhood retail units are proposed to be 822 sq metres instead of 431 sq metres.

The proposed ancillary 'neighbourhood retail' units are located on the edge of the Spital Hill District Centre and, to ensure that they remain complementary uses and do not harm the District Centre, a condition restricting their floor space is recommended. It is considered that limiting the maximum gross floor space of a single neighbourhood retail unit to 350 sq metres would ensure that the units are of a scale that would complement and improve Spital Hill as a District Centre. This limit will be a maximum size with provision in the design of the scheme to allow smaller occupants if required. The provision of these additional retail units will help to generate linked trips within the district centre and provide additional retail floor space, which could be occupied by smaller independent retail outlets, enhancing the existing retail offer in the centre.

Policy S4 positively promotes food retail development at the edge of district centres if there are no suitable sites for development within them. Since there are no suitable alternative sites within Spital Hill centre the proposal should be 'promoted' under Policy S4.

Transport and Highways

Traffic Impact on Highway Network

As with all major development proposals, the application for this store and office development included a Transport Assessment (TA), which looked at the various highway impacts this development would generate. It was agreed with the City Council that the Friday evening peak (5 – 6pm) would be the critical time period for assessment. Details of traffic generation and distribution were then agreed and the impacts then predicted making use of the Council's SATURN and AIMSUM traffic modelling packages.

The development is predicted to generate 570 vehicle movements into the site and 651 out in the evening peak; Due to the large volume of new trips to the site, two access points are proposed to help distribute the extra traffic onto the adjacent highway network.

The general impact of this development was then assessed using the City Council's SATURN model, this is a strategic modelling tool which covers all major routes within Sheffield (and most of Rotherham); The results of this modelling predicted no significant increase in congestion on the network around the store, and only a very slight increase in journey time around the network as a whole; These results have to be treated with a little caution as the model relies on drivers acting logically when making route choices, but it does form a good base on which more detailed local modelling can be undertaken.

Based on the results of the SATURN modelling, the City Council's existing City Centre AIMSUM model was extended to include the highway network surrounding this site, and a series of model runs were then undertaken. Initial results from this modelling again indicated that no significant impact on the local

highway network would result from this development; However, it was clear that these results were based on a large number of vehicles diverting onto routes remote from the area under consideration, and that additional “virtual” queuing was being created beyond the limits of the model.

A further run of the AIMSUM model was made with much of the dissipated traffic, together with traffic diverted from the closure of Carlisle Street, forced to stay within the modelled network, the results from this exercise did predict significant increases in journey times on Savile Street and in particular Spital Hill, which would impact on bus journey times. This model run was very much a worst case scenario as, in practice, drivers will divert to more remote routes.

The developer’s consultants also undertook individual junction analysis work, for both the new site access junctions and existing adjacent highway junctions, in all instances the junctions were predicted to operate within their theoretical capacity.

The modelling work has predicted that at best no material impact on the local road network will result from these proposals, however in the worst case, there would be a major impact on the local network with average journey times increasing by around 2 minutes. As a potential detrimental impact may result from these proposals, a precautionary approach has been taken as regards securing off site highway mitigation measures.

The developer has agreed to fund a “Smarter Choices” campaign for three consecutive years on the Spital Hill / Burngreave Road / Barnsley Road corridor, this type of measure has been shown to have a very positive impact on reducing car based trips and could, if very successful, result in a reduction in vehicle movements along this corridor.

The developer has agreed to provide £50,000 towards traffic signal junction optimisation measures and additional highway signage to ensure the best use of the existing infrastructure is made.

The developer has also agreed to a series of measures within the site Travel Plan, including the appointment of a Travel Plan Co-ordinator, commitments to measures to promote public transport and cycle use, and a financial commitment that if agreed targets are not met, new measures will be introduced.

It should be noted that the above approach is very much in line with national guidance where the introduction of “soft measures” is seen as the best solution if at all possible.

If, following the opening of the new store, an increase in journey times have been created on the local highway network, based in particular on bus journey times along the Spital Hill – Barnsley Road corridor, the developer has agreed to fund a package of measures totalling £305,000, these works would include the provision of additional bus lanes (including further consideration along Spital Hill itself through the shopping centre), queue detection equipment, CCTV works to help monitor the network and Variable Message Signage (VMS) works to direct motorists away from congested areas.

The above works are to be secured via a 106 agreement.

Access works to Savile Street

The main vehicle access into the site will be from a new signalised junction off Savile Street, just to the west of 12 O'Clock Court.

This will be an all movements junction including both a right and left turn slip road into the site, the signals will incorporate pedestrian and cycle crossing points on the desire lines, and will also maintain the bus priority lane on the westbound approach to the City Centre.

The highway improvements to Savile Street also include modifications to the pedestrian crossing point being provided as part of the Savile House development, the provision of a bus stop lay-by near the pedestrian entrance to the store and the provision of an eastbound cycle lane along the site frontage, finally the full extent of the footway abutting the site is to be reconstructed, making use of materials that are similar in quality to the City Centre palette.

Access works to Spital Hill

The secondary access point is from Spital Hill just to the south of Carlisle Street.

This will also be a signal controlled junction which will only permit left turn manoeuvres into the site (The provision of a right turn lane was physically very difficult to accommodate, and bearing in mind the new junction's close proximity to the new Ring Road junction, could have led to queuing problems). Both left and right turning manoeuvres will be permitted for exiting vehicles, and the junction has been designed to accommodate the new access to the Brunswick Street development, which already has outline consent. The new junction also incorporates a pedestrian/cycle crossing facility to the north of the site entrance.

The highway works to Spital Hill also again include full reconstruction of the footway abutting the site with City Centre type materials.

To the north of the site, the developer has also agreed to contribute the sum of £371,500 towards public realm improvements within the district centre to help link the new development with the existing shopping centre.

Removal of Traffic from Carlisle Street

This element of the development does give rise to significant highway concerns, closure of the road to through traffic will lead to existing movements being diverted onto other routes; It will reduce the flexibility of the network as a whole, and will also have a slight impact on accessibility to properties off Carlisle Street.

Retention of Carlisle Street as a through route would be very difficult to accommodate in highway terms, based on its close proximity to the new site entrance off Spital Hill, the junction would almost certainly have to be incorporated into a larger signalised layout, which in turn would give rise to additional delays on through traffic along Spital Hill.

