



**SHEFFIELD CITY COUNCIL**  
**Planning and Highways**  
**Committee**

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**Report of:** Director of Development Services

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**Date:** 24/06/2014

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**Subject:** Full Planning Application Report (IKEA)

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**Author of Report:** Maria Duffy

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**Summary:**

Erection of a non-food retail unit (Class A1) with ancillary customer restaurant and bistro, and provision of associated car parking, landscaping works, servicing and access and highway works (additional information regarding transport and air quality in respect of revised junction improvements at J34 S of the M1)

At site of Betafence Wire Factory, Lock House Road, Sheffield S9 2RN

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**Reasons for Recommendations:**

See main report

**Recommendations:**

GC Subject to Legal Agmt Sec of State

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**Background Papers:** 13/01682/FUL

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**Category of Report:** OPEN

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Application No.	Location	Page No.
13/01682/FUL	Site Of Betafence Wire Factory Lock House Road Sheffield S9 2RN	

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning  
To the Planning and Highways Committee  
Date Of Meeting: 24/06/2014

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

\*NOTE\* Under the heading "Representations" a Brief Summary of Representations received up to a week before the Committee date is given (later representations will be reported verbally). The main points only are given for ease of reference. The full letters are on the application file, which is available to members and the public and will be at the meeting.

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Case Number	13/01682/FUL
Application Type	Full Planning Application
Proposal	Erection of a non-food retail unit (Class A1) with ancillary customer restaurant and bistro, and provision of associated car parking, landscaping works, servicing and access and highway works (additional information regarding transport and air quality in respect of revised junction improvements at J34 S of the M1)
Location	Site Of Betafence Wire Factory Lock House Road Sheffield S9 2RN
Date Received	17/05/2013
Team	City Centre and East
Applicant	Ikea Properties Investments Ltd
Recommendation	GC Subject to Legal Agreement and Referral to Secretary of State

Subject to:

- 1 The development shall be begun not later than the expiration of three years from the date of this decision.

Reason; In order to comply with the requirements of the Town and Country Planning Act.

2 No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;

a) been carried out; or

b) details have been submitted to and approved by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the building is brought into use or within an alternative timescale to be agreed by the Local Planning Authority.

Highway Improvements:

- Upgrading bus stops 37023623 and 37023652 in accordance with the specifications for Sheffield key route programme
- Improvements to the M1 Junction 34 north roundabout in accordance with principles shown on WYG drawing number A076353A19
- Improvement to the Attercliffe Common junction with Meadowhall Retail Park site entrance to provide a dedicated right turn lane into the retail park in accordance with the principles shown on drawing number A076353 TA 001.
- Improvement to the Attercliffe Common junction with Broughton Lane, to provide two right turning lanes for westbound traffic on Attercliffe Common in accordance with the principles shown on drawing number A076353\_TA\_001.
- Improvement to the Shepcote Lane junction with Europa Link consisting of changes to signal heads and minor lining works in accordance with the principles shown on drawing number A076353 A 21.
- Improvements to Sheffield Road / Attercliffe Common between Vulcan Road to Arena Square consisting of general footway improvements aimed at providing a cycle route joining the new facilities to the Next Homeware development and to the existing cycle facilities at Arena Square. The improvements to include a scheme for the conversion of Pelican crossings to Toucans (the number of toucans to be provided and an implementation programme to be agreed within 6 months of the store opening).
- Localised footway widening at Arena Square and behind the Bus Stop at Meadowhall Retail Park access to provide improved cycle facilities.
- Improvements to Sheffield Road to accommodate the new access into the surface car park at the east end of the store in accordance with the principles shown on drawing number A076353 TA 008.
- Improvement of the Weedon Street/ Sheffield Road/Lock House Road junction to accommodate the new site access at the west end of the site in accordance with the principles shown on drawing number A076353 TA 002 Revision A.

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

- 3 No development shall commence until an Employment and Training Strategy developed in accordance with the objectives and commitments included in the 'Employment and Training Strategy for IKEA Sheffield (proposed)' in appendix 5 to the Planning and Retail Report, including an implementation plan has been submitted to and approved by the Local Planning Authority. Thereafter the strategy shall be implemented in accordance with the approved details.

Reason; In the interests of maximising the economic and associated health benefits for deprived local communities that will be most affected by the negative highway and air quality impacts.

- 4 No development shall commence until a report has been submitted to and approved by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy. Any agreed renewable or low carbon energy equipment or connection to decentralised or low carbon energy sources shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved by the Local Planning Authority to demonstrate that the agreed measures have been installed. Thereafter the agreed equipment or connection shall be retained in use and maintained unless it is replaced by alternative equipment, the details of which shall be first submitted and approved by the Local Planning Authority.

Reason; In the interests of sustainable development.

- 5 No development shall commence until the intrusive investigation works, recommended within section 6.20 of the Phase 1 Geo- Environmental and Coal Mining Risk Assessment Report, have been undertaken. In the event that the site investigations confirm the need for remedial works to treat the recorded mine entry and/or any areas of shallow mine workings, (and/or any other mitigation measures (e.g. gas protection) to ensure the safety and stability of the proposed development), these works shall be undertaken prior to commencement of development.

Reason; In the interests of safeguarding the stability of the development in order to protect public safety.

- 6 Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved by the Local Planning Authority prior to the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

Reason; In order to ensure that any contamination of the land is properly dealt with.

- 7 The development hereby permitted shall not be commenced until such time as a scheme detailing surface water drainage arrangements has been submitted to, and approved by, the Local Planning Authority. If positive drainage can be found on the site the scheme shall provide a 30% reduction in peak discharge from the site when compared to existing. If positive drainage cannot be found on the site the scheme shall limit runoff rates to no more than the 1:1 year greenfield rate of 5 litres per second per hectare from the site. In addition the scheme shall be designed to store the calculated flows for a 1 in 100 year return period, with an allowance of 30% for climate change, without causing flooding to property or adjacent land. The scheme shall be fully implemented and subsequently maintained, in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed by the Local Planning Authority.

Reason; To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site.

- 8 A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason; In the interests of the visual amenities of the locality.

- 9 No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

Reason; In the interests of highway safety and the amenities of the locality.

- 10 No demolition and / or construction works shall be carried out until details of measures to prevent the deposit of debris and mud on the highway as a result of construction traffic has been submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented in accordance with the agreed details

Reason; In the interests of the safety of road users

- 11 Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

Reason; In order to ensure an appropriate quality of development.

- 12 Before any development of the following elements commences details shall be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented before the building is brought into use.
- A typical section and elevation of the gabion retaining wall
  - Hard and soft landscape design for the 'Entrance Square' and the paved spaces to the Sheffield Road frontage.
  - Ramps and steps adjacent to Sheffield Road.
  - Service yard boundary treatment.
  - Larger scale detail of the Sheffield Road pedestrian entrance to the building including canopy.
  - A changes places facility in accordance with BS8300
  - In the interests of the visual amenities of the locality and meeting the needs of disabled visitors.

Reason; To ensure an appropriate standard of development

- 13 No development shall commence until the details of a minimum 2m wide pedestrian/cycle link, surfaced in bitmac, between Sheffield Road adjacent to the eastern boundary of the site and redundant railway line at the north eastern boundary of the site, as shown in principle on drawing no PL012, has been submitted to and approved by the Local Planning Authority. The approved pedestrian/cycle link shall be implemented before the retail store is constructed and open to the public.

Reason; In the interests of providing sustainable footpath and cycle links to the development and across the valley in accordance with the Don Valley Landscape Masterplan.

- 14 Before the building is brought into use details of a Park and Ride scheme for 167 car parking spaces to be operated between 0700 hours and 1800 hours Monday to Friday (excluding bank holidays) including provision of a defined route to the Carbrook Supertram stop, shall be submitted to and approved by the Local Planning Authority. The approved scheme shall be implemented before the building is brought into use and retained thereafter.

Reason; In the interests of securing the efficient use of existing infrastructure, encouraging access by public transport and ensuring this highway benefit is provided as it is considered necessary to balance the negative highway impacts and in accordance with Core Strategy Policy CS57.

- 15 Before the building is brought into use a scheme for the provision of in-store real time public transport information display panels shall be submitted to and approved by the Local Planning Authority. The approved scheme shall be implemented before the building is brought into use and thereafter retained.

Reason; In the interests of encouraging access to the store by public transport in accordance with the policy CS51 and the National Planning Policy Framework.

- 16 Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development or any part thereof shall not be brought in to use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

Reason; In order to ensure that any contamination of the land is properly dealt with.

- 17 The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'Excellent' and before the development is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'Excellent' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

- 18 Before the building is brought into use a scheme for incorporating public art into the development in accordance with the 'Outline Proposal For Public Art' submitted with the application, shall be submitted to and approved by the Local Planning Authority. The approved art installation shall be implemented before the building is brought into use unless an alternative timescale is approved in writing by the Local Planning Authority. Thereafter the public art shall be retained and maintained.

Reason; In order to ensure the design quality of the scheme is acceptable and in accordance with policies BE12, CS75 and G12.

- 19 The approved landscape works shall be implemented prior to the building being brought into use or within an alternative timescale to be first approved by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that five year period shall be replaced.

Reason; In the interests of the visual amenities of the locality.



- 20 Before the building is brought into use a detailed car park management plan shall be submitted to and approved by the Local Planning Authority. This shall show how at peak periods of demand, measures have been identified that will be used to ensure vehicles entering the site are not allowed to queue back onto the public highway, and once agreed, the car park management plan shall be implemented in accordance with the approved details.

Reason; In the interests of traffic safety.

- 21 The building shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway and means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

Reason; In the interests of highway safety and the amenities of the locality.

- 22 Prior to the occupation of any part of the development, a detailed Travel Plan, designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes, shall have been submitted to and approved in writing by the Local Planning Authority. The detailed Travel Plan shall be developed in accordance with the previously approved Framework Travel Plan for the proposed development.

The Travel Plan(s) shall include:

1. Clear and unambiguous objectives and modal split targets;
2. An implementation programme, with arrangements to review and report back on progress being achieved to the Local Planning Authority in accordance with the 'Monitoring Schedule' for written approval of actions consequently proposed,
3. Provision for the results and findings of the monitoring to be independently verified/validated to the satisfaction of the local planning authority.
4. Provisions that the verified/validated results will be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

On occupation, the approved Travel Plan(s) shall thereafter be implemented, subject to any variations approved in writing by the Local Planning Authority.

Reason; In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and the Core Strategy.

- 23 Before the building is brought into use details of the following matters shall have been submitted to and approved by the Local Planning Authority. The approved details and schemes shall be implemented before the store is brought into use and maintained unless an alternative arrangement or scheme is agreed in writing by the Local Planning Authority.

- Electric charging points for customers vehicles.
- A scheme for providing customers with information on local air quality.
- A management scheme for controlling delivery times and routes.
- A scheme providing staff with incentives to use sustainable travel to the site such as subsidised travel cards, interest free loans for public transport use and participation in the national bike2work scheme.

Reason; In the interests of mitigation the air quality impact of the proposal and encouraging sustainable travel to and from the site.

- 24 Before the building is brought into use a scheme including an implementation programme to encourage customers to visit the City Centre shall be submitted to and approved by the Local Planning Authority. The agreed scheme shall be implemented in accordance with approved details.

Reason; In the interests of mitigating the impact of the proposal on the City Centre.

- 25 The building shall not be brought into use prior to the opening of the Tinsley Link (as shown on planning application 10/03699/RG3) to vehicular traffic.

Reason; The development will result in severe traffic congestion if the Tinsley Link is not in operation prior to the store opening.

- 26 The use of the store shall be limited to the sale of DIY products, furniture and homewares for the following areas and product categories:

- Living Room (sofas, bookcases, tables etc);
- Dining Room and Work Room;
- Bedroom, Children's room, Hall;
- Kitchens and Bathrooms;
- Workshop (flooring, wall coverings);
- Lighting (domestic, technical, lamps);
- Rugs and mats;
- Textile Interiors (bed textiles, fabrics and curtains);
- Kitchenware (kitchen boutique, tableware);
- Home Accessories (for example pictures, frames, basketware, play);
- Contract (office, conference work);
- Garden Furniture (plants and accessories);
- Renewable Technologies (for example solar panels)

Also for any ancillary uses including restaurant, crèche, children's play area, fast food kiosks, and Sweden Shop which are offered in support of the main retail function.

Reason; In the interests of protecting the vitality and viability of existing town centres in accordance with the National Planning Policy Framework.

- 27 The retail store hereby approved shall be used as a single retail furnishings store; the premises shall not be sub-divided into a number of smaller independent retail stores without the further grant of planning permission by the Local Planning Authority.

Reason; In the interests of protecting the vitality and viability of existing town centres in accordance with the National Planning Policy Framework.

- 28 The total gross floor area of the retail store hereby permitted shall not exceed 37,277 sqm gross floorspace.

Reason; In the interests of protecting the vitality and viability of existing town centres in accordance with the National Planning Policy Framework.

- 29 Surface water and foul drainage shall drain to separate systems.

Reason; To ensure satisfactory drainage arrangements.

- 30 No piped discharge of surface water from the application site shall take place until surface water drainage works including off-site works have been completed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure satisfactory drainage arrangements.

- 31 Surface water from vehicle parking and hardstanding areas shall be passed through an interceptor of adequate capacity prior to discharge.

Reason; To ensure satisfactory drainage arrangements.

- 32 All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease in respect of that part of the site and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

Reason; In order to ensure that any contamination of the land is properly dealt with.

- 33 The building shall not be used unless the car parking accommodation and cycle parking as shown on the approved plan (ref PL003 Rev B) has been provided and thereafter retained as such.

Reason; To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

- 34 The construction works shall be carried out in accordance with the London Councils' Best Practice Guidance, November 2006 "The Control of Dust and Emissions from Construction and Demolition".

Reason; In order to minimise the escape of dust and protect local air quality and in the interests of the amenities of adjoining occupiers.

- 35 Dropped kerbs and blister paving shall be provided within the site in accordance with DfT 'Guidance on the use of tactile paving surfaces'

Reason; In the interests of facilitating ease of movement through the site by disabled people.

- 36 The detailed drainage scheme shall follow the principles of the BWW drainage strategy dated 11.11.13.

Reason; To ensure satisfactory drainage arrangements.

- 37 At the date of opening of the store if it has not been possible to provide a footpath/cycle connection between the east corner of the site and the canal towpath or Shepcote Lane along the former railway embankment, a scheme of signage and fencing shall be submitted to the Local Planning Authority for approval to restrict public access to the section of path shown on plan PL012 between the pedestrian link to the store and the east corner of the site. The approved details shall be implemented and thereafter retained until such time as the above connection is provided.

Reason; In the interests of the amenity of the area and efficient operation of the pedestrian cycle network.

- 38 The footpath/cycleway, as shown in principle on drawing no PL012 shall be opened to the public before the retail store is constructed and operational and shall remain open to public at all times. In the event that a footpath/cycle connection between the east corner of the site and the canal towpath or Shepcote Lane has not been provided the footpath/cycle route will be opened to the public during store opening hours only.

Reason; In the interests of providing sustainable footpath and cycle links to the development and across the valley in accordance with the Don Valley Landscape Masterplan the public at all times.

- 39 All home deliveries made from the store to post codes S1, S2, S3, S4, S9 shall be made by electric powered delivery vehicles. A minimum of 20% of deliveries per calendar year to post codes S1, S2, S3, S4, S9 from the distribution depot shall be made by vehicles run on bio diesel or LPG. Annual records of deliveries made from the site to the above post codes by electric vehicles and of the proportion of deliveries made from the distribution depot to the post codes referred to above by vehicles run on bio diesel or LPG shall be kept and made available to the Local Planning Authority on written request.

Reason; In the interests of mitigating the air quality impact of the proposal.

- 40 The development must be carried out in complete accordance with the following approved documents:

Drawing numbers:

- (i) 2011-288 PL001
- (ii) PL003 Rev B
- (iii) PL004 Rev A
- (iv) PL005 Rev A
- (v) PL006 Rev A
- (vi) PL007 Rev A
- (vii) PL009
- (viii) PL010 Rev B
- (ix) PL011

Reason; In order to define the permission.