Perhaps more importantly if Carlisle Street was retained as a vehicle route, a large degree of severance would occur between the new store and the district centre, and the opportunity to undertake the major enhancement works to “Caborns Corner” proposed by the developer would be lost.

On balance it is considered that the advantages in pedestrian linkage and simplification of the highway improvement works to Spital Hill do outweigh the real drawbacks that will result from the closure to traffic on this road.

Although Carlisle Street will be closed to through traffic, pedestrian and cycle links to Spital Hill will be retained.

The developer will also be funding traffic management measures (inclusive of TRO's and signage) to the Carlisle Street, Sorby Street, Gower Street block to ensure suitable access arrangements, especially as regards HGV access are maintained, the developer will also be funding an improvement scheme to the Carlisle Street / Gower Street / Sutherland Street junction to make the junction operate more effectively based on the reduced access requirements of Carlisle Street.

Two bus services currently use Carlisle Street, the 85 and 86 services, which are operated on a commercial basis, SYPTE have indicated that whilst these services are not operating with a significant amount of spare time in the timetable it will be the decision of the operator first to consider the future of the service. However, as indicated above, a short diversion up Spital Hill and via Gower Street would allow the service to continue its original route without significant diversion. Concern has been raised by the Rock Christian Group regarding the diversion of the service. However, new bus stops will be provided at Caborn's Corner as a result of this development and new stops are proposed at Ellesmere Green, both of which are in very short walking distance of the church and commercial premises, therefore suitable pedestrian access is retained.

Impact on Public Transport

Of particular concern is the impact that new development traffic could have on existing public transportation provision. The site is located between two main public transport corridors into the city centre, one of which (Spital Hill) is subject to a Statutory Quality Partnership (SQP). The Spital Hill and Burngreave Road sections of the A6135 form part of the North Sheffield (Barnsley Road) Statutory Quality Partnership Scheme (SQPS), which is the first of its kind in England. This agreement was made in accordance with sections 114 – 123 of the Transport Act 2000 by: South Yorkshire Passenger Transport Authority; South Yorkshire Passenger Transport Executive; and Sheffield City Council. Local bus operators are also involved and have invested in the work of the partnership.

The scheme aims to improve the quality of bus services within the scheme area by enabling bus operators to achieve more reliable and punctual local services, and by improving the quality of the vehicles and the infrastructure along the route. These improvements are intended to give the residents of North Sheffield better access to vital services and employment opportunities.

The flagship scheme of the SQPS is a £1.3 million bus priority scheme on

Burngreave Road and Spital Hill. The scheme comprises a set of bus pre-signals on Burngreave Road, which will artificially queue general traffic to allow late running buses to reach the head of the traffic and then run unimpeded down Spital Hill and into the bus lane that approaches the Wicker. Thus creating a 'virtual bus lane' on the sections of the route where there is insufficient width for traditional, physical separation. The stretch of bus lane along Spital Hill will ensure that buses gain priority at the new junction with the Inner Relief Road and that the time savings and improvements to the overall journeys are not compromised.

As indicated previously in the report, these proposals have been subject to extensive traffic modelling, the results of this modelling, even in the worse case scenario have shown that the development will give rise to virtually no delay on the out of City Centre services; However, for inbound services some level of delay (especially as regards the worse case scenario) are predicted. The highway mitigation described in the Traffic Impact on Highway Network section of this report are specifically designed to mitigate against these predicted delays.

The developer is also funding the provision of new bus shelters for both inbound and outbound service stops on both the Spital Hill and Savile Street routes, these stops will incorporate real time information on bus services, and within the store itself, a public transport information point, which will again incorporate real time information is also to be provided.

Car Parking

The scheme proposes the creation of 739 parking spaces. These spaces will be split between the proposed office units (71 spaces) and the supermarket.

Based on the new guidance contained within the Regional Spatial Strategy, the maximum parking ratio for offices is 1/60 sq metres (giving a max total of 89 spaces) and for the retail element the maximum parking ratio is 1/18 sq metres (giving a max total of 583 spaces for the main store and around 50 spaces for the smaller units as a slightly higher ratio for these units would be acceptable) with the provision of 41 disabled parking spaces, this would give a total maximum level of 763 spaces, which exceeds the proposed number of spaces.

Given the sustainable location of the site and its high volume and frequency of bus services the parking level proposed is considered acceptable for this scale of development. The office spaces will be physically separated from the retail stores parking by control barriers to prevent abuse of the long stay spaces. Adequate disabled parking facilities will also be included in the office parking area. Until the office element is completed these dedicated spaces will either not be constructed or will be permanently sealed from the store, and this item is covered by condition.

SYPTTE previously expressed concern that due to the location of the site on the edge of the city centre the car parking could be used as commuter parking for the city centre. Given the known shortage of parking in the district centre, a three hour time limit will be imposed on the supermarket parking in order to

afford shoppers adequate time to undertake shopping activities and linked trips with the district centre, given these short stay restrictions it is not considered the proposed parking would be attractive or suitable for commuter parking. A parking management plan will be conditioned to ensure that appropriate enforcement of the car park is undertaken to discourage such activities.

Secure covered cycle and motorcycle parking facilities are also to be provided for office and store staff and for visitors to the site.

The proposed parking provision for the store and B1 office accommodation is within the threshold limits of adopted National and local guidance. It is therefore considered acceptable.

Dedicated taxi rank facilities for the store and adjacent shops are also to be provided as part of the development within Carlisle Street.

Pedestrian and Cycle Access

Both pedestrian and cycle access will be gained from Savile Street at the lower level and from Spital Hill at the higher level, a major pedestrian link from “Caborn’s Corner” is also being created at the upper level.

Both new site access points include pedestrian and cycle crossing facilities, and for on carriageway cycle routes, advance stop lines will be provided. As indicated previously the works to Savile Street include the provision of an eastbound cycle lane, with the footways abutting the site being fully reconstructed.

A partially segregated cycle route from the east (Attercliffe Road / Five Weirs Walk) to the site exists and a “toucan” crossing facility linking this route to the site is proposed. The reverse route back towards Attercliffe Road is entirely on carriageway, and the provision of at least a partly segregated route has been investigated, unfortunately no easy solution to this problem has been discovered and at present it will continue as existing.

Taxi Rank Provision

At the upper level a formal taxi rank area is being created within Carlisle Street, adjacent to the main upper level pedestrian entrance. The close proximity of this rank to the store entrance and the main pedestrian route to the district shopping centre should also offer some synergy of use with the district centre.

A further Taxi ramp and private hire drop off provision is also provided on the ground floor car parking area, adjacent to the main pedestrian entrance at that level.

Servicing

Servicing of the store takes place from an upper deck, which is accessed from the main vehicle entrance to the site off Savile Street. Prior to entering the car parking areas, an access to the service ramp is provided, which segregates service vehicles completely from the public areas of the site.

Due security concerns, site layout, design constraints and safe operation of the car park, height restrictions will be in place to prevent HGV's from accessing the lower car parking area. Therefore any HGV's deliveries to the office and neighbourhood retail units will be required to deliver goods to a collection area within the Tesco service yard, where the goods will be securely stored for collection. Goods will then be distributed by smaller van which can access the ground floor parking area, to the office and neighbourhood units from dedicated service areas within the site. The removal of waste will take place in a similar manner. This process will prevent servicing taking place from the public highway and will be managed by an appointed centre manager. A service and delivery management plan will be secured by condition.

Travel Plan

The TA included a travel plan framework for the site to encourage the use of sustainable travel modes for the store and office employees together with shoppers, general visitors and deliveries to the site.

Some of the main measures proposed include:-

- Appointment of a Travel Plan Co-ordinator.
- Provision of dedicated and signed parking spaces for low emission vehicles.
- Monitoring of staff travel, including targets for maintaining the number of single occupancy car trips in the first year, decreasing the number by 5% in the first two years and decreasing the number by a total of 15% in the first 5 years of operation. Should the two or five year targets not be met, then a sum of £15,000 for each target will be made available to fund measures to improve the number of staff travelling by public transport.
- A commitment to consider the provision of an LPG pump within the petrol filling station.
- A commitment to discuss with First, Stagecoach and SYPTTE the options for obtaining discounted season tickets for staff at the site.
- The provision of cycle racks adjacent to the store and office accesses and the public square.
- The provision of discounts on cycle purchases, as part of a national Tesco scheme.
- Provision of a public transport information kiosk in the entrance to the store.
- Consideration of requests for flexible working practices to reduce peak hour demand, where feasible.
- Sharing of best practice within the Tesco Travel Plan team.

The Travel Plan for the office element of the development will need to consider similar measures, and more detailed information on the Travel Plans will need to be submitted as part of the reserved matters application.

The general conclusion within the TA supporting this application, indicates that the local road network in the vicinity of this site will continue to operate satisfactorily when the development is fully operational. The new access junctions will operate safely and have sufficient capacity for their intended use, and the precautionary mitigation measures should be sufficient to resolve any traffic problems that are created.

It is considered that the TA does represent a reasonable assessment of the impacts the development will have on the highway network, and the mitigation measures proposed are fair.

The proposals do represent a significant traffic generation scheme, which will clearly give rise to some impact on the local highway network, the closure of Carlisle Street is of concern in highway terms, and the development's potential impact on public transport, also gives grounds for concern.

However, the provision of a new large retail unit adjacent to the District Centre, is considered to offer major potential benefits in terms of linked trips. The provision of a large element of office accommodation within the development should also add to these benefits.

The development is also in a very highly accessible location on the edge of the City Centre, which should offer the maximum potential for trips on public transport.

In terms of national, regional and local planning policy the site is ideally located. Therefore, subject to the appropriate conditions and section 106 agreement, it is acceptable in highway terms.

Inclusive Access

The development will provide inclusive access to all areas and a suitable number of mobility parking spaces located in the closest proximity to the building's entrances.

Air Quality

PPS 23 States that any air quality consideration that relates to land use and development is capable of being a material consideration and most likely in cases where there are predicted exceedences of Air quality Standards (AQS) in an Air Quality Management Area (AQMA) or where a development renders an Air Quality Action Plan (AQAP) unworkable. However it also indicates that it is not the case that all planning applications inside or adjacent the AQMA's should be refused if developments would result in a deterioration of local air quality and the presence of an Air Quality Management Area (AQMA) should not sterilise development.

The European Air Quality Framework Directive establishes a strategic framework for setting Europe wide limit values for twelve air pollutants, which include Sulphur Dioxide (SO₂), Nitrogen Dioxide (NO₂), Particles (PM₁₀), Lead (Pb), Carbon Monoxide (CO), Benzene, Ozone, Polycyclic Aromatic Hydrocarbons (PAHs), Cadmium (Cd), Arsenic (As), Nickel (Ni) and Mercury (Hg). Member States have been set legally binding limit values for each pollutant to achieve, established by a series of Daughter Directives. The UK Government's policy on air quality is set in the Air Quality Strategy for England, Scotland, Wales and Northern Ireland (AQS) published in January 2000 and updated in 2003, as required by Part IV of the Environment Act 1995.

Under Part IV of the Environment Act local authorities are required to review and assess air quality within their administrative boundaries with the aim of working towards the air quality standards by their target dates. Where there is a risk that air quality objectives are unlikely to be achieved by the target period the authority is required to declare an Air Quality Management Area and prepare AQAP, to ensure improvements in air quality. In recognition of the need to minimise environmental impacts SCC published a guidance note in 2001 encouraging developers of new developments to adhere to sustainable development principles. The guidance confirms SCC wishes to protect air quality in areas where air quality is good and improve it in areas where it is not so good, it also emphasised that any proposed development that could adversely affect air quality does not inevitably mean a prohibition of the development, with planning applications decided on merits, taking full account of all relevant material planning considerations, so a balanced assessment can be made.

Sheffield's AQMA covers the whole Sheffield urban area. The AQMA replaces two previous Air Action Zones covering the city centre and the area around the M1 J34 corridor.

The applicant's ES assesses the base line air quality conditions and the impact the development will have on local air quality both during construction, and as a completed operational development.

Both the Construction Phase and Operation Phase of the development will have impacts on air quality with the main emission source arising from vehicle emissions due to traffic generation. NO₂ is the most significant of the emissions from this source, in terms of its impact upon local air quality, with PM₁₀ being the most significant pollutant arising from the Construction Phase as a result of dust generation associated with site clearance.

The assessment identifies sensitive receptors, including both commercial and residential properties in the immediate vicinity of the site as representative of those properties that may be exposed to the highest and the largest change in concentrations as a result of the development. The applicant's assessment of the baseline air quality in the locality indicates that annual mean NO₂ concentrations currently exceed and are predicted to exceed current EU limits

values in 2011 without the development in place. The assessment of PM10 concentrations indicate that there are potential current and predicted likely exceedences of PM10 concentrations at a number of the identified sensitive receptors without the development in place.