Attention is drawn to the following directives:

1. Stagecoach Supertram has advised that work within 6 metres of the tram tracks should be in accordance with "Stagecoach Supertram Code of Practice for Working ON or Near the Tramway". They would also like to see measure in place to prevent shopping trolleys becoming a hazard for the tram system.
2. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document "Guidance Notes for the Reduction of Obtrusive Light (GN01: 2011)". This is to prevent obtrusive light causing disamenity to commercial neighbours. The Guidance Notes are available for download from the Institution of Lighting Professionals' website, or telephone (01788) 576492.
3. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council  
Highways and Transport Division  
Howden House  
1 Union Street  
Sheffield

S1 2SH

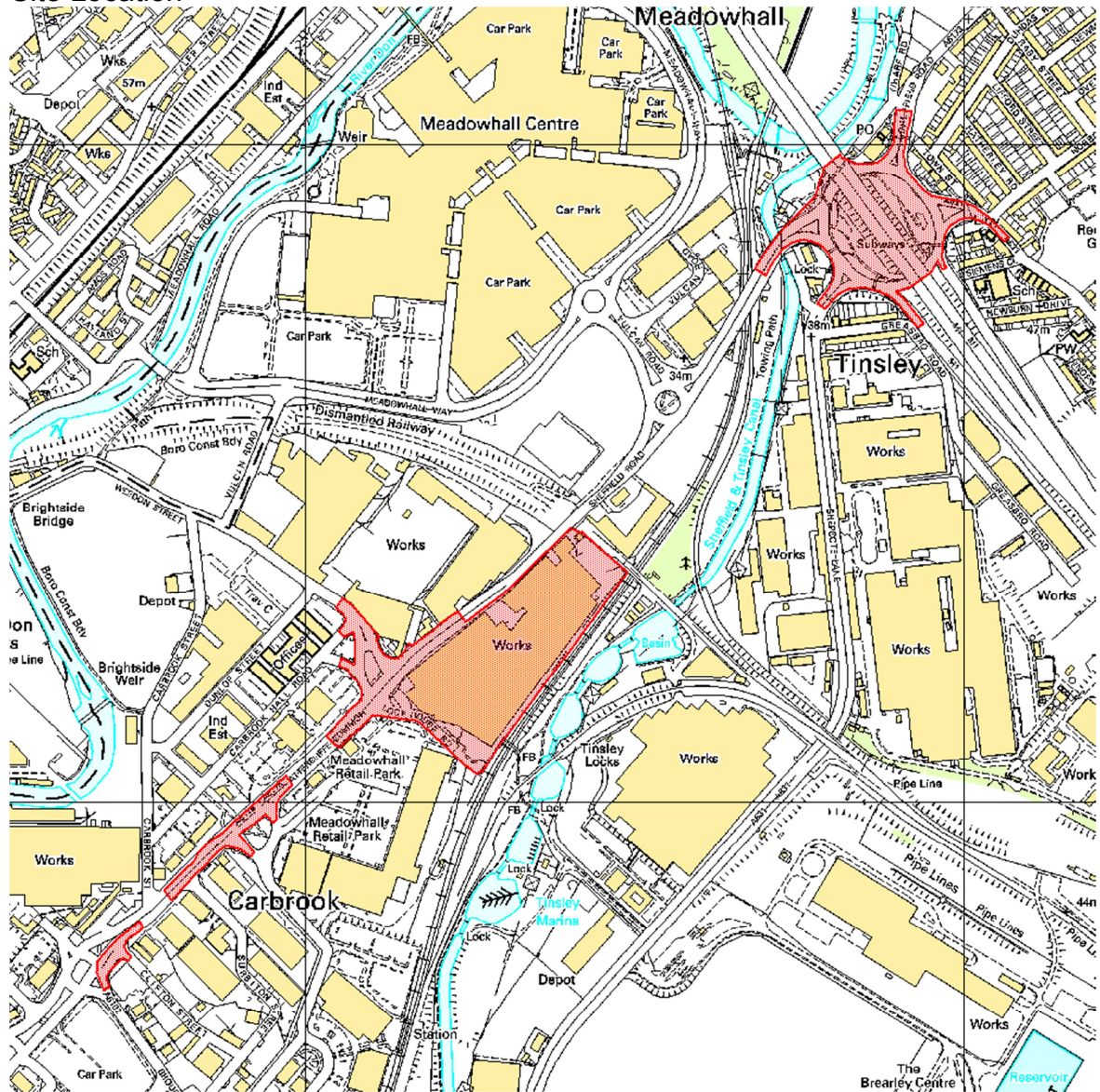
For the attention of Mr P Vickers

Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended

4. Before the development is commenced, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.
6. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email [snn@sheffield.gov.uk](mailto:snn@sheffield.gov.uk). Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
7. Plant and equipment shall be designed to ensure noise levels do not exceed 10dBA (LA90) below background noise levels when measured at the site boundary.
8. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
9. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at [www.sheffield.gov.uk/planning](http://www.sheffield.gov.uk/planning) or apply online at [www.planningportal.gov.uk](http://www.planningportal.gov.uk). The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

### Site Location



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## 1.0 LOCATION AND PROPOSAL

- 1.1 The application site extends to approximately 5.4ha and comprises the former Tinsley Wireworks which has been cleared. It is located approximately 600m south-west of junction 34S of the M1 motorway on the A6178 which is a main arterial route from the motorway into the City Centre. At its nearest point the site is approximately 300m from Meadowhall Shopping centre.
- 1.2 The south eastern boundary of the site adjoins the Meadowhall Supertram line. To the south-west the site adjoins Lock Lane, Meadowhall Retail Park and the Carbrook Supertram Stop. The site has a long frontage to Sheffield Road (A6178) and on the north-west side of the road there are two modern car dealerships and the grade II listed former Tinsley Tram Sheds. To the north-east the site abuts a disused railway line on an embankment.
- 1.3 The general character of the area is mixed commercial with large scale retail, office and industrial uses close to the site.
- 1.4 The application is seeking permission for an IKEA store extending to 37,261m<sup>2</sup> (gross) and raised above ground level “on stilts”, together with a service yard, car parking for 988 vehicles, landscaping and access from Sheffield Road. A series of off-site highway improvements are also proposed.
- 1.5 The store is on three levels (two levels of trading floors) with the customer car park beneath at ground level. The store would be of a similar scale to IKEA’s largest UK stores and stock the full IKEA range of 9,500 home furnishing products.
- 1.6 The design locates the building on the western part of the site with uncovered parking on the eastern portion, and servicing at the rear of the building adjoining the Supertram line. Vehicular access for customers will be via an ‘in’ only at the eastern end of the Sheffield Road frontage and both ‘in’ and ‘out’ from an improved signalised Sheffield Road/Weedon Street/Lock House Road junction at the west end of the site. Pedestrians will be able to access the building from a central point along the Sheffield Road frontage and from Lock House Road and Carbrook Supertram stop at the west end of the site, via a walkway through the undercroft car parking area. Cyclists will be able to access the site by a shared pedestrian cycle route along the site frontage which will be connected to the existing cycle network. The home delivery yard is located close to the Sheffield Road / Lock House Road junction.
- 1.7 The new store is up to 210m long by 130m wide. It is 21m high at the highest point but more generally 15m high. Because the site slopes up from Sheffield Road the car park and ground floor level are 2.8m above the street level. The building is finished in blue and yellow metal cladding panels which are IKEA’s corporate colours. The entrance area, travelator/stair/lift core



and restaurant area project forward of the main building towards Sheffield Road. These elements incorporate a substantial area of glazing.

- 1.8 Landscaping is proposed to the site perimeter and within the surface car parking area. A paved space incorporating a play area is to be created adjacent to the entrance at the east end of the building. Stone faced gabion walls approximately 3m high will retain the surface car parking area and screen the home delivery yard facing on to Sheffield Road.
- 1.9 The applicant is proposing improvements to the highway network to accommodate the traffic generated by the development. These are described below in the Access section of the report.
- 1.10 IKEA has a requirement for a new store to specifically serve the Sheffield and surrounding South Yorkshire/North Derbyshire sub-region (including other centres such as Rotherham, Doncaster, Chesterfield, and Barnsley).
- 1.11 The proposal will create up to 400 new jobs, in addition to 200 construction jobs and 80 associated jobs such as cleaners, crèche workers and landscape maintenance. The jobs will be targeted to the local community through a bespoke Employment and Training Plan.

## 2.0 RELEVANT PLANNING HISTORY

- 2.1 The planning history for the site includes permissions associated with the previous industrial use, none of which are particularly relevant to the current proposal.

## 3.0 SUMMARY OF REPRESENTATIONS

### 3.1 REPRESENTATIONS AGAINST

- 3.2 18 representations against the proposal have been received, 2 of which are from individuals, 1 from Sheffield Green Party, 2 from John Lewis, 5 from MSC Property Intermediate Holdings Limited (MSC), 3 from Outokumpu and 1 joint response from Tinsley Forum and the East End Quality of Life Initiative and 4 from the East End Quality of Life Initiative. The grounds of objection are as follows:

- IKEA will create more congestion in an area that is already congested with Meadowhall shoppers, at peak times. At these times Tinsley is isolated due to traffic jams and bus services are unreliable.
- Consideration should be given to providing the 'SCOOT' traffic signal system.
- The travel plan is not fit for purpose.
- Any planning permission should require a free delivery service which would encourage customers to travel by sustainable means; it should also provide subsidised public transport for staff and customers, a park and ride facility, cycle routes and cycle parking and improved pedestrian access.

- Concern that the proposal will not meet the Council's strategies to improve air quality; it should not prevent the Council achieving its own plans to tackle poor air quality. Any permission should include conditions to prevent exceedance of air quality standards in order to protect the health of local residents.
- There are concerns about the assumptions and statements in the air quality and transport assessment and about the soundness of the Air Quality Assessment.
- Most jobs will be part time and pay minimum wage.
- IKEA should locate in the City Centre and should locate its manufacturing base in Sheffield.

3.3 John Lewis have objected on the following grounds:

- The proposed development is at odds with the adopted development plan, as it will locate large scale retail development in an out of centre location in close proximity to Meadowhall on a site which is allocated for employment uses and where additional retail floorspace should be resisted.
- It will have an unacceptable impact on town centre vitality and viability due to trade diversion to IKEA, when considered cumulatively with Meadowhall and the recently approved Next Home and garden store. IKEA have underestimated the trade diversion from the City Centre and under estimated the turnover of the store. It will draw trade directly from the City Centre's anchor stores such as John Lewis, Debenhams and BHS.
- Taking into account the Next consent, approval of the scheme would send a message to investors that the City Centre is not being prioritised as a regional shopping destination and, without investor confidence, funding will not be available to deliver the NRQ scheme.

3.4 Tinsley Forum and East End Quality of Life Initiative have objected to the proposal on the following grounds:

- It will be contrary to the National Planning Policy Framework (NPPF) policies on air quality, pollution and noise and Core Strategy Policies, CS51 'Transport Priorities', CS66 'Air Quality' and policy F1 of the Air Quality Action Plan for Sheffield 2015. The NPPF says the impact of pollution on health and the potential sensitivity of the area should be taken into account and decisions should ensure new development in Air Quality Management Areas is consistent with the Air Quality Action Plan. In their view this does not allow other factors to override the importance of healthy air. They point out that the Air Quality Action Plan seeks to mitigate the impact of the M1 motorway on air quality in Tinsley, to develop policies to support better air quality and appropriately mitigate significant developments that worsen air quality. It is their view that insufficient mitigation measures are proposed to protect air quality and the impact of the mitigation measures has not been quantified. They consider the proposal will undermine the air quality action plan.

- The proposal does not contribute to compliance with the EU limit values as referred to in the policies above; it in fact makes air quality worse. The EU limit values are in place to protect public health. The young, the old and those with pre-existing heart and health and lung conditions are particularly sensitive to elevated levels of pollution. There are 387 children under 15 years old living in households less than 200 metres from the motorway and two primary schools, which are 'sensitive receptors'. The public health profile for Tinsley is of poorer health when measured against certain criteria. They consider that studies indicate that living near a busy road can seriously affect health. They draw attention to a recent study of the short-term effects of air pollution on a range of cardiovascular events in England and Wales which indicates that nitrogen dioxide was linked to an increased risk of hospital admission for cardiovascular problems, including heart failure and an increased risk of a particular type of heart attack. They consider the proposals will add to the ill health burden which Tinsley residents already suffer.
- Air quality monitoring in Tinsley shows that many locations breach the EU limit values for Nitrogen Dioxide and there is no evidence as stated in the air quality assessment that concentrations will be significantly lower in 2015. This assumption is based on improvements in vehicle emission technologies, but there is no evidence locally that supports this. The assessment omits 2 important sensitive receptors at Tinsley School.
- The air quality assessment argues that the air quality impacts should be assessed using the EPUK criteria which could lead to an increase of pollution of nearly 5% before mitigation is recommended. The EPUK guidance has now been discredited. Traffic would need to be reduced at least by the same volume or amount that generated the NO2 increase to achieve the same average reduction across the modelled receptors.
- The applicant has not properly assessed the cumulative impact of air quality by not factoring in all the committed development traffic; they have not carried out a worst case assessment. The air quality modelling produced by IKEA is not consistent with that produced for the River Don Development.
- There are concerns about the reliability of assumptions in the transport assessment which redistribute some of the traffic on the basis that congestion causes people to change their routes.
- A clear explanation needs to be provided as to why the proportion of HGV vehicles decreases with IKEA in place and how this impacts on pollution.
- The area around junction 34S is a priority for reducing noise as it is subject to some of the highest noise levels from traffic in the country. A big increase in traffic at the junction and approach roads will make this task more difficult.
- The EU is taking legal action against the UK for breaches of the EU Ambient Air Quality Directive 2008 Limit Values. The Localism Act allows the Government to delegate responsibility for payment of any fines imposed to the Councils concerned. To defend itself Sheffield will need to demonstrate it is taking all steps to reduce pollution and not make decisions that would worsen existing breaches of air quality limits.

- Other sites away from vulnerable communities should be considered given that IKEA's own modelling shows continuing and new breaches of the EU limit values.

3.5 MSC Property Intermediate Holding Limited own the Meadowhall Regional Shopping Centre and surrounding land that formed part of the River Don Development. They do not object to the principle of IKEA in this location but they have significant concerns regarding the highway implications of the proposals. MSC consider that junction improvements are necessary to the Vulcan Road and Sheffield Road roundabout with capacity enhancement to the Sheffield Road link between Vulcan Road and the M1 Junction 34(S) to mitigate against the impact of IKEA's proposals within this area. On this basis and the lack of robustness of the transport modelling (see below) they object to the application. They consider the Council should not approve the application unless appropriate mitigation for this part of the highway network is secured by condition or planning obligation. MSC highway consultants have designed a scheme of improvements which includes an additional lane in both directions between the roundabout and Junction 34S which they consider is necessary to mitigate IKEA's traffic impact. They have submitted a drawing of their scheme and advised that if these improvements are secured through the planning application they will withdraw their objection. They have also stated that as the improvements will benefit Meadowhall Shopping Centre and the surrounding lands that they are prepared to contribute to the cost of the works. MSC currently object on the following grounds:

- They consider the transport assessment is flawed and they have concerns about the baseline assessment, committed development, trip generation, linked trips, impact on junctions, and mitigation measures. They consider these concerns need to be resolved to ensure a robust assessment has been completed.
- They argue that the transport assessment does not provide sufficient information to allow the transport impacts to be assessed, particularly regarding key junctions, additional development traffic using key access routes and the planned River Don Development. Underestimation of the traffic impacts leads to failure to propose sufficient highway works to mitigate the impacts of the development.
- They say that the transport assessment does not fully allow for the effects of all committed developments including the River Don Development and they also consider that the Next Home and Garden development should be considered as a commitment.
- They argue that the deficiencies of the Transport Assessment have an impact on the Air Quality Assessment. The air quality assessment has failed to publish technical guidance and as the transport assessment does not include all committed development the assessment is not sufficiently robust to assess the worst case scenario.

- Failure to assess all the committed development affects the validity of the conclusions in the transport and air quality assessment chapters of the Environmental Statement.
- 3.6 Outokumpu - the agents for the owners of the Outokumpu Shepcote Lane development site have been critical of the applicant's office and industrial market report prepared by Lambert Smith Hampton. They consider the report is unduly negative about the prospects of developing the Outokumpu site and they have confirmed that there is active interest from potential occupiers in developing the site in the next 5-10 years. They consider the IKEA proposal should not be allowed to proceed unless sufficient highway infrastructure is in place so that it does not prejudice or restrict Outokumpu's existing operations or development of the Outokumpu Shepcote Lane site.
- 3.7 REPRESENTATIONS NEITHER FOR NOR AGAINST
- 3.8 8 representations have been received that are neither for nor against the proposal. Two of these are from Sheffield Wildlife Trust. The comments made include:
- IKEA should provide an air purification plant to bring air quality to acceptable levels.
  - IKEA should open a smaller outlet in the City Centre to sell smaller items.
  - Landscaping and planting should deliver biodiversity benefits.
  - A green roof should be provided as this will assist with the air quality issues and will have biodiversity benefits.
  - The landscape treatment to the Supertram and disused railway boundary should be modified to consist of a native tree shrub mix rather than the predominantly single species mix proposed.
- 3.9 REPRESENTATIONS IN FAVOUR
- 3.10 160 representations have been received in support of the proposal and these are mainly from individuals. An e-petition containing 502 signatures has also been received. The lead petitioner refers to the benefits of the new jobs and that the scheme will boost the economy. The main reasons for supporting the proposal as set out in the individual representations are:
- 3.11 Shopping and Economic Benefits
- Easy access to the range of goods IKEA offers. Many respondents said they travelled to other IKEA stores at Leeds and Nottingham and therefore it will reduce the need to travel long distances to other IKEA stores, which will reduce overall congestion and pollution. They would prefer to spend locally where it would benefit employment in the city. There is widespread support across the city for this proposal.
  - Consent should be granted to show the city is open for business; a major city should have access to an IKEA store and this will help it to compete with other major cities, the presence of IKEA would attract other investment to the city.

- It will deliver employment both long term and in construction for the local communities that have suffered long term unemployment. In the present climate priority must be given to jobs and investment. It will deliver an economic boost to the city and regenerate a brownfield site which is an eyesore.
- It will encourage more visitors to the city which will bring more money into the city and will result in additional spending at Meadowhall, the adjacent retail park and the City Centre, which will benefit businesses.
- IKEA's low priced goods will be beneficial to families and students on a budget, the scheme will also enhance consumer choice.
- The sale of the site will allow the owners to expand and create additional jobs

### 3.12 City Centre Issues

- IKEA products are unique and different to those offered in the City Centre, there are no other flat pack furniture shops in the Sheffield region and therefore it will not detract from the City Centre.
- There is no site big enough for an IKEA in the City Centre and the Council needs to stop worrying about whether IKEA will damage the City Centre regeneration plans.
- IKEA is unsuitable for the City Centre as good vehicular access is required to transport bulky goods and it would create more serious traffic congestion in the City Centre.

### 3.13 Access Issues

- The site is ideally located for access by car and public transport and away from Meadowhall. Given this, and IKEA's home delivery service, access by public transport is realistic. Due to the public transport provision residents who do not have their own transport will be able to visit the site. The closeness of the tram stop will encourage shoppers to visit the City Centre. IKEA encourage access by cyclists.
- It will not increase congestion as most people will link trips with Meadowhall and other retail development in the area, the new Bus Rapid Transport (BRT) scheme will ease congestion. It will not open until 10am and so will avoid the morning rush hour.
- A wider solution is needed to the traffic problems in the area but this is not IKEA's responsibility. If the current transport infrastructure is insufficient to support this development it should be upgraded. The traffic issues should be resolvable and IKEA should invest in public transport to reduce the number of car journeys to the site.
- The new junction should accommodate straight ahead movements from Weedon Street to the site and from the site to Weedon Street. The central reservation on Sheffield Road should be extended to prevent vehicles turning right in and out of the eastern access. The egress for high sided vehicles from the east access should be removed from the scheme. Gates should be provided to the car park to prevent out of hours access.

- A park and ride facility would be beneficial in encouraging people to visit the city centre.

### 3.14 Locational Issues

- The site is ideal to serve the city/region and not just Sheffield; if it is not built here it will probably go to a site in Rotherham.
- There is plenty of other land available for industrial development.

### 3.15 Air Quality

- Congestion and air quality is no worse than in other areas of the city, including the city centre.

### 3.16 Other issues

- The building is well designed and meets the needs of both pedestrians and road users.
- IKEA should be providing more than 10% renewable energy.
- The scheme will be of benefit to disabled shoppers as it will be designed to meet their needs. It should provide a 'changing places' toilet facility.

### 3.17 Statement of Community Involvement

3.18 The applicant has submitted a Statement of Community Involvement which says that stakeholders were identified, including politicians, community groups, regeneration bodies, senior officers in adjoining councils, neighbouring businesses and residents. 1200 flyers were distributed to households in Tinsley. Stakeholders were invited to an exhibition in the Town Hall where plans of the scheme were displayed and where representatives of the applicant were in attendance to answer questions. Feedback forms were available.

3.19 Public exhibitions were also held for two days in the Millennium Galleries and at Tinsley Community Centre. The exhibition was advertised in the Sheffield Telegraph, by walking billboards over 2 days and through 5000 flyers which were distributed in the City Centre. A board outside the venue advertised the event and there was publicity on the project web site. For the Tinsley event flyers were distributed to 1200 households and posters were displayed in the community centre in advance. The above exhibitions were attended by around 1500 people.

3.20 A dedicated website for people to view the plans and have a say online along with a Freephone consultation hotline was also available.

3.21 2309 people provided feedback and of these 2,271 (98%) are in favour, 25 (1%) are against and 13 (1%) are not sure/did not state a preference. The main reasons for support are:

- Job creation in Sheffield.

- Investment in the city and the regeneration of a derelict site.
- Store accessible by public transport – the majority of people said they already travel to Nottingham or Leeds to shop at an IKEA store.

3.22 The main reasons for opposing the application are:

- A city centre store would be preferable, whilst others accepted that a city centre store is not viable.
- Area is already congested with traffic and the proposal will worsen the situation.
- Air Quality Issues.

3.23 At the Tinsley community event 38 people provided feedback of which 32 were in favour, 4 against and 2 were not sure. The main reasons given for support are the boost to the local economy and job opportunities for local people, whilst traffic was the main reason for not supporting the proposal.

3.24 The Council's Statement of Community Involvement encourages pre-application consultations especially on larger schemes. Exhibitions and meetings are some of the advocated methods for arranging publicity. However the publicity needs to be meaningful and not seen as a public relations exercise to win support for a predetermined proposal. In your officers view the information displayed in the exhibitions did not cover the potential key planning issues of traffic, air quality and shopping impacts in sufficient detail. It is therefore considered that whilst public exhibitions were carried out the applicant's publicity did not fully comply with the Council's guidance. In response the applicant is of the view that these issues had received wide publicity in the press and the public attending the events were fully aware of them.

3.25 OTHER KEY CONSULTEE RESPONSES

3.26 Rotherham Metropolitan Borough Council

Rotherham Council has raised no objections subject to:

- A condition to ensure that the development is occupied by one single operator and is not subdivided into smaller units at any time.
- The submission/approval of a travel plan.
- That a condition/informative be attached to any permission requiring IKEA not to promote the use of Junction 33 of the M1 in their advertising.

3.27 Barnsley Metropolitan Borough Council

Barnsley Council has raised no objections to the scheme subject to a condition being attached to any permission to ensure that the development is occupied by one single operator and is not subdivided into smaller, individual trading units at any time.



### 3.28 Environment Agency

The Environment Agency has no objections subject to a condition being attached to control surface water drainage.

### 3.29 Natural England

Natural England has commented that the proposal is not likely to result in significant impacts on statutory designated sites, landscapes or species. They have stated that the site is in an area that could benefit from enhanced green infrastructure and measures that enhance the biodiversity of the site and where possible enhance the local landscape distinctiveness.

### 3.30 Highways Agency

The Agency raises no objection to the proposal and has advised that the modelling techniques and inputs are fit for purpose and that a suitably robust approach has been taken to identifying the potential operational outcomes arising from the delivery of the proposed development. They do not require any improvements to junctions 34N or 34S of the M1 Motorway as they consider the strategic highway network has the capacity to accommodate the traffic generated by the development. However they recognise that the development will introduce significant capacity and congestion issues on the local highway network and that the local highway authority may consider it necessary to require the modelled improvements to the above junctions in response to the local highway impact issues. They point out that the Don Valley currently suffers significant noise and air quality issues and in some areas adjacent to the motorway the levels already meet or exceed EU limits. They acknowledge that the M1 contributes significantly to this and that the extra traffic from the development is likely to have a negative impact in the short term. They are assuming that the Council will take these issues fully into account when making a decision on the application.

### 3.31 Stagecoach Supertram

Stagecoach Supertram has no objections to the proposal and considers there will be benefits of increased passenger numbers for the Train Tram Service to Rotherham. They also make a number of detailed comments relating to the design and operation of development next to the Supertram infrastructure.

### 3.32 Access Liaison Group

The Access Liaison Group considered the scheme in July 2013. The group broadly approved of the proposals; their comments are as follows:

- They would wish to see a sliding door rather than a revolving door to the main entrance as this is easier for disabled people to access.
- The pavement leading to Carbrook Supertram stop should be widened.

- The pedestrian crossing adjacent to Lock House Road vehicular entrance to the undercroft car parking would be difficult to negotiate and should be reconsidered.
- Pedestrian areas should be separated from vehicular areas by a difference in level.
- A 'changing places' toilet facility should be provided.
- The baby change facilities should be increased in size to accommodate a wider range of users.

### 3.33 Sustainable Development and Design Panel

The Sustainable Development and Design Panel considered the draft proposals for the site in November 2012. In summary the Panel felt that the proposal has the potential to be a considerable benefit to the city, particularly given its sustainable location with a variety of public transport options adjacent to the site. The Panel agreed that some further refinement of the proposals was necessary to realise a successful scheme.

**Pedestrian Access** - The Panel was disappointed that the proposals did not respond sufficiently to the importance of the pedestrian route to the tram stop with the service yard and recycling facilities facing towards the tram stop. They urged the design team to re-examine the layout as well as the quality and nature of this route to ensure that it is attractive, welcoming and safe.

**Architectural Expression** - The rationale for creating two strong forms: a main blue box and a yellow feature box denoting the entrance was accepted. The simplicity of this approach, however, was undermined at the Sheffield Road corner facing the city, where the location of the home delivery area introduced an unattractive stepped profile, and the Panel questioned whether this element might be relocated or reduced in size to help resolve this. They also queried whether the yellow box might be used as a means of bridging the significant level difference between the site and the street, perhaps through extending out further and grounding onto the street, providing an entrance directly from Sheffield Road.

**Landscape Treatment** - Due to the elevated siting of the building on the site, the critical area of concern was the manner in which it meets the ground and how this retaining edge is handled architecturally. The Panel felt that this might benefit from the introduction of a singular approach that might unify the site and celebrate this edge.

**Approach to Sustainability** - The Panel was extremely supportive of the intention to encourage 15% of visitors to the store by either bus or tram, but considered improvements to the link to the tram are needed as described above. They queried whether there was an opportunity to link with the Blackburn Meadows biomass plant, and to introduce a Sustainable Urban Drainage Scheme (SUDS) into the proposals. The introduction of photovoltaics across the roof was welcomed.

Treatment of Car Park - The Panel considered that tree planting should be introduced within the car park, to break up the overall scale but also assist with the microclimate and potentially contribute to a wider SUDS strategy.

Conclusion - The Panel broadly welcomed these proposals, and recognised the benefits of this site and the contribution that this development would make within the city. The main design issues are how the proposal relates to Sheffield Road and the Supertram stop, in recognition of the importance of this as a means of arrival at the store.

#### 4.0 PLANNING ASSESSMENT

#### 5.0 POLICY ISSUES

##### General Policy Context

5.1 Planning law requires, and the National Planning Policy Framework (NPPF) confirms, that applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF advises that at its heart is a presumption in favour of sustainable development.

5.2 Development that accords with the development plan should be approved without delay and where the development plan is absent, silent or out of date permission should be granted unless:

- any adverse impacts would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
- specific policies in the Framework indicate that development should be restricted

5.3 Planning policies relevant to each subject area are considered under the relevant subject heading.

##### Business and Industry Policies

5.4 The statutory development plan comprises of the Unitary Development Plan (UDP) and the Core Strategy (CS).

5.5 The UDP Proposals Map locates the site within a Fringe Industry and Business Area. Policy IB6 states that Business, General Industry and Warehousing are the preferred uses. Shops with more than 280m<sup>2</sup> of sales floor area are unacceptable. The proposed retail use will deliver more than 280m<sup>2</sup> of sales floor area so the proposal has been advertised as being contrary to the development plan.

5.6 Policy IB9 advises that within Industry and Business areas development will be permitted provided it does not lead to a concentration of uses which would prejudice the dominance of industry and business in the area or the loss of important industrial sites. With the proposed development in place

industry and business uses would no longer be dominant within the policy area and therefore the proposal is contrary to policy IB9(a).

- 5.7 Core Strategy Policy CS1 states that land will be made available for office and industrial development, principally in existing employment areas. A 5-year supply of each type of land for offices and industry will be maintained at all times.
- 5.8 Policy CS5 states that manufacturing, distribution/warehousing and non-office businesses will be located in the Lower Don Valley. It states that the Lower and Upper Don Valley are strategic employment locations.
- 5.9 Policy CS7 says that around the Meadowhall Centre the predominant land uses will be for employment, including office development and non-office business uses. It states that the shopping centre will remain around its present size. It also says that transport measures will be employed to mitigate the transport impact and to reduce the impacts on air quality; these issues are considered in more detail below. It is clear from the inspector's decision notice on the Next appeal, (a site much closer to the Meadowhall shopping centre) that this site could not be considered as being at Meadowhall. It is around Meadowhall and therefore the predominant land uses will be for employment as referred to above. As the proposal will deliver a significant number of jobs it can be considered to be supported by this part of the policy.
- 5.10 The Draft Sheffield City Policies and Sites document (CPSD) and accompanying Proposals Map was designed to set out development management policies to flow from the Core Strategy. The Council is no longer taking the document forward to examination so its policies can only be afforded limited weight, although the evidence that informed those policies and designations is still a material consideration.
- 5.11 The 2013 Draft Pre-Submission Version of the Proposals Map locates the site within a Business and Industrial Area, it is also an allocated site. In Business and Industrial Areas preferred uses are non-office business, industry and warehouses/storage, with preferred uses to cover a minimum of 70% of the area. Shop uses are to be decided on their merits (draft Policy H1). Policy H1 is a continuation of the policy approach in UDP Policy IB9 as it promotes industrial/business uses and seeks to ensure that these are dominant.
- 5.12 Allocated sites give certainty to landowners, developers, neighbours and others and will form the core of the 5 years supply of deliverable sites. Policy J1 states that on allocated sites where specific uses are not required, the mix of uses should conform to the provisions of the policy area within which the site is located unless the allocation states otherwise. In this case the preferred uses in the policy allocation are the same as those listed under Policy H1 above. The policy lists the following conditions on development:
- Impact on the strategic road network and motorway to be assessed and to inform mitigation measures

- Tinsley link to be secured before development starts
- Mitigation to flood risk to the north east part of the site
- Safeguarding the setting of the neighbouring tram depot

5.13 No objections were received to the Business and Industry policy designation but one objection was received to the proposed site allocation. This is on the basis that the policy approach should be more flexible to align with the approach taken for the River Don District. As the site allocation relates closely to the proposed designation, the objection means that both the proposed allocation and designation should be afforded very limited weight.

#### Employment Land Review

5.14 The Council has very recently published an Employment Land Review to inform the Local Plan. While this study on its own does not constitute planning policy it is evidence that will be taken into account in the Local Plan review. The recommendations for this site are to take a mixed use approach to allow a flexible approach to bringing the site forward, with 70% of the site being used for employment use. This recommendation is in line within the proposed designation and allocation.

#### Conclusions on Employment and Business Policies

5.15 The application is contrary to Unitary Development Plan Policies IB6 and IB9. It does not deliver the aims of Core Strategy Policy CS5. Similarly it is contrary to Local Plan Draft Policies H1 and J1. The Core Strategy policies should be given significant weight. The Unitary Development Plan policies whilst many years old are consistent with the NPPF and should be given moderate weight. Policy H1 and Policy J1 should be afforded very limited weight due to the objection received to the draft City Policies and Sites

5.16 In conclusion, there are policy objections based on CS Policy CS5 and UDP Policies IB6, IB9, and to a lesser extent emerging Policies H1 and J1 as these carry very limited weight. However, given that CS7 supports the proposal to a degree; there are other regeneration benefits; and the proposal will not, on its own, lead to a shortage of industry and business land; it is considered that the conflict with these policies is not sufficient to justify opposing the scheme.

### 6.0 EMPLOYMENT, REGENERATION & TRAINING STRATEGY

#### Employment

6.1 Permanent employment – It is estimated that there will be 400 new jobs at the IKEA store in a range of full-time and part-time roles. 40% of the new jobs (160 positions) will be full-time and 60% of the new jobs (240 positions) will be part-time. This equates to 280 full-time equivalent permanent jobs at the new store. IKEA estimate that the employment breakdown will be as follows;

- Co-workers – 330 positions;

- Team leaders or supervisors – 30 positions;
  - Middle managers – 30 positions; and
  - Senior managers – 10 positions
- 6.2 IKEA anticipate that the new store in Sheffield will create an additional 80 employment opportunities in contracted out activities such as home delivery, security, cleaning, car park support and trolley collection.
- 6.3 Temporary construction employment – It is estimated that there will be the equivalent of 288 people working full time for one year on the construction project, which is roughly equivalent of 29 full-time permanent jobs in the construction sector.
- 6.4 Taking the above into account and allowing for the effects of leakage, displacement, substitution and multiplier effects it is estimated that in total the scheme will generate 190 net additional jobs in the core impact area as defined by Sheffield and Rotherham local authority boundaries.

#### Regeneration

- 6.5 The proposed development will regenerate a large vacant site and improve the appearance of the gateway route into the city. The existing pedestrian route to the Carbrook Supertram stop along Lock House Road is unattractive as it adjoins a long section of site security hoardings located on the opposite side of the road. Redevelopment of the site along with the landscaping, lighting and general level of increased activity will improve the quality and safety of the pedestrian route to the tram stop.
- 6.6 Gross value added (GVA) – represents the amount that individual businesses, industries or sectors contribute to the economy. It is estimated that the IKEA store in Sheffield will generate a gross value added to the local economy of £6.0 million annually. This is based on the GVA per service sector workforce job in the Yorkshire and Humber region of £31,600 in 2009 which is the latest year when figures are available. Therefore 190 net additional jobs multiplied by £31,600 per job equals £6,004,000.
- 6.7 IKEA has stated that the purchase contract between IKEA and the landowner has a clause within it that means that a substantial sum of money flows to Betafence for investment in Sheffield. This is welcome if it leads to increased investment or employment in Sheffield. However the applicant has not provided any evidence to guarantee that this would be the case. Therefore this should be given no weight in determining the application.

#### Training and Local Employment Strategy

- 6.8 The application site lies within the Darnall Ward which is one of the most deprived communities in the city. The new IKEA store will provide a wide range of training and skills development opportunities and IKEA say up to 90% of the employment in the store is expected to be recruited locally. An

employment and training strategy is proposed. IKEA will work in partnership with the Council and appropriate agencies to:

- Build relationships with local schools
- Generate the jobs referred to above
- Provide apprenticeship opportunities
- Develop the workforce

6.9 IKEA will work in partnership with the local Job Centre to advertise all jobs. IKEA is committed to working with Job Centre Plus and the Local Council to target the categories of people within Sheffield who need support to find employment. In relation to pre-employment training they will guarantee 20% of candidates on pre-employment training an interview with IKEA, provided the candidate has successfully completed their on line values assessment.

6.10 IKEA provides training programmes to enable employees to advance in the store, including to manager level. They expect 5-8 employees per year to be on a programme working towards their first management position which is accredited to apprenticeship level 3. There is a further programme which takes managers to a more senior level, with each store aiming to have 2 people in the programme per year.

6.11 The draft Employment and Training Strategy is considered to be satisfactory and a final strategy would be submitted under a planning condition. Based on previous experience in offering support for other schemes, the Council will work in partnership with named agencies in the city to support IKEA in their recruitment for the new store. These agencies will include Jobcentre Plus and other welfare to work employment agencies in the area as well as local community and social enterprise groups. The vacancies will be communicated to all these organisations well ahead of the store opening so that these opportunities could be widely advertised in the local areas. In terms of equal opportunities, vacancies would need to be advertised across Sheffield and Rotherham but by working with local agencies, community and social enterprise groups; the local area could be targeted. The Council will work in partnership with Jobcentre Plus to ensure that pre-employment training is undertaken ensuring that local people gain the necessary skills and confidence to apply for the IKEA vacancies. An example of where this approach worked successfully was the opening of the Parson Cross ASDA store in 2012. Out of 350 vacancies, over 75% of the workforce was local residents who lived within walking distance of the store.