The assessment of Air Quality levels and its impact is accepted. Due to current base line exceedences of the EU/National air quality limits any increase in concentration of NO2 and PM10 will be considered a high priority, in accordance with the impact classifications.

The applicant's assessment demonstrated predicted impacts, at sensitive receptors for NO2 and PM10. For NO2 minor beneficial impacts and neutral impacts are predicted, with PM10 impacts also ranging from minor beneficial to neutral impacts on air quality with the development not resulting in any significant improvements in air quality.

The applicant's conclusion within the ES states that by 2011 the potential impact of the proposed development on annual mean and short term mean concentration of NO2 and Pm10 will be neutral or minor beneficial improvements. However given the existing baseline exceedences of EU air quality limits for NO2 any predicted impacts will be considered a high priority. Therefore it is essential to ensure that adequate mitigation is put in place to off set and reduce the potential impacts of the development on air quality.

It is intended to achieve these through a variety of measures including;

- A green travel plan, which will promote alternative methods of transport to the site, reducing traffic and congestion including measures such as;
 - travel plan coordination group
 - Set up and oversee a car sharing facility
 - Interest free loans/discounts for purchase of bicycles for commuting
 - Subsidy of annual bus passes
 - Reducing incentives for car travel (including company cars)
 - Provision of LPG at the petrol station
 - Bike and cycle loans.
 - Home delivery
 - Sharing of information and best practices with travel plan coordination team
- Targeted local labour recruitment reducing the need to travel
- Provision of low emission vehicle priority parking
- Delivery fleet management to ensure that all LGV and HGV delivery vehicles meet euro III standard minimum and by 2011 euro IV standard.
- Funding of the councils 'Smarter Choices' public transport promotion along the Statutory Quality Partnership Route for a period of three years to which is designed to increase the attractiveness of public transport and provides incentives for public transport use to the general public.

- Enhanced pedestrian waiting areas and bus shelters with real time public transport information increasing the attractiveness of public transport.
- Public Transport Information kiosks
- Consideration of flexible working practices to reduce peak hour demand.
- Provision of safe secure and covered parking cycle and motorcycle parking with showers and changing facilities within the development, facilitating the use of alternative modes of transport.
- Contribution of 50,000 towards signal optimisation at junctions around the site that will improve traffic flows reducing localised congestion.
- Commitments to establish a reduction in single persons car born occupancy monitored by a Travel Plan coordinator, and establishment of commitments to a reduction of 5% within 2 years and 15% reduction after 5 years with financial penalties of £15,000 towards public transport if each target is not achieved.
- Fit continually regeneration trap to existing HGV's and to reduce pollution.
- Construction and demolition practices undertaken in a responsible manner with air quality monitoring where necessary.
- Funding infrastructure improvements should delays to public transport occur as a result of congestion to include variable message signage, queue detection, camera monitoring to alert early warnings of traffic congestion.
- Provision of 25 priority low emission car parking spaces split between the office and store
- Provision of 6 electrical car charging points split between the office and store.
- Provision of on site renewable energy production which will account for the over 10% of the development's energy demands, and an additional 20% carbon saving through energy efficiencies.
-

The applicants have identified a commitment to implement an Environmental Management and Monitoring Plan designed to monitor emissions during demolition and construction. This covers a variety of measures governing site planning, construction traffic, demolition works, earth moving and site activities measures which will minimise any impacts from the construction phase.

Subject to the inclusion of these methods, air quality impacts will be mitigated.

Employment affects

The development will generate temporary employment during the construction phase and permanent employment on completion of the various elements of the scheme. Due to the nature of the development not all of these employment opportunities will be provided in Sheffield as a number of specialist trades and fabrication required in the construction process may come from outside Sheffield. The principles of sustainable construction will however be incorporated with a key element being the local recruitment of the

construction workforce. It is estimated that 487 jobs will be created through the construction process.

Proposed permanent direct employment based upon job density ratios within the developer ES indicated that circa 600 new staff would be employed by the new development in a mixture of full and part time positions. This breaks down as 395 jobs created by the store, 21 by the neighbourhood retail units and 204 by the office development. Recruitment for the store will be focused to target the local employment market and is conducted through the national job centre plus (JCP) it is envisaged recruitment from outside the area will not exceed 10%. JCP work with local organisations (Burngreave Opportunities Jobnet) in this case to satisfy New deal requirements.

Directly generated jobs on site will also generate indirect employment opportunities arising from supply and servicing of the site the applicant has estimated this to be 35 jobs although additional opportunities may arise in respect of green space maintenance.

Increase retail floor space as a result of the development will increase consumer choice in the local area enhancing the retail offer of the district centre, helping to retain local consumer expenditure in the local area and reducing the need to travel.

The store is expected to generate net 73.3 million pounds of turnover in the test year 2014, with 90% of comparison and convenience turnover drawn from the study area. This results in draw of 44.9 million pounds of convenience turnover and 31.2 million pounds of comparison in 2014 from the study area. This leaves residual capacity of 12.8 million pounds of convenience turnover and 108.4 million pounds of comparison turnover in the same year. This scale of development is considered consistent with the approved retail capacity study undertaken by White Young Green for Spital Hill. The neighbourhood retail units are anticipated to generate a net turnover of 2.7 million pounds based on net floor space and estimated turnover of £3000/m².

There is considered to be a 2.6% trade impact on existing retailers in the district centre, however given the qualitative improvements in the retail offer of the district centre as a result of the development, trade leakage that is currently experienced will be reduced, helping to focus investment and expenditure in the district centre.

The proposed development will lead to a significant net employment gain over that generated by the current car sales use on the site. Overall, the development is considered to result in positive socio economic impact.

Regeneration Partnership

The Spital Hill Partnership is a public/private sector partnership set up by Tesco working jointly with Burngreave New deal for Communities,

Jobcentreplus, Sheffield First, Sheffield Future, Sheffield Work and Skills Board, Shaw Trust and Sure Start. The focus of the partnership will be to bring more local unemployed people back to work. Through partnership working the development will target people who are traditionally hard to access and help to break down barriers to employment such as low skills levels, disability, lack of work experience, language and childcare. This will be achieved through the Tesco Job guarantee programme, which offers pre-employment training and work experience within a structured training programme enabling Tesco to offer jobs on the basis of aptitude as opposed to existing qualifications.

The scheme offers those who are interested in work, a first impressions interview to assess willingness to work. Detailed job matching ensures that recruits aspirations are equated to individual work contracts, with a rolling programme of pre-employment training is then tailored to meet individual learning needs. Everyone who completes the pre-employment training course is guaranteed a job. Tesco have successfully delivered such schemes elsewhere in the country including Seacroft East in Leeds, Mansfield and Deysbrook in Liverpool. The actual number of jobs that are 'ring fenced' for people to be recruited in this way is discussed and agreed with the local agencies with the aim of recruiting around 50% of store staff through the job guarantee scheme, prior to opening up recruitment to local people under regular recruitment procedures.

The foundations of the programme have already been established following the launch of the Spital Hill Partnership July 2007. The partnership bodies are working to identify if there is a need for preparatory up skilling to access the Tesco pre employment training and to identify appropriate support and training including childcare provision. This regeneration partnership will be secured by legal agreement to ensure that the programme is implemented should planning permission be granted.

In summary, the proposed redevelopment of this former car sales site, is one that raises a number of significant issues, and has a number of potential impacts. These have been carefully considered within the Environmental Statement prepared by the applicant, and also within further supporting information and addendums, and by officers in assessment of the proposals.

This scheme follows the principles established in the outline planning approval (planning ref 07/01733/OUT) and proposes a comprehensive mixed use scheme comprising of the following

- A Food store comprising 10,487 sq m of gross floor space, 6802 sq metres total net sales floor space.
- 822 sq metres of neighbourhood retail uses comprising of A1/A2/A3/A4/A5 uses.
- B1 office space comprising of 5331 sq metres gross of B1 office space, 3875 sq metres of net lettable floor space.
- 739 Parking spaces
- A Petrol filling station

- New landscaping and public realm works

The layout of the site provides a perimeter block with active frontages along Savile Street, Spital Hill and Carlisle Street and the proposed office building sited at the junction of the Inner relief road. The design of the building is acceptable and will provide a significantly improved gateway into the city centre and Burngreave. The scale of the building along Savile Street reflects the existing built form and hard and soft landscaping improvements, including a boulevard of trees, will enhance the visual amenities of the locality and appearance of the streetscene. The built form along Spital Hill appropriately reflects the rising topography providing active frontages on approach to the district centre from the south. The primary store entrance is taken at grade from Carlisle Street with additional active frontages provided by way of small neighbourhood retail units at Caborn's Corner.

It is considered that the design of the scheme is acceptable and there is sufficient separation between the site and the listed buildings to safeguard their setting and special architectural and historic interest.

Two levels of sales floor space are provided in store, both of which are elevated above Carlisle Street. This provides grade access through the main entrance to the store from Carlisle Street (Caborn's Corner).

In order to ensure that the development is effectively linked into the district centre, and to maximise the potential for linked trips between the store and the existing centre, Carlisle Street is to be closed at the junction with Spital Hill forming a public square. Alternative access routes to properties/businesses on Carlisle Street/Sorby Street are provided via Savile Street and junction improvements are to be made at the Gower Street/Sutherland Street roundabout by the developer. Alternative access can also be gained via Gower Street from Spital Hill.

The scheme will provide a new high quality public realm to Caborn's Corner and the inner relief road with improvements to hard surfacing and planting within the site boundaries. Additional section 106 contributions of £371,500 have also been secured for physical enhancements and improvements to Spital Hill District Shopping Centre in addition to the works at Caborn's Corner. The proposed store is considered to be appropriately linked into the district shopping centre with the sales floor elevated over two levels with grade access taken from Carlisle Street to ensure maximum regeneration benefits for the existing District Shopping Centre.

The proposed office accommodation will add the creation of a vibrant mix of uses on site. The scale of the proposed office accommodation is acceptable in this highly sustainable edge of city centre location.

The development incorporates acceptable sustainability credentials, including decentralised low carbon combined cooling heat and power system as well as energy efficient measures which will reduce the development's carbon

emissions by 20%. The development therefore satisfies policies CS 63, 64 and 65 of the Core Strategy.

The developers have set up a regeneration partnership. The focus of the partnership will be to target local unemployed people. Through partnership working the development will target people who are traditionally hard to access and help to break down barriers to employment such as low skills levels, disability, lack of work experience, language and childcare. This will be achieved through the Tesco Job guarantee programme, which offers pre-employment training and work experience within a structured training programme enabling Tesco to offer jobs on the basis of aptitude as opposed to qualifications. This will be secured by section 106 agreement.

A major issue in the consideration of the application has been the management and mitigation of the traffic impacts of the development. The proposals do represent a significant traffic generation scheme, which will clearly give rise to some impacts on the local highway network. The closure of Carlisle Street is of concern in highway terms, and the development's potential impact on public transport, also gives grounds for concern. However the traffic assessments supporting this application indicate that the local road network in the vicinity of this site will continue to operate satisfactorily when the development is fully operational. The new access junctions will operate safely and have sufficient capacity for their intended use. The precautionary mitigation measures (inclusive of bus lane improvements, signage, CCTV cameras, queue detection) as well as signal optimisation, junction improvements, travel plan commitments and funding of the councils smarter choices programme are considered sufficient to resolve any traffic problems that may occur.

The development is in a very highly accessible location on the edge of the City Centre, which should offer the maximum potential for trips on public transport. In terms of national, regional and local planning policy the site is ideally located.

The spaces to be provided within the car park are split between the office and retail uses in accordance with relevant parking standards. The management of the car park and servicing of the area will be controlled through suitable management arrangements and agreed strategies. The developer will also be conditioned to provide enhanced bus waiting facilities in the form of bus stops with real time information on both Savile Street and Spital Hill. A public transport information kiosk will also be provided within the store at Caborn's corner to assist with journey planning.

The applicants have identified that the development will have an impact on air quality, however subject to appropriate mitigation measures secured, by way of the green travel plan, public transport promotion, and contributions to air quality monitoring, the development is considered acceptable.