## 7.0 RETAIL POLICY ISSUES

### IKEA's Development Requirements

7.1 IKEA has a requirement for a new store to specifically serve the Sheffield and surrounding South Yorkshire/North Derbyshire sub-region (including other centres such as Rotherham, Doncaster, Chesterfield, and Barnsley). Residents within the Sheffield Sub Region currently have to travel to Leeds or Nottingham to visit an IKEA store approximately 35 and 40 miles respectively from Sheffield City Centre. IKEA consider that the proposal will

respond to the shopping demands of those shoppers already travelling to IKEA stores, further away, and bringing a new retail offer to the City.

- 7.2 IKEA say their trading concept is able to offer high quality goods at low prices as most items are designed for self-assembly and can be taken away by the customer at the time of purchase. It is necessary for each store to stock large numbers of each item and have enough floor area to be able to display the product. As a result, every store includes a self-serve warehouse, where customers pick up the items they want. Furniture items are not only displayed according to type (i.e. settees, book cases, storage, etc.), to allow a comparison of the whole range, but also in room settings which simulate a “normal” living environment by combining a variety of products. These are intended to inspire customers’ creativity.
- 7.3 The IKEA product range includes all types of home furnishing products from flooring and wall coverings to complementary product ranges including soft furnishings, glass and china, kitchenware and home accessories. While being displayed in showroom settings, these goods are offered for sale and display in the “Market Place”. The number of product lines stocked by IKEA stores far exceeds other furniture retailers, and due to the comprehensive nature of the product range, customers have the opportunity to fulfil their entire home furnishing requirements in a “one stop shop”. Additional in-store customer facilities include family friendly restaurants, play areas, a supervised play room, fast food facilities, and baby care facilities and sitting areas.
- 7.4 IKEA advise that their catalogue is widely distributed and almost 75% of customers have looked in the catalogue before visiting a store. IKEA offer a home delivery service to customers for bulky items.
- 7.5 IKEA also say that their retail concept dictates a requirement for large stores in accessible locations with sufficient car parking. The store will be similar to their largest UK stores and stock the full IKEA range of 9,500 home furnishing products.

#### Retail Policy

#### National Planning Policy Framework (NPPF)

- 7.6 The NPPF states that planning policies should promote competitive town centres and recognise town centres as the heart of their communities and should support their viability and vitality. They should allocate a range of suitable sites to meet the scale and type of retail development needed in town centres. It states that it is important that the needs for retail and other main town centre uses are met in full and are not compromised by limited site availability. They should set policies for main town centre uses that cannot be accommodated in or adjacent to town centres.
- 7.7 A sequential test should be applied to planning applications for town centre uses that are not in an existing centre or in accordance with an up-to-date



development plan. Town centre uses should be located in town centres, then edge of centre locations and only if suitable sites are not available should out of centre sites be considered. It states that applicants and local planning authorities should demonstrate flexibility on issues such as format and scale.

- 7.8 The impact of out of centre retail development of 2,500m<sup>2</sup> or more should be considered on:
- existing, committed and planned public and private investment in centres within the catchment area; and
  - town centre viability
- 7.9 Where development fails to satisfy the sequential test or is likely to have a significant adverse impact on committed and planned public and private investment in a centre or centres in the catchment area of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made, it should be refused.

#### Unitary Development Plan

- 7.10 Policy S5 states that all retail development outside the Central Shopping Area or District Shopping Centres must:
- not undermine the vitality or viability of the centres as a whole; and jeopardise private sector investment needed to safeguard the vitality and viability of the Central Shopping Area or put at risk the strategy or proposals from promotion of those areas; and
  - be easily accessible by public transport; and
  - not have a significantly harmful impact on public transport or other movement on the road network; and
  - not result in a significant increase in the number and length of trips; and
  - not take up land required for other uses

#### Core Strategy Policy

- 7.11 Policy CS14 states that new shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately adjacent shopping streets of the City Centre, which will be strengthened through a major retail-led, mixed-use regeneration scheme. It reiterates the policy in CS7 that Meadowhall will remain at around its present size and says that major non-food shopping retail development will not occur outside the City Centre's Primary Shopping Area and District Centres and their edges. The supporting text says that non-food development outside of centres and their edges will be considered in the light of current national retail policy, supported by any other local considerations in the Sheffield Development Framework.

## Assessment against Development Plan Retail Policy

### Unitary Development Plan

- 7.12 The impact criteria of Policy S5 are similar to, and no more stringent than those of the NPPF. Policy S5 requires development not to undermine the vitality or viability of centres as a whole, nor jeopardise private sector investment needed to safeguard this. The NPPF too requires these assessments to be made and states that development that has a 'significant adverse impact' on one or more of these factors should be refused. Assessment of impact on centres is considered below.
- 7.13 Other Policy S5 criteria relate to public transport accessibility, sustainability and whether the land is needed for other uses. These issues too are considered below.

### Core Strategy

- 7.14 Policies CS7 and CS14 state that Meadowhall should remain 'around its present size'. However the recent appeal decision on the Next Home and Garden store has established that the site proposed for Next is too far away from Meadowhall Shopping Centre for it to be considered part of it, so any restriction on the size of Meadowhall implied by Policies CS7 and CS14 does not apply. Since the IKEA site is even further away from Meadowhall than the Next site, it too could not be considered contrary to Policies CS7 and CS14. In any case, although the Core Strategy encourages retail development in-centre, it does not preclude development elsewhere. Policy CS14 states that out of centre development proposals should be considered in the light of current national retail policy.

### NPPF

- 7.15 National retail policy is contained in the NPPF. To comply with the NPPF the applicant has submitted an assessment of alternative sites for the proposal and an assessment of its impact on centres and investment in them. These two assessments are considered below.

### Sequential Approach

- 7.16 The NPPF requires that retail development should be located in town centre sites, followed by edge of centre sites and then well connected out of centre sites where there are no suitable and available sites within more sequentially preferable locations. Having been flexible in terms of format and scale alternative sites would only be sequentially preferable if they were suitable, available and viable.

### The Applicant's sequential assessment

- 7.17 The applicant considers that the sequential assessment should focus only on Sheffield City Centre since it has a regional role. However, for

robustness they have also reviewed the largest centres within the store's Primary Catchment Area including Doncaster, Rotherham, Barnsley, and Chesterfield which are all Sub Regional Towns. However they say that these are not suitable for accommodating a store of the scale and offer presented, given their more limited role.

- 7.18 The applicant has drawn attention to legal judgements, at Dundee and Scunthorpe, which interpret how the sequential approach should be applied. They argue that these cases mean that the need that the proposal is intending to serve, the nature of the scheme and the business model of IKEA is fundamental to the determination of whether a site is suitable.
- 7.19 IKEA argue that a 5.4 hectare site is the size of site which is required to accommodate the scale of development proposed to meet the need for IKEA types of goods in the area. The scale of the proposed development and the area of search for the sequential test are driven by the need for improved provision and choice in furniture, household items and homeware shopping in the Sheffield region to claw back trade and meet the need for an IKEA store to specifically serve the Sheffield region. They point to strong evidence that a large number of residents within this area are currently travelling to more distant existing IKEA stores in Leeds, Nottingham and Ashton, which is unsustainable. They say there is a location specific need to locate the store in Sheffield which is classified as a Regional City in the Region's settlement hierarchy. Other centres, given their lesser role in the Region, would not be suitable. They say a significantly smaller store would prevent IKEA from displaying and selling its entire product range and would limit stock resulting in customers having to make repeat trips to the store. A smaller store is likely to mean greater congestion in and around the store and customers will gravitate to other IKEA stores if they are unable to view and purchase particular IKEA products resulting in substantially longer trips – counter to the purpose of developing new stores. IKEA's experience within the UK shows that its older, smaller stores are congested and over the years IKEA has extended those stores in order to keep pace with the demand and expectations of its customers.
- 7.20 They state that their business model comprises of three components; showroom, market place and self-service warehouse and that such a business model cannot operate effectively within an in-centre location. They say they need a large store that is capable of displaying the full product range and that it is not suitable or viable for IKEA's product range (i.e. primarily bulky goods) to be sold from City Centre locations.
- 7.21 To satisfy the retail and operational requirements of IKEA's business model, they say it is necessary for a site to have the following characteristics:
- Be located on a site of significant scale (5ha+) to accommodate the full IKEA operation (circa 37,000m<sup>2</sup> plus 1,000 car parking spaces with dedicated servicing);
  - Be located in close proximity to the major road network;
  - Be accessible by public transport;

- Be located on a main road, on a visually prominent site.
- Be available within a short timescale to meet the pressing need (18-24 months).

- 7.22 As a sensitivity test and at the request of the Council they have looked at sites of 2ha which equates to the site area of the Company's store in Coventry. Although they consider this would be a commercially unrealistic proposition and that the Coventry store format is highly compromised and would not meet the Company's requirements in Sheffield. The IKEA store at Coventry is a town centre store and is constructed over 6 levels and is 28,500m<sup>2</sup> which is 8,000m<sup>2</sup> less than the proposed Sheffield store. IKEA say a store of this scale would not be large enough to serve the Sheffield sub-region. They say the multi-level format results in less flexible staff working arrangements as staff are not able to transfer between areas of the store as conveniently as in a two level format. Goods are handled more than in a standard store and it takes more time for goods to get onto the shop floor. The operational and maintenance costs of the store are also higher due to the need for larger travelators and lifts, which have to travel between more floors than in a standard store. IKEA say that customers complain that shopping at the store is not as convenient as other IKEAs as products are spread over a number of floors. This has a major bearing on levels of customer satisfaction and subsequently the popularity of the store and its overall turnover. An IKEA store exit survey highlights that a number of customers within the Coventry catchment area chose to travel to more distant IKEAs rather than shop at that store. They also point to operation issues with servicing and customer parking on the smaller Coventry site, that the store was 30% more expensive to build and that there is limited room for the store to grow and change in response to market demands.
- 7.23 The applicant has assessed 11 sites in Sheffield, 5 in Doncaster, 3 in Barnsley, 2 in Rotherham and 2 in Chesterfield. Of the sites in Sheffield only 2 are large enough to accommodate the Coventry Store which, as explained above, the applicant considers would be commercially unrealistic.
- 7.24 The Chatham Street site at 2.2 hectares is considered to be unsuitable by the applicant as it could not accommodate the proposed Sheffield store and there would be significant cost implications to alter the highway network which would reduce the size of the site further.
- 7.25 The New Retail Quarter site at 5.4 hectares could accommodate the Coventry store format and is 93% of the size of the Betafence site. However although the Council are looking for another partner for the development, the site is still needed for a major fashion led retail development and if any of the site remains as part of a revised scheme it would not be large enough to accommodate an IKEA. The applicant also considers the site would be unsuitable due to the level of traffic generation and parking required and because the IKEA building would not be of sufficient quality for a sensitive City Centre site.

- 7.26 The applicant has also referred to the former YEB site, off Parkway Avenue, the Don Valley Stadium and Queens Road Retail Park. IKEA argue that none of these sites are sequentially preferable as they are all out of centre and, none are allocated for retail development (although Queens Road is allocated as a Retail Park in the UDP), and none are more accessible by public transport. They also point out that the Queens Road site has existing tenants and is not available or large enough to accommodate IKEA.

#### Officer's assessment of the Applicant's sequential approach

- 7.27 Doncaster, Barnsley, Rotherham and Chesterfield have been consulted on the application and they have not disagreed with the applicant's dismissal of the sites within their boundaries.
- 7.28 Considering sites within Sheffield, your officers agree that no sites are suitable or available. Members may be aware that the Planning Inspector in the Next appeal gave significant weight to the two legal judgements referred to above when coming to the view that the alternative Moorfoot site was not suitable. This and the Dundee decision reinforce the point that sequentially preferable sites must be suitable for the specific development proposed and not an altered or reduced development.
- 7.29 It is concluded that given the legal judgements and the Planning Inspector's decision on the Next Home and Garden Store, officers would agree with the applicant's conclusion that there are no alternative sequentially preferable sites in or at the edge of Sheffield City Centre to accommodate the proposal, even when allowing for some flexibility on issues such as format and scale.

#### Retail Impact Assessment

- 7.30 As required by the NPPF, the applicant has assessed impact on the trade of the City Centre and other Centres, and on likely investment in those centres.

#### Applicant's Assessment of Impact on Vitality and Viability of Existing Centres

- 7.31 The applicant estimates that the store's turnover will be £49m. They assess the impact of the store at a design year of 2018. The 'design year' allows enough time for the store to be built and for shopping patterns to settle down.
- 7.32 The applicant has defined the primary catchment area (PCA) of the store, from which they estimate that 70% of its turnover will be drawn. This consists of Sheffield, Rotherham, Barnsley, Doncaster, Chesterfield and Worksop. Taking account of: estimates of spending per head on the main goods categories sold by IKEA (Furniture, furnishings and household goods); forecast growth in spending (generally accepted as 2.7% a year); and forecasts of population in the PCA, they calculate that spending on these goods will increase by £79m between 2013 to 2018 (all prices at

2011). This figure exceeds their estimate of the store's turnover, £45.9m, so the applicant considers that growth in spending alone is more than enough to support the proposal and that there is therefore a quantitative need for the store. They consider that the excess of spending over IKEA's turnover will reduce its impact on shopping centres.

7.33 The applicant undertook a household survey across the catchment area to establish shopping habits for the main goods categories sold by IKEA. For furniture shopping, the survey shows that 12% of respondents within the PCA normally visited the City Centre. For household products i.e. chinaware, glassware and related items the figure was 16% and for home furnishings 15%. 59% of respondents within the PCA visited an IKEA store and of these 64% and 71% had visited Leeds and Nottingham respectively at least once in the last 2 years.

7.34 The applicant has assessed the likely diversion of expenditure from existing shops in the PCA. Since the proposed IKEA would fill in the gap between the existing stores at Leeds and Nottingham they estimate that one quarter of the store's turnover would be drawn from these stores i.e. in the order of £11.5m. This would leave £34m of trade drawn from non IKEA stores.

7.35 The applicants consider IKEA stores tend to compete most heavily with retail facilities which offer a comparable retail offer. So they consider that most of the £34m would be drawn from other retail warehouses in out of centre retail parks such as Retail World in Rotherham, Canklow Meadows, Crystal Peaks and Drakehouse Retail Park. Within centres, the applicant considers that most stores selling IKEA type goods tend to focus upon a specific range of products within the furniture and home furnishings sector or provide only a limited product offer across the spectrum of furniture and furnishing goods. Therefore IKEA would compete with only a limited number of furniture shops. These include Atkinsons and Multiyork Furniture, whilst other retailers that sell only an element of furniture goods, for example John Lewis, Debenhams, BHS and M&S, provide for a different market to IKEA.

7.36 On the basis of these assumptions the applicant's calculation of trade diversion from centres is as follows:

Centre	% comparison trade impact at 2018	Cumulative % comparison trade impact at 2018
Sheffield City Centre	0.30%	2.8%
Rotherham	0.47%	19.3%
Barnsley	0.24%	6.5%
Doncaster	0.24%	5.8%
Chesterfield	0.36%	3.1%

7.37 The figures are taken from Appendix 1 of the Applicant's addendum report. They are based on the latest available information. Estimates of cumulative

impact take account of other committed out of centre development, including the permitted Next Home and Garden Store near Meadowhall and, in Rotherham, the relocation of Tesco from Rotherham centre.

- 7.38 The applicant concludes that the proposal would draw little trade from the City Centre or other centres. They also note that the store's trade draw impact would be offset by the projected increase in expenditure referred to above and that the assessment is based just on comparison goods expenditure whereas existing centres have a wider function.

#### Review of the Applicant's Assessment of Retail Impact

- 7.39 The Council appointed GL Hearn to review the IKEA retail impact assessment and the assessment presented below takes account of G L Hearn's review. GL Hearn advised that certain assumptions in the IKEA's retail impact assessment mean that the trading impact on the City Centre is underestimated. These concerns relate to;

- Underestimation of the proposed store's turnover.
- Underestimating trade draw from the City Centre and the potential goods overlap with the City Centre.
- The effect of linkages with Meadowhall.
- Capacity for the store.

- 7.40 The applicant submitted an addendum to the planning and retail report responding to these issues but having considered both the original and addendum reports GL Hearn conclude that the submitted material does not robustly address the retail impact tests required by the NPPF. GL Hearn's criticisms and the applicant's response are considered below.

#### Store Turnover

- 7.41 The applicant assumes that the IKEA will have a turnover of only £46m while GL Hearn say that based on company average sales density the turnover is more likely to be around £68m.
- 7.42 IKEA defend their assumption on that grounds that:
- Sheffield's catchment is less affluent than those elsewhere. They show that the expenditure capacity for IKEA type goods in the Sheffield area is 13% lower than the national average.
  - The catchment is already served by IKEA stores in Leeds and Nottingham.
  - The company average is distorted by high performing stores. Excluding the 4 best performing UK stores the average sales density of the remaining stores reduces to £47.6m, average turnover includes food/restaurant/online sales which are 15% of the company turnover so using average figures would overestimate the impact from turnover for retail impact purposes.

7.43 GL Hearn maintain that:

- IKEA's top performing store is at Brent Park in London which is close to Brent Cross Regional Shopping Centre. The applicant explains that this store is successful due to its catchment area but GL Hearn considers its success is partly due to its proximity to Brent Cross. Since the Sheffield proposal is close to Meadowhall Regional Shopping Centre its turnover potential would also benefit in a similar way.
- The IKEA company averages was considered appropriate to apply to the proposed Reading Store

7.44 The disagreement over turnover potential remains unresolved. Assuming a turnover of £68m, based on company average sales density, as GL Hearn suggest, would raise impact on centres by 40%, so in terms of Sheffield City Centre from 0.30% at 2018 to 0.42%, all other things being equal.

#### Trade Draw

7.45 IKEA is more likely to draw trade from stores selling similar 'IKEA-type' goods and of a similar format. The applicant considers that on this basis most trade diverted to IKEA will be from similar out of centre stores rather than existing retailers in city and town centres.

7.46 G L Hearn make these points:

- The applicants assume that £11m of trade will be drawn from their more distant IKEA stores while only £2.76m will be drawn from the City Centre. Although like affects like, GL Hearn observe that trade draw reduces with distance and the nearest IKEA stores are some distance from Sheffield.
- Sheffield City Centre is the strongest single location used when shopping for IKEA type goods so the applicant's studies underestimate the trade that the proposed IKEA store would draw from the City Centre.

7.47 IKEA respond that many shoppers already shop at the company's other stores and as the Sheffield catchment area is not served by a dedicated IKEA store, shoppers will naturally gravitate to their nearest store so the greatest trade draw will be on other IKEA stores.

#### Overlap of Goods

7.48 The extent to which the City Centre sells similar goods to IKEA will affect trade draw from the City Centre. The applicant's household survey shows that the turnover of IKEA type goods in Sheffield City Centre is only £72m (in 2013), equivalent to 8% of the overall comparison goods turnover of the City Centre.

7.49 GL Hearn comment that:

- IKEA's retail assessment underestimates the overlap between IKEA and City Centre stores that sell IKEA goods. As well as furniture and



furnishing stores there is overlap with mixed retailers, department store and other category goods retailers.

- IKEA's assessment underestimates trade draw from the City Centre. The analysis undertaken by GVA in their 2012 Homewares Report for the Council in connection with the Next Home and Garden proposals shows that the City Centre's turnover of 'IKEA-type' goods is over double the amount assumed by the applicant i.e. £148m, or 17% of the City Centre's comparison goods turnover.

7.50 IKEA respond that

- Furniture and furnishing make up only a small proportion of City Centre stores' sales and stores that sell these types of goods only sell a limited range of items which cross over with IKEA. There are also qualitative differences between these stores and IKEA.
- The questions in their household survey are more refined than those in GVA's so their results should be given more weight.

7.51 Levels of potential trade draw are a matter of judgement and they remain unresolved. G L Hearn have proposed that as much as 15% of the store's turnover, rather than 6%, could be drawn from the City Centre stores. If this were the case, trade withdrawal could be raised 2½ times, all other things being equal. Council officers agree with G L Hearn that there is more overlap than IKEA suggest between the types of goods sold by IKEA and those sold in the City Centre and that as much as 15% of the store's turnover could be drawn from the City Centre. The implications of this are assessed in the sensitivity impact assessment below.

Meadowhall

7.52 The applicant's Transport Assessment acknowledges that people will link trips to Meadowhall: *'It is proposed to apply a trip reduction of 32% for the Friday PM peak to allow for linked retail trips between IKEA and the adjacent Meadowhall shopping centre and retail park; and a corresponding 41% reduction on a Saturday peak.'*

7.53 However their retail assessment makes no allowance for the store providing the opportunity to link shopping trips with Meadowhall. This could further increase the comparison goods shopping attraction of this area of Sheffield to the detriment of the city and town centres.

7.54 GL Hearn advises that locating IKEA close to Meadowhall would reduce the likelihood of visitors to Meadowhall going on to visit the City Centre to shop for furnishings and furniture.

7.55 IKEA has in fact argued that the store will benefit the City Centre due to linked trips with the City Centre which they say are likely to occur due to the proximity of the Supertram stop. They note that their household survey shows that 2% of respondents who shop for IKEA type goods at Meadowhall, which is similarly well placed for tram users, also shop in the city centre (though no evidence in the form of tables from the household

survey is given). They also say that some of the linked trips referred to in the Transport Assessment will already be on the network and will not necessarily be people shopping at IKEA and then Meadowhall, but could be shoppers already shopping at Meadowhall and then making a linked trip to IKEA.

- 7.56 To encourage linked trips to the City Centre the applicant is willing to provide notice boards in the store to promote events in the City Centre along with providing information on how to access the City Centre by public transport. They also consider that their offer of allowing part of their car park to be used for park and ride on Monday to Friday will facilitate visits to the city centre, although your officer's view is that this is mainly likely to appeal to commuters.
- 7.57 GL Hearn and Council officers are of the view that Meadowhall Shopping Centre is likely to benefit much more from linked trips than the City Centre.

#### Sensitivity Impact Assessment on Sheffield City Centre Vitality

- 7.58 The applicant's retail assessment suggests that £2.7m is diverted from the City Centre to the IKEA proposal, this equates to only 6% of the total turnover of the proposed IKEA store as defined by the applicant. GL Hearn consider there will be a higher level of diversion from the City Centre. Given factors referred to above they consider that the proposed IKEA could derive as much as 15% of its turnover from the City Centre. Applying this percentage to the company average based estimate of IKEA's turnover (£68m) would indicate a turnover diversion of £10.2m.
- 7.59 This suggests a percentage comparison goods impact on the City Centre of just over 1% (IKEA predicted 0.3% impact). The cumulative comparison goods impact increases to 3.5% whereas IKEA's forecast is 2.8%. The trading impact falls upon the furnishings and homewares sector of the City Centre which has an estimated turnover of circa £200m in 2018. The impact upon this particular sector would therefore be the equivalent of around 5%.
- 7.60 IKEA consider that the City Centre is vital and viable whereas the GL Hearn view is that, whilst the City does demonstrate some healthy characteristics, it is at risk and the continuing improvement of trading at Meadowhall has been at the expense primarily of the City Centre. They reaffirm the accepted view that there is a need for the City Centre to improve its retail offer, although that the need is for clothing, fashion and leisure improvements rather than homewares retailing.
- 7.61 The GL Hearn assessment of the impact of IKEA is that it would have a negative impact upon existing turnover levels within the City Centre and of around 5% in turnover within the furniture and homewares sector. They advise that this level of impact is not in their view likely to significantly impact upon consumer choice within the City Centre for these goods and, as it will be spread across a number of retailers which overlap with the IKEA

goods ranges, they do not consider the impact on turnover will be so large as to lead directly to store closures.

- 7.62 Turning to the turnover impacts on the comparison goods shopping sector overall, and taking into account GL Hearn's assessment which is considered by officers to be more robust than IKEA's own assessment, both GL Hearn and Council officers do not consider either on its own or cumulatively that the IKEA proposal would have a significant adverse impact upon the City Centre.

Impact on planned investment in nearby centres

- 7.63 The Government's Planning Practice Guidance advises that applications should be assessed for their impact on wider town centre developments or investments that are in progress. Key considerations will include:
- the policy status of the investment (i.e. whether it is outlined in the Development Plan)
  - the progress made towards securing the investment (for example if contracts are established)
  - the extent to which an application is likely to undermine planned developments or investments based on the effects on current/ forecast turnovers, operator demand and investor confidence

- 7.64 The key schemes in Sheffield City Centre are the New Retail Quarter (NRQ) and various schemes on the Moor. Both are within the Central Shopping Area, as defined in the UDP.

New Retail Quarter (NRQ)

- 7.65 The NRQ is to be a major comprehensive retail-led mixed-use development to strengthen the Primary Shopping Area of the City Centre, and is referred to in Policies CS14 and CS18 of the Core Strategy. It therefore carries considerable policy status. The Council is seeking a new investment partner for the NRQ. However it is a high end fashion and leisure scheme aimed at a different market to IKEA and at different types of retail operators. The applicant considers there is sufficient need for both given the predicted growth in expenditure referred to above.

The Moor

- 7.66 The Moor is a series of phased developments. Phases 1 and 2 which are the public realm works and the Markets scheme are completed. Demolition is almost complete on Block 1 adjoining Debenhams and work is anticipated to start on the approved redevelopment scheme later this year. Block 8 at the corner of the Moor and Furnival Gate has not been started. IKEA considers that the proposal will not prevent this planned investment as the retail units are intended to cater for the mid to high end fashion market as opposed to the homeware sector and that there is sufficient available comparison goods expenditure capacity to support both IKEA and other city and town centre schemes such as the Moor.

- 7.67 The City has commissioned Cushman & Wakefield to produce a report on the current state of retailer and investor confidence within the City Centre. They advise that currently retailers and investors are optimistic, that the prospects of bringing forward NRQ are good and there is strong demand from the higher end clothing and fashion sector and food and beverage operators. It is unlikely, given IKEA's business model and space requirements, that they could make a store work in the City Centre. Therefore the proposal will not result in the loss of a tenant to the City Centre.
- 7.68 The Scottish Widows Partnership who are developing the Moor have not objected to the proposal. John Lewis is intending to upgrade their presence in the City Centre as part of the NRQ scheme. They have objected to the IKEA on the grounds of retail impact, effect on investor confidence and because they consider the proposals are contrary to local planning policy.
- 7.69 GL Hearn advise that given the clothing and fashion wear focus of the NRQ and the levels of impact predicted to fall upon the City Centre comparison goods turnover overall (or the furniture and homewares sector) they do not consider that the turnover diversions would significantly adversely impact upon investment within the City Centre as a whole.
- 7.70 Therefore your officers conclude that the proposal is unlikely to have a significant adverse impact on investor confidence.

#### Need for the Proposal

- 7.71 There is no requirement for the applicant to demonstrate a need for a proposal. However if a need exists that will be satisfied by a proposal this can be given weight when considering the overall benefits and dis-benefits of a scheme.

#### Quantitative Need

- 7.72 The applicant's analysis shows that there is significant surplus expenditure available to support new comparison shopping floorspace within the study area. However GL Hearn has advised that their capacity calculations cannot be relied upon due to concerns about the methodology of accounting for population and available expenditure and establishing the capacity of existing centres and facilities. They are of the view that based upon their 2013 updating of the retail capacity work within the Sheffield Retail Study (2010) and once retail commitments are taken into account there is no significant quantitative need for additional comparison goods shopping floorspace to serve the Sheffield area.

#### Qualitative Need

- 7.73 IKEA point out that their household survey results show that only limited numbers of people shop in existing centres for IKEA type goods and that no

single centre or shop is dominant across the whole study area. They also advise that there are a large number of people travelling outside Sheffield to access furniture, homewares and home décor goods. In addition the existing provision of furniture and furnishing retailers in the main centres is said to illustrate a limited level of current provision and there is no large comprehensive store like IKEA anywhere in Sheffield.

7.74 GL Hearn on the other hand advise that whilst this provision of homeware goods does not provide a single 'one-stop-shop' it does not, in their view, point to a particular deficiency in the current furniture and homeware offer in the area.

7.75 The IKEA household survey shows that within the Sheffield area (zones 1-10) 40% and 38% of Sheffield residents have visited the Leeds and Nottingham stores respectively in the past. In the last two years 25% and 26% have visited the Leeds and Nottingham stores respectively at least once. Also a high proportion of members of the public who have commented on the application refer to the fact that they visit these stores and consider it would be of benefit if there were a more local store. Given this it is concluded that there is a qualitative need for a more local store which would have the benefit of reducing the need for Sheffield residents to travel long distances to shop at IKEA stores as well as the benefit of increasing local shopping choice.

#### Conclusion on Retail Policy Issues

7.76 It is concluded that:

- Even allowing for flexibility there is no alternative sequentially preferable site available.
- The proposal will have a harmful shopping impact on the City Centre when considered individually and cumulatively by diverting trade from the City Centre homeware sector. However the impact would not be significantly adverse, which is the test for refusing planning permission in the NPPF.
- Given the different focus of the main City Centre retail schemes and the low levels of predicted trade withdrawal it is considered that the proposal would not significantly adversely impact on investor confidence in key City Centre retail regeneration schemes.
- Although there is no significant quantitative need for further non-food retail floorspace, the proposal will provide the benefits of clawing back expenditure, improving consumer choice and reducing the need for shoppers to travel long distances to visit existing IKEA Stores.

7.77 In shopping policy terms it is considered that the dis-benefits of the proposal marginally outweigh the benefits. However the shopping dis-benefits are not so harmful as to justify resisting the proposal on shopping policy grounds and the NPPF notes that permission for development should be granted unless 'any adverse impacts of doing so would significantly and demonstrably outweigh the benefits'.

7.78 The harmful impact on the City Centre must however be weighed up in the overall balance of considerations.

## 8.0 TRANSPORT ISSUES

### Policy Issues

8.1 The National Planning Policy Framework advises that decisions should take account of whether;

- The opportunities for sustainable transport modes have been taken up to reduce the need for major transport infrastructure;
- Safe and suitable access can be provided for all;
- Improvements can be undertaken to the transport network that cost-effectively limit the significant impacts of the development.

8.2 The NPPF also states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

8.3 The NPPF also advises that developments that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

8.4 Core Strategy Policy CS52 identifies The A6178 City Centre to M1 J34 South as a key route. The Key Route Network is intended to provide good quality access to the City Centre and the regional and national road network and to fulfil strategic transport functions. The strategic transport functions that apply to the A6178 are;

- through traffic and strategic traffic will be concentrated on the 'A' roads of the network;
- it will receive integrated whole-route treatment of congestion;
- it will receive whole-route treatment as a Quality Bus Corridor and will be treated with bus priority and traffic management measures to alleviate localised problems;
- road based freight transport will be concentrated on this route where it would not have an unacceptable impact on local communities.

8.5 The text with the policy says the Key Routes will play a crucial role in supporting new development of major employment areas and enabling increased number of people to travel there.

8.6 Core Strategy Policy CS56 states that bus priority measures on Key Routes will be developed to reduce the impact of congestion on buses and improve speed, reliability, frequency and accessibility in the main urban area and on links to economic regeneration areas. The A6178 City Centre to M1 J34 South is identified as one of the Key Routes.

8.7 Core Strategy Policy CS59 states that there will be no significant increase in the physical capacity of the city's highway network. New roads will only be

built where they would enable regeneration, reduce serious traffic impacts and improve movement by alternatives to the car. The M1 Junction 34 relief road is identified in the policy as a proposed road scheme that meets these criteria. The commentary says that schemes will be provided through Local Transport Plan funding, complemented, where appropriate, by developer contributions.

## Background

- 8.8 The site under consideration is located on Sheffield Road (A6178) just to the south west of Junction 34 on the M1 near the Meadowhall shopping centre. This is an area that has suffered from considerable congestion problems for nearly twenty years. The traffic problems that exist in the area have been subject to extensive review by consultants working for the Highways Agency, South Yorkshire Local Authorities and a number of independent developers.
- 8.9 One of the earlier studies undertaken by Babbie looked at the potential impact of major development in South Yorkshire due to Sheffield's proposed Objective 1 status (a European funding programme designed to help regenerate South Yorkshire's economy). This study concluded that a range of major transport interventions (which included a number of new road schemes, heavy and light rail improvements) would be required to ensure certain areas of the network did not suffer significant increases in congestion. The Lower Don Valley was identified as being particularly susceptible to increases in congestion and that a range of measures were required to mitigate this risk. Since this study only limited improvement schemes have been being brought forward, (the Tinsley Link Road and proposals for additional public transport connectivity between Sheffield & Rotherham), whilst general background traffic has grown and further additional major development schemes have come forward.
- 8.10 More recently during the Objective 1 investment period the Highways Agency in co-operation with the four South Yorkshire authorities undertook a Strategic Transport Initiatives Study as part of the Memorandum of Understanding agreement. Some of the main conclusions from this study include:-
- Junction 34 of the M1 is currently near saturation during peak times and does not have the capacity to deal with new development traffic.
  - Public Transport Initiatives (including the Tinsley Link Road) would help to reduce some vehicle movements through Junction 34; However, they would not solve the predicted congestion problems alone or as part of other improvement measures presently under consideration.
- 8.11 The most recent modelling undertaken in this area prior to the IKEA application was associated with the River Don Development proposals submitted by British Land and the Tinsley Link proposals submitted by the City Council. Both these assessments suggested that even with the Tinsley

Link built and fully functional, future year traffic predictions indicated an increase in congestion along many roads within the Meadowhall area. This increase in congestion is as high as 50% on certain links.

- 8.12 Since the above assessment work was undertaken, the Next Howeware development adjacent to Meadowhall has been approved and the Outokumpu site adjacent to Junction 34 (South) has been granted Enterprise Zone status. Whilst the future traffic generation of this site is not known, based on the site being developed for general industry and warehousing the transport assessment estimates that it could generate in the region of a further 500 peak hour traffic movements.
- 8.13 There have also been a number of smaller applications granted consent in the intervening period which, on their own do not add significant numbers of additional vehicle movements, but together will add a substantial number of extra trips onto the highway network.

#### Traffic Impact

- 8.14 The application is supported by a Transport Assessment (TA), which considers the access issues and highway impacts. The modelling work considers the traffic impact in the forecast year 2023.

#### Estimated Traffic Generation and Distribution

- 8.15 Details of the traffic generation and distribution associated with an IKEA store have been agreed. The trip generation figures have been derived from the Lakeside IKEA store at Thurrock. This is IKEA's third highest performing store and is reasonably comparable as it is located adjacent to the Lakeside out-of-town Shopping Centre & Retail Park. Both the Friday evening peak and early Saturday afternoon peak have been assessed. The opening hours of the new store will normally be 10am to 9pm Monday to Friday, 9am to 8pm on Saturdays and 11am to 5pm on Sundays. Given this there will be very little traffic generated from the development in the morning peak period. Saturday is expected to be the busiest trading day. The traffic distribution is based on an assessment of where customers will be drawn from. Around 60% are expected to be from within the Sheffield City region area (Sheffield, South Yorkshire, North Derbyshire & North West Nottinghamshire) and 40% from more remote areas.
- 8.16 It is estimated that during the Friday evening peak hour the development would generate 214 vehicle movements into the site and 209 vehicles out. There would also be a further 135 linked vehicle trips between the site and Meadowhall Retail Park/Meadowhall Shopping Centre giving a total two way trip generation of 558 vehicle movements. In the Saturday afternoon peak hour (2:30 – 3:30pm) the development is expected to generate 640 trips into the site with 582 vehicle movements out plus 501 linked vehicle movements between the development and Meadowhall Retail Park/Meadowhall Shopping Centre giving a total two way trip generation of 1,723 vehicle movements.