The proposals have been assessed in accordance with the tests laid out in Planning Policy Statement 6. The Burngreave and Fir Vale Master plan

identified the need to provide a supermarket. The Council commissioned specialist consultants to undertake a Retail capacity Study and design exercise to identify potential development options. The studies highlighted Spital Hill's deficiencies as a shopping centre, having the least convenience floor space of all Sheffield District Centres and poorly perceived as a location for food shopping. The study also demonstrated a deficiency in supermarket provision in the wider North East Area with household surveys showing that even before the closure of Sainsbury's at Meadowhall 76% of convenience expenditure is spent outside of the North east area of Sheffield, with the closure of Sainsbury's only increasing this leakage of expenditure. The application site was considered the best site to achieve maximum regeneration benefits for the centre. The Council's Cabinet subsequently endorsed the findings of these reports in January 2006 as a material consideration.

The applicant has satisfactorily demonstrated that there is a quantitative and qualitative need for the provision of a supermarket at this site given current deficiencies in the retail offer. The development would raise the status of Spital Hill District Centre but not beyond that of a district centre. There are no sequentially preferable sites in the north east sector of the city and the identified impacts on the city centre and other centres as a result of the development are considered sustainable. The site is in a highly sustainable location served by public transport facilities and in close proximity to surrounding housing areas, making the site highly accessible.

The development will provide in the region of 600 permanent full and part time jobs and approximately 450 temporary jobs during the construction process.

The Environmental Statement has considered the visual and landscape impact of the development, from surrounding vantage points. Following assessment it is concluded that the layout and scale of the development is acceptable and will significantly enhance the visual amenities of the locality providing active frontages around the perimeter of the site that reflect the topographical changes across the site. High quality soft and hard landscaping public realm improvements at Caborn's corner and within the site boundaries will enhance the overall quality of the development.

It is therefore considered that the proposed development is acceptable, that all potential environmental impacts have been adequately assessed within the Environmental Statement, and that the development will provide substantial economic, regeneration, employment and socio economic benefits, without impacting negatively upon existing centres or upon the strategy for regeneration of Sheffield City Centre.

It is concluded that planning permission should be granted for the proposed development subject to a legal agreement and planning conditions and subject to referral to the First Secretary of State under the shopping directive.

Shopping Direction (Circular 15/93) Referral to Secretary of State

As of the 20th April the new Town and Country Planning (Consultation)(England) Direction 2009, appended to Circular 02/09, replaced Circular 15/93 Shopping Directive governing the rules for referring applications meeting certain criteria and thresholds, relating to shopping development.

However as the application was received and validated before the 20th April the application will be referred to the Secretary of State under the previous circular 15/93

The proposed gross retail floor space within the development is 10,487 square metres.

Paragraph 3b of the Circular states that a referral will be required were gross shopping floor space on any application would be between 2,500 – 20,000 square metres, and would exceed 20,000 square metres when aggregated with gross shopping floor space of not less 2,500 square metres, which is comprised or included in any other development of land.

As Sheffield has approved gross shopping floor space far in excess of 20,000 square metres (the New Retail Quarter being of most note with 98,500 square metres gross), the application would need to be referred to the Secretary of State, if the Board is minded to approve it.

RECOMMENDATION

Grant subject to:

- The signing of a legal agreement under Section 106 of The Town and Country Planning Act 1990, in accordance with the Heads of Terms set out below.
- The proposed list of planning conditions.
- The confirmation of the Secretary of State that the Council can determine the application as recommended.

Members are also requested to confirm that they agree with the following:

Raise no objections to the proposed advertisement of the necessary Traffic Regulation Orders (including the prohibition of vehicles on Carlisle Street) that will be required as part of the highway works associated with this development subject to satisfactory arrangements being made with Statutory Undertakers with regards to any of their mains services that may be affected and suitable alternative routes being created.

Heads of Terms

If within the first 24 months of completion and upon full occupation of the part of the development comprising a retail superstore, increased delays to public transport are taking place along the Spital Hill/Burngreave Road route, the

developer shall pay the sum of £305,000 towards a scheme of bus lane improvement measures along this route, together with vehicle queue detection measures, CCTV and VMS works as well as a contribution of £1000 per annum for a period of two years towards bus journey monitoring.

A contribution of £15,000 towards public transport improvements if after 2 years a 5% reduction in staff single person car occupancy from agreed base line levels has not been reduced, and a further contribution of £15,000 after 5 years if a 15% reduction in staff single person car occupancy has not been achieved.

Pay the sum of £10,000 immediately prior to occupation of that part of the development comprising of a retail superstore followed by a further contribution of £10,000 12 months after the first payment in each case by way of a contribution per annum for a period of 2 years towards air quality management in the vicinity of the site.

An annual financial contribution of £20,000 toward the 'Smarter Choices' public transport promotion campaign for a period of three years from first occupation of development comprising the retail superstore
The developer shall ensure that before any part of the development is occupied:-

- (i) A Detailed Travel Plan for the relevant section of the site has been submitted and approved;
- (ii) A Travel Plan Co-ordinator to be appointed for each relevant section of the site (whether or not it is the same travel plan coordinator) relevant section of the site. The Travel Plan Co-ordinators to form and take an active part in a Travel Plan Group (comprised of representatives from the occupiers of the development) to discuss performances, successes and best practice;
- (iii) Monitoring arrangements for the operation of the Travel Plan have been agreed with the City Council;