- 8.17 To put the Saturday traffic generation figures into perspective the existing average two way flow in 2013 along Sheffield Road adjacent to the site during the Saturday afternoon peak is 2452 vehicles (the highest recorded flow being 3067).

#### Committed Development

- 8.18 A transport assessment needs to consider the impact of traffic generated by the development itself as well as traffic from committed development schemes. This includes schemes with planning permission and allocated sites in an approved development plan.
- 8.19 The modelling work undertaken by IKEA has used differing assumptions about the amount of committed development that is likely to be built out. Four traffic scenarios were considered. Scenario 1 included the most committed development but is considered to be unrealistic by IKEA and has not been taken forward. Scenario 2 incorporates the least amount of committed development and has been used in assessing the air quality impacts in 2015. The transport impact has been assessed during a forecast year of 2023 when a greater amount of committed development might expect to be built out. Scenarios 3 and 4 include more committed development and therefore they have been used for assessing the air quality and transport impacts in 2023. Therefore scenarios 3 and 4 are the most relevant for assessing the transport issues and these are referred to in more detail below.
- 8.20 In the applicant's view it is not necessary to take into account development that has planning permission but which might not be built out until after the forecast year, which in this case is 2023. They also consider that the planning permission for River Don Development is unlikely to be developed in the form envisaged in the planning application and consequently not all the traffic from this development and some other schemes need be taken into account.
- 8.21 As a result the scenario preferred by IKEA reduces the amount of committed development traffic for the Outokumpu site, the River Don Development and the Waverley residential scheme (known as Scenario 4). Your officers take a more cautious view and consider that the traffic from development with planning permission should be taken into account even if it is not likely to arise until after the forecast year. However it is also acknowledged that there are some doubts as to whether some schemes with planning permission will be implemented at the levels allowed for in the planning permission. On the other hand it could be argued that whilst some sites may have a lower traffic generation when built out/occupied; there are others that may well have a higher traffic generation; in addition no traffic generated by the smaller schemes referred to above has been included. Whilst IKEA disagree with this approach they have modelled a scenario with a higher level of committed development traffic (known as Scenario 3). Whilst this does not include all committed development it strikes a

reasonable balance given the uncertainties referred to above and has been accepted by Council officers as being sufficiently robust to assess the highway impact and the air quality impacts in 2023. It should be noted that neither of the above scenarios take account of peak shopping events at Meadowhall or a high-attendance event at the Arena. Department for Transport guidance on transport assessments says that traffic data should reflect the normal traffic flow on the transport network in the vicinity of the site. This would suggest that these peak events do not need to be taken into account. On this basis we have not required the applicant to assess these events.

#### Validation of modelling

- 8.22 The Council's highway officer has raised some concerns about discrepancies between actual queue lengths at junctions and journey time measurements and predictions produced by IKEA's traffic model. This could raise doubts about the reliability of the model. IKEA have responded that this is due to the model optimising signal timings over the current operation. This has been accepted by the highway officer.

#### Traffic Modelling

- 8.23 The committed development traffic and IKEA traffic has been distributed across the highway network via the use of the SYSTM + SATURN model to provide future year network flows for 2015 and 2023. The outputs from this strategic model have been fed into a local VISSIM (micro simulation model) to provide a detailed model prediction of how the local highway network will operate in the future years being assessed.
- 8.24 The modelling work indicates that in the 2023 future year assessments the network would operate better with an IKEA and its proposed highway mitigation than with committed development traffic and the associated mitigation but no IKEA.
- 8.25 Although the modelling predicts an improvement in network performance of around 34% with an IKEA built it also predicts that compared to present day circumstances there will be a 57% increase in congestion levels during the peak hour across the local network as a whole by 2023 (this is down to a combination of committed development traffic and IKEA traffic). The model is showing that there will be more congestion without IKEA than with IKEA. The reason for this is partly due to the highway improvements works being implemented by IKEA but also because the model assumes that some traffic will divert to other routes as the traffic levels in the area increase due to both committed development traffic and IKEA traffic. The model assumes that 2,340 trips (1350 trips in IKEA's favoured scenario 4) will be diverted from the more congested network onto roads outside the model cordon in the evening peak in the Council's preferred scenario. This is the equivalent of more than 4 times the amount of traffic generated by IKEA in the evening peak. This level of traffic dispersion is as a result of both the traffic generated by committed development and IKEA. IKEA have not carried out

any detailed analysis of the impact of this displaced traffic. They argue that this would be very difficult to do given the scale of the network which the traffic would be diverted on to.

- 8.26 The IKEA analysis shows that with both IKEA's and the Council's preferred scenarios in the forecast year, with the exception of M1 junction 34S evening peak, Sheffield Road/Weedon Street (site access) and Attercliffe Common/Meadowhall Retail Park junction, all junctions operate with practical reserve capacity. With IKEA and mitigation the majority of junctions show some improvement in performance when compared to no IKEA and no mitigation.
- 8.27 It should be noted that the Highways Agency is responsible for the motorway and its junctions. They have raised no objections to the proposal.
- 8.28 The Council has now checked IKEA's modelling results by inputting the same level of traffic into its own Department for Transport approved model. The results fairly closely matched IKEA's results, showing that whilst traffic congestion significantly increases as committed development is implemented the proposed IKEA mitigation gives a similar level of capacity improvements. However the Council was only able to get the model to run by removing the traffic from certain sites to the south of Shepcote Lane (Waverley being the most significant of the sites omitted which is a large site in the process of being developed). Given this, the Council's modelling work cannot be considered to fully endorse IKEA's modelling results.

#### Conclusions on traffic modelling

- 8.29 In your officers view the IKEA scheme along with the proposed mitigation will improve the operation of the highway network outside of the peak hours and even in the peak hours in the forecast year, if compared to no IKEA and no mitigation.
- 8.30 A number of junctions will operate over capacity. In IKEA's chosen scenario (4) the Weedon Street/Sheffield Road junction will operate over capacity on Saturday whilst under the Council's chosen scenario (3) it is predicted to operate 5.3% over capacity in the Friday peak and 11.6% over capacity during the Saturday peak in 2023 with committed development traffic included. The Attercliffe Common and Weedon Street junction is also predicted to be over capacity.
- 8.31 The implications of this are that during the high peaks such as around Christmas, Easter and certain wet weekends it is likely that congestion will significantly increase with extensive queuing on Sheffield Road/Attercliffe Common even in the opening year of 2015. The frequency of the times when significant congestion occurs is likely to increase as more committed development is completed.

## Proposed Highway Improvement Works

- 8.32 The scheme proposes the provision of a new left in / left out access onto Sheffield Road which is considered to form a suitable access point which should operate satisfactorily. Access will also be gained via a major junction improvement at Sheffield Road / Weedon Street / Lock House Road. Due to highway capacity issues described earlier it has not been possible to design this junction with all the facilities that would normally be expected. It has not been possible to incorporate existing U' turn facilities into the revised junction which means that some users will have to travel to the Arena Square junction to U turn.
- 8.33 IKEA are including some measures to improve cycle and pedestrian access at both these junctions at the request of Council officers to accommodate pedestrian and cycle movements. The impact of these additional pedestrian/cycle measures is that the capacity of the junction is considerably reduced. The knock-on effect of this is vehicle queues will increase on Sheffield Road (East and West) as some arms of this particular junction will operate at times above their theoretical capacity. This situation will be exacerbated further when higher peak demand occurs (i.e. when major events are held at the Arena). Although there will be some operational problems with this junction, it is considered that on balance this is the best layout that can be accommodated within the available space. Further potential capacity improvements could only be achieved by extending the scheme beyond existing highway limits. Whilst this would be desirable it is not considered to be reasonable to insist on this and the applicant has declined to offer further improvements at this location.
- 8.34 The developer is also proposing a series of more remote highway improvement works to help mitigate the highway impact of the extra traffic the proposed development would generate. These include:
- A contribution of £360,000 for improvements to the M1 Junction 34 northbound on the slip road to provide improved merging facilities, which will reduce queuing at this junction. The modelling shows that capacity problems will occur in the forecast year (2023) regardless of whether IKEA is permitted. Therefore it is only reasonable to require IKEA to make a contribution towards this improvement rather than pay for the whole scheme. Further contributions will need to be secured from other future developments for this improvement to proceed.
  - Improvements to the roundabout of J34N consisting of a short length of carriageway widening on the A6109 and minor alterations to the existing splitter island.
  - Improvements to the M1 Junction 34 (South) roundabout which include a slight widening to the carriageway around the inner kerb line to the roundabout plus a slight widening of the outer kerb line adjacent to the Sheffield Road, Tinsley leg both of which are aimed at improving

circulatory capacity. This improvement is only required if a Highway Agency scheme for the improvement of junction 34S is not brought forward by the store opening date. The Highways Agency say this scheme is committed in 2016/17 and will certainly be delivered by 2023. If it is implemented the traffic modelling indicates that it will mitigate the impact of IKEA traffic at this junction and the IKEA improvement will not be required.

- Attercliffe Common junction with Meadowhall Retail Park site entrance, a small improvement is proposed here to provide a dedicated right turn lane into the Retail Park, these proposals are aimed at improving the capacity of the junction and are acceptable in principle.
- Attercliffe Common junction with Broughton Lane, a small physical improvement to provide two right turning lanes for westbound traffic on Attercliffe Common to improve the junction capacity.
- Shepcote Lane junction with Europa Link changes to signal heads and minor lining works which are expected to improve capacity.
- Sheffield Road / Attercliffe Common – Vulcan Road to Arena Square these works will include conversion of Pelican crossings to Toucans and general footway improvements aimed at providing a cycle route joining the new facilities adjacent to the new Next Homeware Store to the existing cycle facilities at Arena Square to promote cycle access to the new store.
- Footway widening at Arena Square and behind the Bus Stop at Meadowhall Retail Park access to provide improved cycle facilities.
- Additional Variable Message Sign (VMS) works to help direct customers leaving IKEA to alternative primary access routes to help deal with this additional traffic when congestion levels at Junction 34 (South) are high.
- A contribution of £1,965,000 towards the construction of the Tinsley Link Road, this sum being based on the level of traffic generation associated with this development that will pass through Junction 34 (South).
- A contribution of £210,000 for the integration of the required signal control junctions into the Urban Traffic Control Scoot system and for the optimisation of the traffic signals after the store has opened
- In addition to the above IKEA have agreed to the submission and implementation of a scheme for bus journey time monitoring incorporating funding for £1.5m for further highway works if journey time delays are significantly worse than predicted in the transport assessment. If further highway improvements are deemed to be necessary they would not be directed only at improvements that would benefit public transport.

- 8.35 The above list of highway mitigation works is fairly extensive and will certainly provide some significant improvements in highway capacity. As well as mitigating much of the IKEA traffic these works will also have a very positive impact on traffic flows across this portion of the highway network outside of peak hours when traffic flows are lower.
- 8.36 MSC Property Intermediate Holding Limited, on behalf of Meadowhall Shopping Centre, have submitted a highway improvement scheme for the Vulcan Road/Sheffield road roundabout which adds additional lanes to Sheffield Road between the roundabout and J34S. They say this is necessary to mitigate against the impact of the IKEA proposals within this area. However the applicants modelling shows that this junction will operate satisfactorily with IKEA and the committed development traffic in the Council's preferred scenario 3. Therefore it is concluded that this improvement which is likely to be costly is not justified to mitigate the IKEA scheme. The NPPF advises that planning conditions should only be imposed where they are necessary, relevant to planning and, to the development to be permitted, enforceable, precise and reasonable in all other respects. In this case as these improvements are not considered to be necessary it would not be appropriate to attach a planning condition requiring this improvement.

#### Secondary Point of Access

- 8.37 The IKEA proposal relies on all vehicle access being taken from Sheffield Road, which already suffers from significant congestion problems at peak periods. Access to IKEA would be greatly improved if a second access point could be provided. This would especially be beneficial when congestion levels on Sheffield Road are high as virtually all vehicles could be directed to/from IKEA via the secondary access through the use of appropriate signage.
- 8.38 The applicant was asked to consider whether it would be possible to provide a secondary point of access to Shepcote Lane. They assessed the feasibility of providing an access at the south-west end of the site via Lock House Walk and at the north-east end of the site via the existing redundant railway line that abuts the north east boundary.
- 8.39 An access via Lock House Walk is likely to have unacceptable visual impact due to a huge bridge being required to span the Tinsley Marina, Supertram and the railway line. The potential access via the redundant railway line at the north east end of the site was considered to be a better option.
- 8.40 This latter option would need to utilise two bridges which are in Network Rail ownership and appear abandoned but have cables attached feeding an operational substation. The feasibility study advises that the potential upgrading of these bridges would be impractical and the current structural integrity is unknown. Two other bridges which would need to be used are owned by Betafence but vary in width between 3.45m and 4.5m and the

study advises that they are of inadequate width for access and could not be practically widened.

- 8.41 Both of the above access options would be likely to utilise a substantial part of the Betafence service yard which would require Betafence to remodel their entire operation.
- 8.42 IKEA's highway consultants have produced indicative costs which total £28.5m, £20m of which is for the replacement of two bridges. Whilst insufficient investigations have been undertaken to establish if the bridges would need replacing, it is accepted that costs are likely to be too great when taken with the other highway works for this to be a feasible option. This is likely to be more so when the impact on the Betafence operation is taken into account.
- 8.43 It is concluded that the applicant has demonstrated that the provision of a secondary access is not a financially viable and feasible option. Whilst this would have been highly desirable it is not essential for the development to proceed.

#### Car Parking

- 8.44 The scheme will provide 988 car parking spaces which will include 52 disabled spaces and 32 parent and child spaces. In addition there will be 38 customer and 24 staff cycle parking spaces.
- 8.45 Based on the Council's parking guidelines for non-food retail stores the size of development could justify a maximum of 1,841 parking spaces. However these guidelines are based on a retail park type development where there would be a number of separate retail units, where demand for parking would be high. With this being a single store, demand will be proportionally lower.
- 8.46 IKEA have submitted parking accumulation data based on survey information from their other stores. This indicates that for most of the time there is considerable spare parking capacity, however at weekends the car park is likely to come very close to being full, and certainly at exceptional peak periods it could be reasonably anticipated that the car park will be full.
- 8.47 If a queue does start to develop due to a lack of available parking spaces the scheme has a long approach road into the car park, which will accommodate an additional 60 – 70 vehicles. The main circulation routes for the car park would also hold at least a further 100 vehicles. Therefore on balance it is considered that the parking provision for the store is acceptable. A condition is proposed requiring a car park management plan to be submitted to ensure its use is monitored closely at peak periods and an action plan is put in place if queues seem likely to extend back onto the public highway.
- 8.48 The size of the proposed car park means that during the week a large proportion of the space will not be used. IKEA have agreed to a condition to

make 167 spaces available for a Park & Ride facility linked with the adjacent Carbrook tram stop. Although this would add some additional traffic movements at both the morning and evening peak periods, it is considered that this would generally be traffic already passing the site. This facility would help reduce traffic in the peak periods around the City Centre so on balance this element is welcomed.

#### Travel Planning

- 8.49 A Travel Plan has been submitted to encourage customers and workers to travel via sustainable modes. It includes a mix of three types of measures: - information and awareness raising; providing facilities to encourage sustainable travel; and providing incentives to encourage sustainable travel. IKEA says it is committed to recruiting from the local area and they expect 10% of customers and 48% of staff will arrive by non-car modes.
- 8.50 The objective of the travel plan is to encourage both co-workers and visitors to use more sustainable ways of travelling to / from the store through effective promotion of sustainable (i.e. non-car) travel modes, including active (i.e. walking and cycling) modes.
- 8.51 A travel plan co-ordinator will be appointed to take responsibility for management of the travel plan. Information will be provided promoting sustainable travel, and staff/customer travel surveys will be undertaken. The travel plan sets modal split targets. These seek to reduce single occupancy vehicle trips by workers and customers, to maintain the level of public transport and active modes of access to the site, increase the customer awareness of public transport and active options for accessing the site.
- 8.52 Workers will be provided with a personalised travel plan and changing and locker facilities will be provided on site to encourage walking/running and cycling to work. Discounted interest free loans will be provided for staff to purchase public transport season tickets. A car sharing scheme will be set up and a home delivery service will be operated from the store. An annual review of the travel plan will be carried out and the results and future targets discussed with the Council.
- 8.53 Some further work is required before the plan can be formally approved and this can reasonably be covered by an appropriate condition.

#### Public Transport

##### Bus Services

- 8.54 There are bus stops adjacent to the site on both sides of Sheffield Road. There are five existing bus services that are accessible within 300m of the Site. However there are only 5 services per hour that currently stop directly next to the site and these are spread across several services. There is one high frequency service, the X78 with up to one bus every 10 minutes serving



Sheffield and Rotherham. However this runs along the Brightside Lane corridor and the stops are over 1km from the site.

- 8.55 In order to encourage access to the site by public transport the 2 bus stops immediately adjacent to this site are to be brought up to modern day standards by the developer and these works will be secured by a planning condition.

#### Supertram

- 8.56 The Carbrook Tram stop is approximately 350m walking distance from the store entrance. There is a typical frequency of up to one tram every nine or 10 minutes during peak times. The tram links with Meadowhall Interchange (approximately 1km from the Site) and the City Centre. There are 11 heavy rail services which stop at Meadowhall Interchange and a large number of bus services that serve a wide area.

- 8.57 In order to encourage access by public transport and take account of the increased patronage of the Carbrook Supertram stop IKEA will provide improved shelters and customer information which will be secured by condition.

#### Bus Rapid Transport

- 8.58 In 2015, Bus Rapid Transit (BRT) north is due for completion. This will operate within the vicinity of the IKEA store. There has been a long standing commitment for a route along Weedon Street and Vulcan Road although in the short term it may be routed along Sheffield Road. The nearest stops are likely to be approximately 600/650m from the site. It will provide a high quality, limited stop and prioritised bus service to Sheffield and Rotherham centres. The service is expected to operate every 10 minutes. Due to the limited highway capacity in the vicinity of the site an IKEA store could not open prior to the completion of the Tinsley Link which is part of BRT north scheme. Therefore bus access to the site will be significantly improved before the opening of the store. A condition is proposed preventing the store from opening before the Tinsley Link is brought into operation. Construction of the Tinsley Link has already commenced and is expect to be completed in 2015 in time for a projected store opening in 2016 if planning permission is granted.

#### Tram-Train

- 8.59 A proposed Tram-Train Trial Route is intended to be provided by SYPTE which will link Parkgate and Rotherham town centre with the existing tram network at Meadowhall South. These are trams that can run on both Supertram and train tracks. It is intended that there will be a 20 minute service between Meadowhall South and Rotherham. As the Carbrook Tram stop is close to the IKEA site this new service will enhance the accessibility of the site by public transport.

- 8.60 The improved shelter and customer information works at Carbrook Tram Stop will also benefit users of this additional public transport facility.

#### Taxi

- 8.61 A short taxi drop off/collection area is being provided close to the main store entrance. As this only provides sufficient space for two vehicles it could at times be short of capacity. However as it is located on a clear approach with plenty of adjacent parking spaces, it is considered that the taxi facilities are satisfactory.

#### Pedestrian and Cycle Facilities

- 8.62 Pedestrians will be able to enter the site from a segregated route through the undercroft parking from Lock House Road or via lift / steps and ramp from Sheffield Road.
- 8.63 The roads around the site generally provide footpaths on both sides of the carriageway and are well lit. There are signal controlled pedestrian crossing facilities incorporated into the Sheffield Road / Weedon Street junction adjacent to the site.
- 8.64 There are existing cycle routes to the north-east of this site around Meadowhall, together with routes close to Arena Square. IKEA have agreed to provide improved cycle provision along the site frontage together with additional works to link these new works with the existing cycle route provision.
- 8.65 It is accepted that these works will help to promote cycle accessibility to the new store which in turn will help to fulfil some of the proposed travel plan measures, they will also be of benefit to existing cycle users in the area.
- 8.66 Covered cycle parking is provided within the building undercroft close to the store entrance and IKEA will provide separate facilities for staff and customers. A route will be provided for cyclists to and from the new cycle facilities listed above.
- 8.67 There is an objective in the emerging Lower Don Valley Landscape Masterplan to provide a strategic pedestrian cycle connection from the Waverley Residential scheme through to the north side of the Wincobank area. The preferred route takes in the disused railway line adjacent to the north eastern site boundary. IKEA have agreed to accommodate a connection between the elevated railway embankment and Sheffield Road and to make a contribution of £28,663 for extending the footpath/cycle route along the railway embankment and to the Sheffield and Tinsley canal towpath. The connection to the towpath will facilitate improved cycle and pedestrian access to the site and if the strategic link is achieved in the longer term the connection through the IKEA site will be of wider community benefit whilst further enhancing the accessibility of the site by sustainable travel.

## Road Safety

- 8.68 The applicant's consultants have undertaken a review of the accident statistics over the last 5 years and found there was a total of 232 recorded road accidents in this period, of which 16 were serious and 1 was fatal. This is a relatively high figure, although these accidents are spread over a large area of network. 73 (32 percent) occurred within the roundabouts of Junction 34 and are therefore of more direct concern to the Highways Agency.
- 8.69 The fatal accident occurred at the junction of Sheffield Road and Weedon Street at 10:48pm on Sunday 29<sup>th</sup> June 2008 and was caused by an emergency vehicle (fire appliance) colliding with a car.
- 8.70 The consultants concluded that the data they have reviewed does not indicate that existing road safety problems would be exacerbated by the development. There is some doubt that this conclusion is fully justified as the provision of a new access point and general increase in traffic flows would usually be expected to lead to more accidents. However the individual junction safety audits indicate that there should not be any significant problems. In addition the Highways Agency who are responsible for the junction where the largest concentration of accidents takes place have not disagreed with this conclusion.
- 8.71 The road safety audits undertaken on the various elements of highway mitigation works have not indicated any major concerns that could not be addressed as part of the normal detailed design process.
- 8.72 In summary, it has been demonstrated that whilst there are some safety concerns they are not significant and do not warrant opposing the proposals on highway safety grounds.

## Highway Summary and Conclusion

- 8.73 The highway network adjacent to these proposals already suffers from traffic congestion problems at peak periods. IKEA will be a very high traffic generator especially at weekends.
- 8.74 The site is located in an area where there has already been considerable redevelopment which has yet to be fully completed, and further major development schemes have already been approved and have yet to be started, as such a substantial increase in traffic flows over present day levels can be reasonably anticipated.
- 8.75 The transport assessment clearly shows that much of the IKEA traffic will be mitigated with the improvements proposed, but this will be in the context of substantially increasing traffic congestion in future years. The assessment shows that with IKEA and their proposed highway improvements the network will operate more efficiently at most times. However at peak

periods around Christmas and at other high peak times there is likely to be substantial queuing on the Sheffield Road and Attercliffe Common which is likely to increase in frequency as more committed development is implemented. There are also a number of junctions that will operate above their theoretical capacity which is likely to lead to congestion occurring and could result in some safety issues. However it is not expected that this will have a serious detrimental impact on road safety in the area. The Highway Agency has confirmed that they are satisfied with the impact on the motorway and the adjacent junctions.

- 8.76 Based on a number of studies and assessments undertaken over the last decade it is clear that there is very little scope for further “simple” mitigation works on the highway network in this area, and only a major scheme intervention, which could be financially beyond what any single or group of developments could offer, would give the capacity improvements required to mitigate the highway impact of any further major developments in the area. The implications of this are that the Council will need to take a pro-active role in securing public funding for significant highway improvements if the Council’s economic development aspirations for the area are to be realised.
- 8.77 The site is well located in terms of maximising the potential for staff and customers to access the site by public transport. The provision of a park and ride facility will help to reduce congestion in the city centre and public transport and cycle improvements will be of wider benefit to businesses in the area.
- 8.78 It is concluded that most of the time the traffic generated by the development can be satisfactorily accommodated on the network and that the highway improvements will benefit the operation of the network. Given that there is no suitable City Centre site and given the good accessibility of this site by public transport, it has the potential to minimise the need to travel which is consistent with national transport policy. However during the high peak periods there is likely to be a significant worsening of congestion and there is a potential impact on future employment generating schemes due to limited capacity to undertake further improvements to accommodate these schemes. Overall it is judged that the highway impact is adverse. However the NPPF states that the impact must be ‘severe’ to justify a refusal on highway grounds. In this case whilst the impact is judged to be adverse it is not considered to be ‘severe’. It is also considered to be acceptable in terms of the accessibility/highways criteria in Policy S5 of the Unitary Development Plan.

## 9.0 AIR QUALITY

### Policy

- 9.1 The National Planning Policy Framework advises that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from

individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

- 9.2 The National Planning Policy Framework 'Planning Practice Guidance' (PPG) provides advice on where air quality could be relevant to a planning decision. It states that concerns could arise where development is likely to adversely impact upon the implementation of air quality strategies and action plans and/or in particular lead to a breach of EU legislation (including that applicable to wildlife).
- 9.3 The PPG provides guidance on how considerations about air quality fit into the development management process in the form of a flow chart. This states that Local Planning Authorities must ask themselves whether the proposal (including mitigation) will lead to an unacceptable risk from air pollution, prevent sustained compliance with EU limit values or national objectives for pollutants or fail to comply with the habitats regulations. If yes it should consider how the proposal could be amended to make it acceptable or, where not practicable, consider whether planning permission should be refused.
- 9.4 Core Strategy Policy CS66 states that action to protect air quality will be taken in all areas of the city. Further action to improve air quality will be taken across the built-up area, and particularly where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets. The commentary to this policy says that protection and improvement of air quality will be achieved particularly through decisions about planning applications for uses that give rise to significant amounts of traffic, through the Air Quality Plan and through successive Local Transport Plans.
- 9.5 Under the requirements of the Environment Act 1995, the UK government published an Air Quality Strategy (1997, revised in 2000 and 2007). The Strategy sets out the UK's national standards and objectives for ambient air quality. The objectives are set down in UK legislation in the Air Quality (England) Regulations 2000 and the Air Quality (England) (Amendment) Regulations 2002. EU Directives, setting out limit values for air quality, are transcribed into UK legislation in the Air Quality Standards Regulations 2010.

The following air quality objectives are relevant to the IKEA scheme.

Pollutant	AQA objective/Limit Value	Measured as
NO <sub>2</sub> (Nitrogen Dioxide)	200 ug/m <sup>3</sup>	1 hr mean; not to be exceeded more than 18 times per year
	40 ug/m <sup>3</sup>	Annual mean
PM <sub>10</sub> (Particulate Matter)	50 ug/m <sup>3</sup>	24hr mean not to be exceeded more than 35 times per year
	40 ug/m <sup>3</sup>	Annual mean
PM <sub>2.5</sub> (Smaller Particulate Matter)	25 ug/m <sup>3</sup>	Annual mean (potential reduction to 20 ug/m <sup>3</sup> by 2020)

- 9.6 In Sheffield, the health-based national standards and EU limit values for these two pollutants are breached, resulting in the declaration of an urban wide Air Quality Management Area (AQMA) and the production of an Air Quality Action Plan (AQAP) 2015, which has the aim of improving NO<sub>2</sub> and PM<sub>10</sub> levels, such that the annual limit of 40µg.m<sup>-3</sup> for NO<sub>2</sub> and the daily limit of 50µg.m<sup>-3</sup> for PM<sub>10</sub> (which is not to be exceeded more than 35 times a year) do not continue to be breached. Rotherham M1 AQMA adjoins the motorway both to the north and south of the site.
- 9.7 Sheffield's Air Quality Action Plan 2015 has the following aim:  
*"to reduce nitrogen dioxide (NO<sub>2</sub>) and fine particle (PM<sub>10</sub>) pollution in Sheffield in order to improve the health of local people; by protecting areas of low air pollution and improving areas where pollution is elevated."*
- 9.8 It also says that the plan *"aims to reduce air pollution in Sheffield and achieve national air quality targets and EU limit values by 2015."* There are seven key actions to achieve the objectives. The most relevant for the IKEA scheme are
- Develop infrastructure for refuelling low emission vehicles
  - Promote smarter travel choices
  - Improve engine performance of commercial diesel vehicles
  - Mitigate the impact of the M1 motorway (particularly in the Tinsley Area)
  - Develop policies to support better air quality. Significant developments predicting a loss of air quality would be appropriately mitigated.

#### Air Quality Modelling

- 9.9 An air quality assessment has been submitted in support of the application which covers both the construction and operational phases of the development. The assessment of operational traffic impacts has been undertaken using detailed dispersion modelling for nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>). These pollutants are produced

largely from internal combustion systems, such as motor vehicle engines and or combined heat and power (CHP) plants.

- 9.10 Air quality assessments should focus on those locations where members of the public are likely to be regularly present and are likely to be exposed for a period of time appropriate to the averaging period of the objective. The study considers the local air quality impacts on the Sheffield AQMA and the Rotherham M1 AQMA. The impact has been assessed at the proposed opening year of the development (2015) and a future year (2023). The modelling of the Nitrogen Dioxide impact is based on inputs from the transport assessment. Various different scenarios have been modelled.
- 9.11 Recent research has demonstrated that emissions of nitrogen oxides, in particular, nitrogen dioxide from road vehicles have not decreased at the rate predicted by the national forecasts. Therefore to take this into account the applicant's most likely scenarios for modelling the air quality impact has assumed less rapid improvement in vehicle technology with emission factors and background concentrations taken from 2011 (for 2015 scenarios) and 2015 (for 2023 scenarios).
- 9.12 The air quality receptors used in the modelling are spread over a wide area, including receptors in Tinsley, Wincobank, Darnall, Brinsworth and Catcliffe (753) receptors in total. 665 of these are sensitive receptors, that is, where people live (houses & old peoples' homes) or schools.

#### Modelled and Baseline Concentrations

- 9.13 Monitored concentrations of the annual mean for Nitrogen Dioxide (NO<sub>2</sub>) in 2011 show that the objective/limit value (40 ug/m<sup>3</sup>) is exceeded at locations in Tinsley, Brinsworth and Wincobank. Automatic monitoring at Tinsley Infant School and Tinsley Community centre in 2011 shows the annual mean to be 36 ug/m<sup>3</sup> and 34 ug/m<sup>3</sup> respectively. Non-automatic monitoring in 2011 on Bawtry Gate is recorded as 45 ug/m<sup>3</sup> and between 43-51 ug/m<sup>3</sup> on Bawtry Road with figures of 49 ug/m<sup>3</sup> and 44 ug/m<sup>3</sup> at Town Street and Siemens Close respectively. The non-automatic monitoring locations referred to above have been in breach of the objective/limit value for longer than 7 years.
- 9.14 Modelled concentrations of annual mean PM<sub>10</sub> are less than 25µg/m<sup>3</sup> at all locations with no perceptible risk of exceedence of the objective of 40µg/m<sup>3</sup>. The number of days on which mean concentrations exceed 50µg/m<sup>3</sup> is less than 11 at all receptors. This is well below the objective which permits 35 exceedences.

#### Construction Impacts

- 9.15 The works with the greatest potential for dust emissions are likely to be site preparation works and the construction of foundations for the store/car park. The Institute for Air Quality Management (IAQM) guidance on the assessment of construction impacts 2011 considers sensitive receptors

within 350m of the boundary of the site and/or within 100m of the routes used by construction vehicles on the public highway, up to 500m from the site entrance. With the exception of a single property at the junction of Attercliffe Common and Broughton Lane the nearest residential properties are more than 500m from the site.

- 9.16 The impact of dust during construction is likely to be in terms of nuisance or amenity rather than on health given the level of background concentrations of particulate matter in the areas, which are well within the air quality objectives for both daily and annual mean concentrations.
- 9.17 In the absence of mitigation, the risk of dust effects is high or medium. The risks of nuisance due to dust impacts are considered to be highest for receptors on Sheffield Road near the site access points. Given the medium sensitivity of the area (low for ecological receptors), in the absence of mitigation, the significance of the impacts of construction activities would be slight to moderately adverse for impacts on human receptors and slightly adverse on ecological receptors.

#### Operational Impacts

- 9.18 The criteria proposed by Environmental Protection UK (EPUK) have been used to assess the significance of the NO<sub>2</sub> impact. This guidance is taken from 'Development Control: Planning for Air Quality (2010 update)'. It is non-statutory guidance and is currently being reviewed. There has been some criticism that the EPUK guidance should not be relied on as it sets the bar too high in terms of assessing the impact of development on air quality. The guidance is currently being reviewed, however at the present time this is the most widely used and most appropriate guidance we have to rely on.

The guidance categorises the magnitude of change in N02 levels as described in the table below.

Magnitude of Change	Annual Mean
Large	Increase/decrease >10% (>+/- 4 ug/m3)
Medium	Increase /decrease 5-10% ( +/- 2 -4 ug/m3)
Small	Increase/decrease 1- 5% (+/- 0.4- 2 ug/m3)
Imperceptible	Increase/decrease < 1% (< 0.4 ug/m3)

All the modelled impacts fall within the imperceptible or small categories.



9.19 When describing an air quality impact at a specific receptor, the actual concentration at that receptor should be taken into account, in combination with the magnitude of change. The guidance advises that the impact should be categorised as follows.

Absolute Concentration in Relation to Objective /Limit Value	Change in Concentration		
	Small	Medium	Large
Increase with Scheme			
Above Objective/Limit Value with Scheme (>40 ug/m3)	Slight Adverse	Moderate Adverse	Substantial Adverse
Just Below Objective/Limit Value with Scheme (36-40 ug/m3)	Slight Adverse	Moderate Adverse	Moderate Adverse
Below Objective/Limit Value with Scheme (30-36 ug/m3)	Negligible	Slight Adverse	Slight Adverse
Well Below Objective/Limit Value with Scheme (<30 ug/m3)	Negligible	Negligible	Slight Adverse
Decrease with Scheme			
Above Objective/Limit Value without Scheme (>40 ug/m3)	Slight Beneficial	Moderate Beneficial	Substantial Beneficial
Just Below Objective/Limit Value without Scheme (36-40 ug/m3)	Slight Beneficial	Moderate Beneficial	Moderate Beneficial
Below Objective/Limit Value without Scheme (30-36 ug/m3)	Negligible	Slight Beneficial	Slight Beneficial
Well Below Objective/Limit Value without Scheme (<30 ug/m3)	Negligible	Negligible	Slight Beneficial

9.20 In terms of judging the overall significance of the impact the EPUK guidance sets out the following factors that the LPA might use to judge significance.