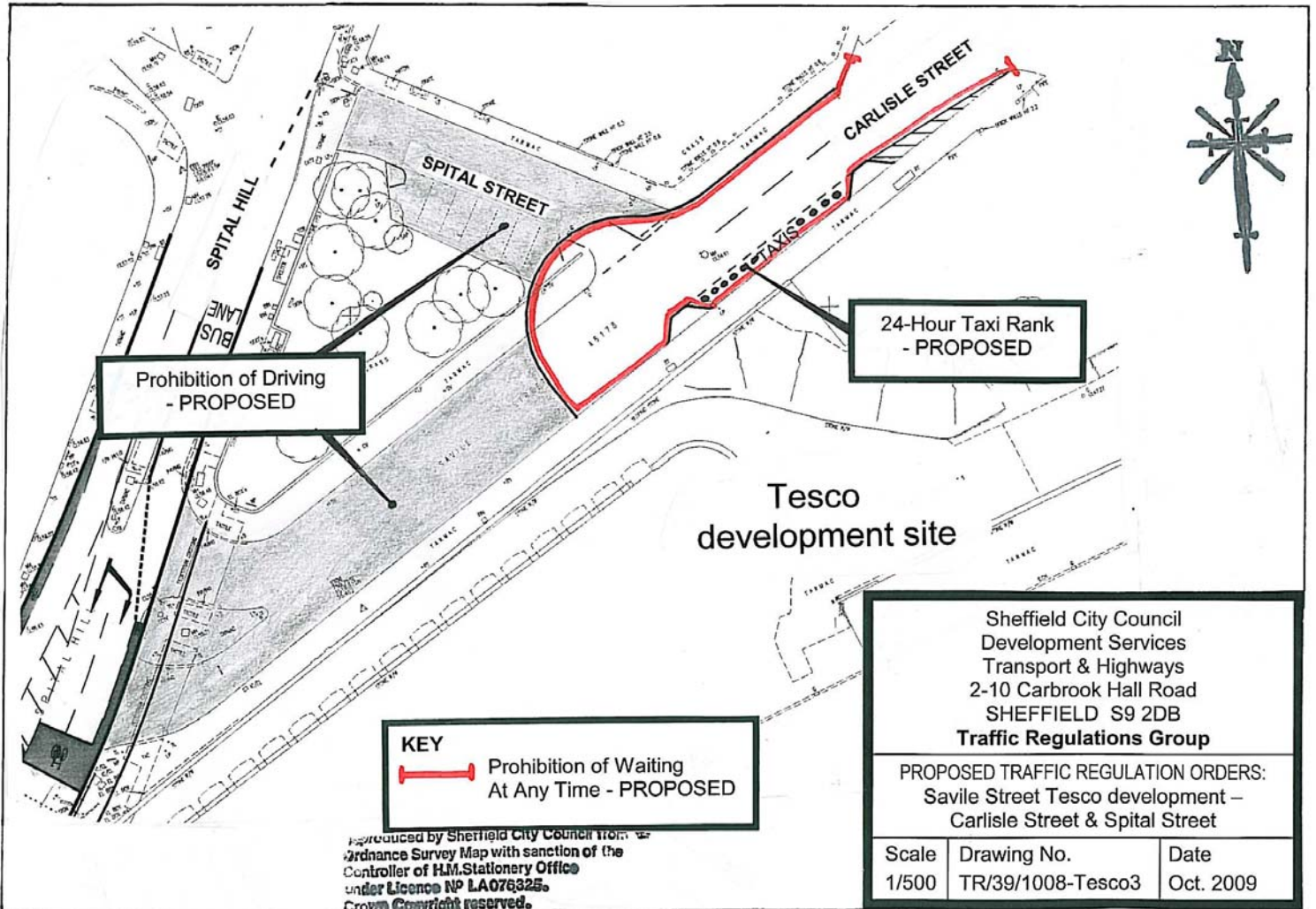
Upon first occupation of the retail superstore a financial contribution of £50,000 towards junction optimisation and signage works in the vicinity of the site.

To contribute to all the costs in respect of training those enrolled in the employment training scheme being promoted by the Spital Hill Regeneration Partnership in order that the local people are given an opportunity to enhance their employment prospects from job opportunities arising from the development.

Prior to the commencement of development a contribution of £371,500 towards public realm enhancements within Spital Hill district centre.

To allocate and provide 25 parking spaces for use by low emission vehicles near the store entrance, and to provide appropriate signage demarcating those spaces.


Upon commencement of development, the developer shall take responsibility for the on going maintenance and upkeep of the retaining wall within the site boundary to the southern side of Spital Hill and Carlisle Street.



Prohibition of Driving
- PROPOSED

24-Hour Taxi Rank
- PROPOSED

Tesco
development site

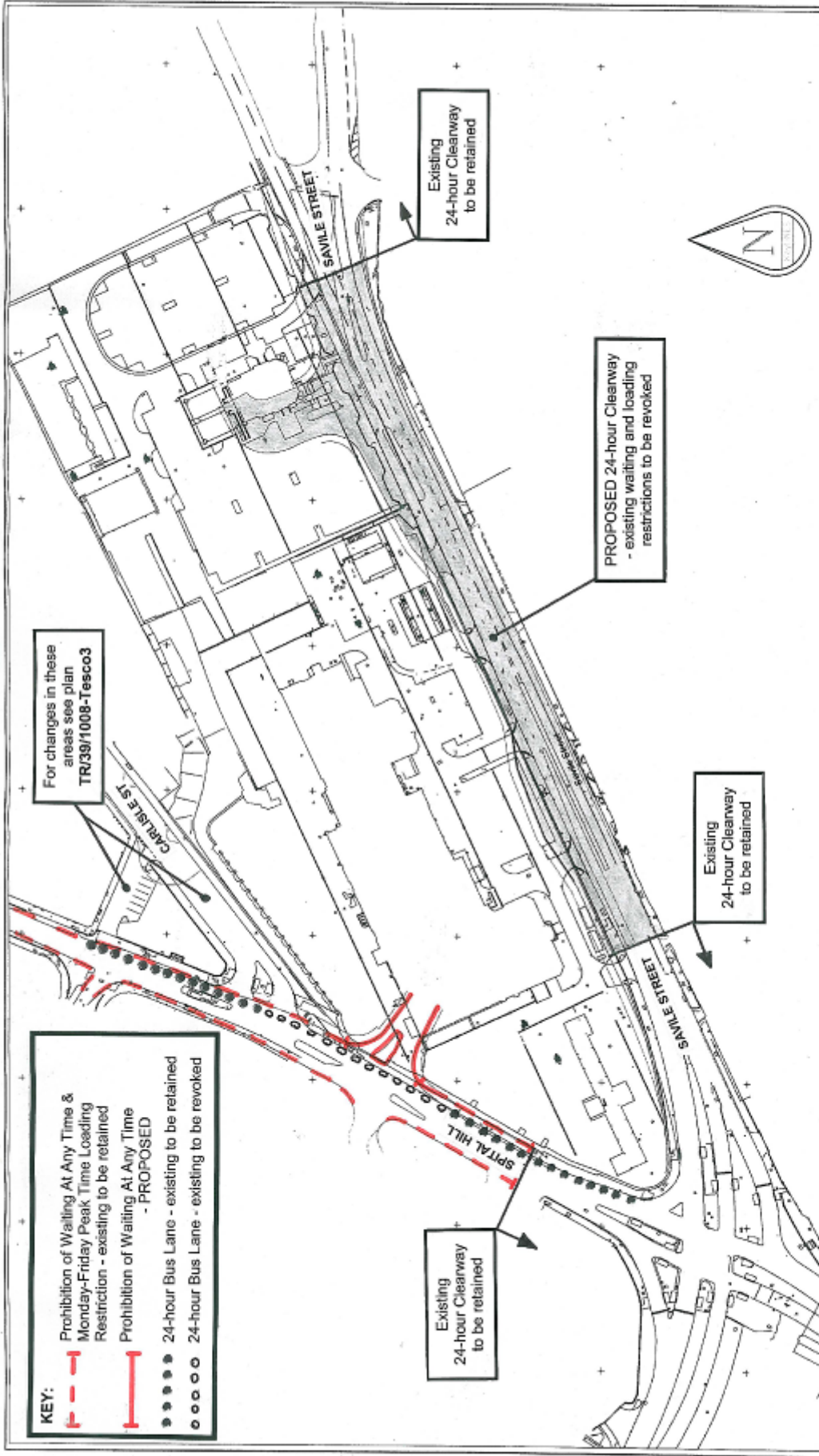
KEY
 Prohibition of Waiting
At Any Time - PROPOSED

Sheffield City Council
Development Services
Transport & Highways
2-10 Carbrook Hall Road
SHEFFIELD S9 2DB
Traffic Regulations Group

PROPOSED TRAFFIC REGULATION ORDERS:
Savile Street Tesco development –
Carlisle Street & Spital Street

Scale	Drawing No.	Date
1/500	TR/39/1008-Tesco3	Oct. 2009

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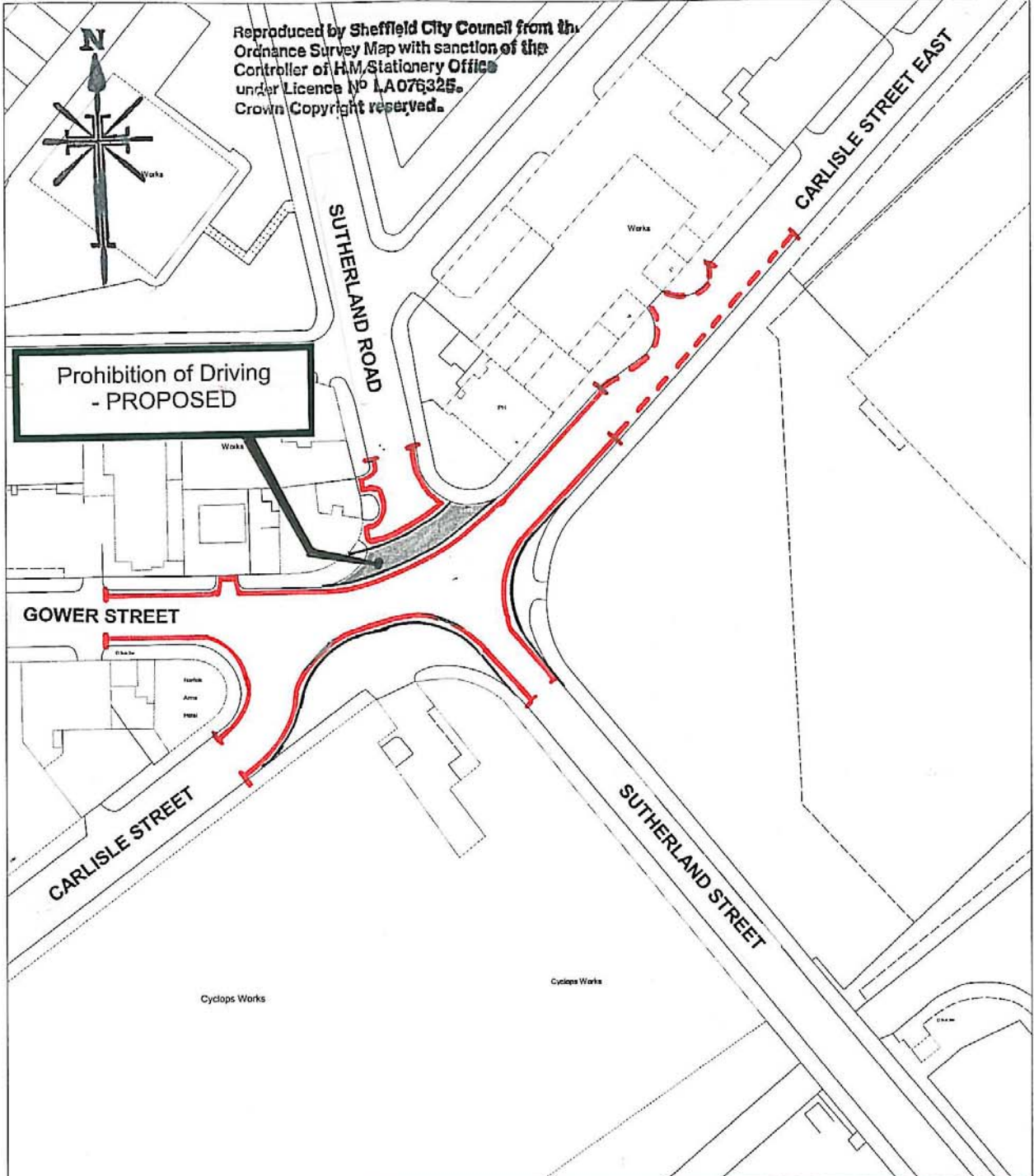


		DEVELOPMENT SERVICES	
Drawing No. TR/39/1008-Tesco1		Scale 1 / 1250	
Scheme Savile Street Tesco Development		Date Oct 09	
Drawing Title Traffic Regulations Drawing		CHECKED L. Blakemore Oct 09	
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DEVELOPMENT SERVICES TRANSPORT & HIGHWAYS DIVISION TRAFFIC SECTION 2-11 CARBROOK HALL ROAD SHEFFIELD S9 2BB E-mail: Traffic_Regs@Sheffield.gov.uk Director: E. South - H.R.T.P.L. Development Services		A Service Area of the Directorate of Development, Environment & Leisure Sheffield City Council	


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Prohibition of Driving
- PROPOSED



KEY

 Prohibition of Waiting At Any Time
 - Existing To Be Retained

 Prohibition of Waiting At Any Time - PROPOSED



Tesco development - Sutherland Road

SCALE	1 : 1000
DATE	22/10/2009
DRAWING No.	TR/39/1008-Tesco2
DRAWN BY	