1. *Number of properties affected by slight, moderate or major air quality impacts and a judgement on the overall balance.*
2. *Where new exposure is being introduced into an existing area of poor air quality, then the number of people exposed to levels above the objective or limit value will be relevant.*
3. *The magnitude of the changes and the descriptions of the impacts at the receptors.*
4. *Whether or not an exceedence of an objective or limit value is predicted to arise in the study area where none existed before or an exceedence area is substantially increased.*
5. *Whether or not the study area exceeds an objective or limit value and this exceedence is removed or the exceedence area is reduced.*
6. *Uncertainty, including the extent to which worst-case assumptions have been made.*

7. *The extent to which an objective or limit value is exceeded, e.g. an annual mean NO<sub>2</sub> of 41 µg/m<sup>3</sup> should attract less significance than an annual mean of 51 µg/m<sup>3</sup>.*

9.21 The EPUK guidance makes it clear that it is open to the LPA to make its own assessment of significance taking into account how the impacts relate to local air quality policies. It advises that in terms of judging overall significance this should be based on professional judgement by a suitably qualified person. It is open to this person to describe the overall impacts as insignificant, or of minor, moderate or major significance.

Modelled impact in 2015

9.22 The modelled NO<sub>2</sub> impacts are based on traffic scenario 2 (the least amount of committed development traffic) with emission factors maintained at 2011 levels. This scenario assumes that 50% of the Outokumpu and Waverley sites are developed along with a significant amount of development at the River Don site. This scenario is considered to be more appropriate (both by IKEA and the Council) for assessing the air quality impacts in 2015 than scenarios 3 and 4 as it includes a more realistic amount of committed development (less than scenarios 3 and 4). Given that the Outokumpu and River Don Development have not started this is considered to be a robust scenario. Traffic scenarios 3 and 4 were developed for assessing the highway impact in the forecast year 2023 when more committed development might expect to have been built out.

9.23 With IKEA in place the highest increase in NO<sub>2</sub> is predicted to occur on Meadowhall Road (0.87 µg/m<sup>3</sup>), the greatest reduction is on Attercliffe Common (-1.43 µg/m<sup>3</sup>). It should be noted that the Meadowhall Road receptor is in an industrial location with no potential for long term exposure and therefore the annual mean is not applicable in this location. The highest increase in NO<sub>2</sub> in sensitive locations occurs at Meadowhall Road (0.72 µg/m<sup>3</sup>) (slight adverse) and Bawtry Gate (0.66µg/m<sup>3</sup>) (slight adverse).

9.24 The impacts are described in terms of the EPUK guidance significance factors referred to above.

1. Number affected by slight, moderate or major impact

Of the sensitive receptors 9 are predicted to experience a slight adverse impact, that is, 1 at Parkway Catcliffe, 1 at Meadowhall Road, 3 at Town Street and 4 at Bawtry Gate. 3 receptors, all of which are located on Attercliffe Common, are predicted to experience a slight beneficial impact.

2. Number exposed to levels above the objective

In the sensitive locations 151 receptors are predicted to experience an increase in NO<sub>2</sub> due to IKEA where the total concentration on NO<sub>2</sub> emissions will exceed the air quality standard. 9 of these will experience an increase in NO<sub>2</sub> attributable to IKEA of greater than 1% of the objective (0.4µg/m<sup>3</sup>)

(slight adverse) whilst the rest will experience less than a 1% increase (imperceptible).

### 3. Magnitude of Changes

Of the 665 sensitive receptors, 628 experience an increase in NO<sub>2</sub> with IKEA and 36 experience a decrease with one remaining unchanged. 619 are predicted to experience an increase of less than 1% of the objective (0.4ug/m<sup>3</sup>) (imperceptible) and 9 an increase of greater than 1% of the objective (small). 33 are predicted to experience a decrease of less than 1% (imperceptible) of the objective and 3 a decrease of greater than 1% (small).

### 4. Exceedance where none existed

Of the 628 sensitive receptors that experience an increase in NO<sub>2</sub>, 5 will experience an exceedance in the air quality standard where none existed before, these are located on Meadowhall Road, Greasbro Road, Bawtry Road and 2 on Siemens Close.

### 5. Exceedance removed

Of the 36 sensitive receptors experiencing a decrease in NO<sub>2</sub>, none will fall below the air quality standard where they previously exceeded it.

### 6. Uncertainty

As IKEA's traffic scenario 2 includes significant development at the River Don Development, Outokumpu and Waverley by 2015 and the air quality modelling utilises acceptable assumptions about vehicle emission improvements, the modelling can be accepted as being robust.

### 7. Extent to which an objective value is exceeded

Of the 628 sensitive receptors that experience an increase in NO<sub>2</sub>, 151 will be above the air quality standard. If 45ug/m<sup>3</sup> is taken to be significantly above the air quality standard of 40ug/m<sup>3</sup> then 27 will experience an increase where the background NO<sub>2</sub> is significantly above the air quality standard. These are Siemens Close (7), Newburn Drive (3), Town Street (11), Brinsworth along the motorway (1), Sheffield Road (3), Bawtry Gate (2). However the increase is less than 1% of the air quality standard (+ 0.4ug/m<sup>3</sup>) at 22 of these receptors.

#### 9.25 Modelled impact in 2023

9.26 Council officers consider that for 2023 the traffic growth scenario 3 (as referred to in the highways section above) with 2015 emission factors is the most appropriate scenario for assessing the air quality impacts. IKEA are of the view that traffic scenario 4 (also referred to above) is most likely and as this scenario incorporates lower levels of committed development than scenario 3, the modelled air quality impacts considered appropriate by IKEA

will be lower than those referred to below. Council officers consider scenario 3 is more robust and therefore more appropriate for assessing the highway and air quality impacts in 2023. The following impacts are based on scenario 3, the Council's favoured scenario.

- 9.27 With IKEA in place the highest increases in NO<sub>2</sub> occur on Sheffield Road (1.41ug/m<sup>3</sup>), outside the car dealers opposite the proposed IKEA site where long term exposure of the public is unrealistic. The greatest reduction is on Weedon Street (-1.63ug/m<sup>3</sup>). Sensitive location receptors are where people live – houses or schools and old peoples' homes. The highest increase in NO<sub>2</sub> in these locations occurs on Meadowhall Road (0.73ug/m<sup>3</sup>) (Negligible Impact).

The impacts are described in terms of the EPUK guidance significance factors referred to above.

#### 1. Number affected by slight, moderate or major impact

Of the 665 sensitive receptors 13 are predicted to experience a slight adverse impact, 3 on Sheffield Road, 2 on Town Street, 8 on Bawtry Road. 1 receptor is predicted to have a slight beneficial impact on Attercliffe Common.

#### 2. Number exposed to levels above the objective

In the sensitive locations 1 receptor at Brinsworth along the motorway is predicted to experience an increase NO<sub>2</sub> due to IKEA where the total concentration on NO<sub>2</sub> emissions will exceed the air quality standard. However the increase at this receptor is classed as negligible.

#### 3. Magnitude of Changes

Of the 665 sensitive receptors 628 experience an increase in NO<sub>2</sub> whilst 37 receptors experience a decrease in NO<sub>2</sub>. 615 will experience a negligible increase and 13 a slight adverse increase. 36 will experience a negligible beneficial decrease and 1 a slight beneficial decrease.

#### 4. Exceedance where none existed

Of the 628 sensitive receptors that experience an increase in NO<sub>2</sub> none of these will result in an exceedance of the air quality standard where none existed before.

#### 5. Exceedance removed

Of the 37 sensitive receptors that experience a decrease in NO<sub>2</sub> none will fall below the air quality standard when previously they exceeded it.

## 6. Uncertainty

Officers accept that traffic Scenario 3 is sufficiently robust for assessing the air quality impacts and this is what your officers have used in analysing the air quality impacts. Maintaining emission factors at 2015 means that a cautious approach is being adopted

## 7. Extent to which an objective value is exceeded

Of the 628 sensitive receptors that experience an increase in NO<sub>2</sub>, 1 will be above the air quality standard. If 45ug/m<sup>3</sup> is taken to be significantly above the air quality standard of 40ug/m<sup>3</sup> then none will experience an increase where the background NO<sub>2</sub> is significantly above the air quality standard.

### 9.28 Mitigation

9.29 In order to mitigate the potential impact of dust the applicant proposes a site specific dust management plan (DMP) be developed for the site which would include a communications plan to ensure community engagement before and during work on the development. This would include mitigation such as:

- Loads entering and leaving the site with dust generating potential would be covered and wheel washing facilities would be provided.
- Records of dust and air quality complaints to be kept, including likely causes and mitigation measures to reduce impacts if appropriate.
- Ensure an adequate water supply to the site and use water as a dust suppressant where applicable.

9.30 The operational impacts of the development on air quality are a consequence of the increased traffic generated by the proposal. In the model scenarios referred to above for future years, the maximum impacts of the development on annual mean concentrations of nitrogen dioxide are less than 1µg/m<sup>3</sup> at residential properties. In terms of the EPUK guidance the impacts vary between negligible and slight adverse.

9.31 The following measures are proposed to mitigate the air quality impact:

- IKEA will market the use of home delivery services and have confirmed that all home deliveries made from the site to post codes S1, S2, S3, S4 and S9 will be via electric vehicles. They have also agreed to a minimum of 20% of deliveries from the distribution depot (located outside Sheffield) to Sheffield post codes S1, S2, S3, S4, and S9 being by bio diesel or LPG powered vehicles. These postcodes generally cover a zone from the City Centre out to the motorway centred along the Don Valley corridor, the S9 post-code includes Tinsley, Darnall and Wincobank.
- They will install charging points for electric vehicles for customer use at the site

- They will encourage staff to travel to the site by sustainable means and promote public transport use by customers. They will provide safe and secure cycle storage facilities, together with showering facilities
- They will participate in the South Yorkshire ECO Stars Fleet recognition Scheme designed to encourage ongoing improvements in emissions from commercial vehicles if this scheme is adopted by the Council
- They will provide information to customers on air quality in Tinsley designed to encourage customers to delay journeys during periods of elevated pollution or to reduce their speeds on the motorway or use alternative routes.
- The Travel Plan will include information on local car sharing initiatives.
- The highway mitigation proposals include improvements to the J34S roundabout. As the widening occurs almost exclusively towards the inside of the roundabout, there is net shift in traffic away from receptors on Town Street, to the benefit of local residents. Whilst IKEA marginally worsens the air quality in this location, the impact on some of the receptors close to the junction is less than it would be due to the highway improvement and this is quantified in the air quality assessment.
- They are agreeable to a condition being applied to a consent requiring incentives for staff to use public transport such as offering subsidised annual travel cards and interest free loans for public transport use, as well as signing up with a bike to work scheme which will allow staff to purchase bikes at a reduced cost.

9.32 IKEA has also offered to contribute up to £395,000 for improving the bus service fleet that passes J34S (Services 31, 69, A1 and 87) and contributing towards upgrading the Bus Rapid Transport (BRT) fleet that passes through the Tinsley area by reducing their emissions. This is likely to involve retrofitting the buses on the existing services with Selective Catalytic Reduction units and enabling buses with more efficient engines to run on the BRT route. IKEA has estimated that the impact of upgrading existing buses would affect about 50 trips per day. They say that upgrading a bus which is currently Euro 3 standard could potentially offset the emissions of 700 cars per day which is approximately 30% of the increase associated with IKEA (in fact the daily traffic flows on Friday and Saturday are much higher and on these days 700 vehicles is more likely to be between 10% and 20%). There would also be benefits to other areas that the buses pass through.

9.33 Targeting the bus fleet to secure reduced emissions is one of the recommendations of the Sheffield Low Emission Feasibility Study. This contribution will be secured by a S106 agreement. Initially this mitigation was targeted at existing services but South Yorkshire Passenger Transport Authority suggested it was extended to include the BRT services for the following reasons:

- There are concerns as to whether it is sensible to retrofit some of the existing buses on these routes as they are older vehicles which should be replaced rather than extending their life.

- In addition some of the services already operate with more efficient engines and therefore the off-setting of emissions may be less than predicted.
- It would not be possible to enforce the bus operating companies to only use the buses on the Tinsley routes and it is not known at this point whether the operators would be willing to co-operate with this proposal.

The BRT buses will be specific to the BRT route.

- 9.34 The impact of upgrading the BRT buses has not been predicted, however given the issues of improving the existing services referred to above the impact of improving these services is likely to be much less than suggested by IKEA and the Council's Air Quality Officer judges that it is not likely to be perceptible.
- 9.35 The mitigation proposals put forward respond to some of the key actions in the Sheffield Air Quality Action Plan 2015 listed above. They will clearly have some benefits, however most of the measures proposed are 'soft' measures and the Council's Air Quality Officer judges that they are not likely to have a perceptible effect on reducing the air pollution impacts of the additional traffic this development will attract. It should be noted that the air quality impact assessment is based on the traffic modelling which makes an allowance for customers travelling by sustainable means. The travel plan measures will be critical to achieving this but there is no clear evidence that they deliver higher levels of sustainable travel than already allowed for in the transport assessment, particularly given that many of IKEA's goods are bulky and it draws from a wide catchment area.

#### Significance of the NO<sub>2</sub> impact

- 9.36 The modelling shows that in the Council's robust traffic Scenario 3, overall pollutant concentrations in many areas including Tinsley in 2023 are predicted to be slightly lower than in the 2011 baseline. This is primarily due to the expected overall improvements in vehicle emission technology. In 2023 there are still receptor locations where the annual air quality objective for NO<sub>2</sub> is exceeded, with or without IKEA. Traffic associated with IKEA will add a small contribution to NO<sub>2</sub> but the development offers very little by way of perceptible reduction in NO<sub>2</sub> levels.
- 9.37 The greatest modelled air quality impact occurs in 2015. Whilst in 2023 traffic generated by IKEA will be in addition to a large amount of committed development traffic, the impact of this extra traffic on total NO<sub>2</sub> concentrations is likely to be outweighed by the predicted reductions in NO<sub>2</sub> due to improvements in vehicle technology. Therefore this section focuses on the 2015 impacts which are considered to represent the worst case.
- 9.38 The proposed development will increase NO<sub>2</sub> concentrations in areas where NO<sub>2</sub> levels are already above the air quality objective, which has been established in order to protect human health.

In 2015 the predictions show;

- 151 sensitive receptors experiencing an increase where NO<sub>2</sub> is already above the standard.
- Only 9 of these 151 receptors would experience an impact described as slight adverse and the rest would be imperceptible.
- 5 receptors will experience a breach of the air quality standard where none existed before. The impact at one of these receptors would be slight adverse and imperceptible at the rest.
- 27 receptors will experience increases in NO<sub>2</sub> concentrations where the existing level is significantly above the air quality standard. The increase will be slight adverse at 5 of these and imperceptible at the rest.

9.39 The effect on local air quality of permitting IKEA will be to slow down the time it will take for air quality in the Tinsley area to comply with the air quality standard. It will make it more difficult to achieve the objective of Sheffield's Air Quality Action Plan 2015 which is to reduce air pollution in Sheffield to achieve the national air quality targets by 2015. The EU has recently initiated court action against the UK Government for not meeting the air quality objectives by 2015. There is a risk that if the Government is fined that this could be passed on to local authorities. At this stage it is not possible to quantify the risk, however the Council could be in a less strong position to resist such an outcome if it has granted consent for a development that worsens air quality in an area of known exceedances of the EU limit value.

9.40 It is considered that the proposal is contrary to paragraph 124 of the NPPF as it will not sustain compliance with and contribute towards achieving the national air quality standards and it will also be inconsistent with the Sheffield's air quality action plan. It would lead to a breach of EU limit values at 5 receptors although it is difficult to judge whether it will prevent sustained compliance with EU limit value as IKEA's contribution to air quality is very small and it is expected that the air quality will improve as vehicle emission technology improves. Therefore under the terms of the Planning Practice Guidance it is necessary to consider whether planning permission should be refused.

9.41 It is also contrary to Policy CS66 as the commentary says that protection and improvement of air quality will be achieved particularly through decisions about planning applications. EPUK guidance states that not all developments in Air Quality Management Areas should be refused even if they worsen air quality but greater weight should be given to air quality impacts and their mitigation. The EPUK guidance advises that where development would lead to a breach or significant worsening of a breach of an EU Limit Value it is an over-riding consideration. Where development would interfere significantly with or prevent the implementation of actions within an air quality action plan, air quality is a high priority consideration. If following mitigation the impact is still overriding there should be a strong presumption for a recommendation for refusal on air quality grounds. If, following mitigation, the impact is a high priority; depending on the scale of



the impacts; taking into account the number of people affected; the absolute levels and the magnitude of the changes; and the suitability of the measures to minimise impacts, it may be appropriate to recommend refusal.

- 9.42 When comparing the impact against the EPUK guidelines there are 5 receptors that would experience a new breach of the air quality standard. The Council's Air Quality Officer is also of the opinion that the proposal would significantly interfere with implementation of the air quality action plan. This would suggest that there is a strong presumption for a refusal of planning permission on air quality grounds under the assessment guideline of EPUK. Whilst new breaches are considered to be a significant factor according to the EPUK guidelines it should be noted that the degree to which 4 of these 5 receptors breach the guideline are in the range defined by EPUK as imperceptible. However these harmful air quality impacts need to be weighed against the wider benefits of the scheme and this is considered in the overall conclusion.
- 9.43 The Highways Agency is exploring the use of a canopy barrier on the M1 south slip road at J34S to mitigate the impact of NO<sub>2</sub> from motorway traffic. However a further study is needed to establish that this method would be effective. It is understood that the Highways Agency has funding for the study and the canopy if it proves to be effective. Neither the applicant nor Council officers have been able to come up with further proposals that would have a demonstrable effect on mitigating the level of the NO<sub>2</sub> impact in Tinsley.

## 10.0 PUBLIC HEALTH

- 10.1 The Council's Director of Public Health has advised that there will be negative health effects as a result of the impact of additional car journeys on air quality. These will affect some of Sheffield's most deprived neighbourhoods with some of the worst measures of health and air quality. However he recognises that these negative health effects need to be balanced against the positive health gains associated with the creation of more jobs and training opportunities.
- 10.2 Public Health colleagues have advised that the health impacts can be reduced by minimising vehicular traffic to the site and by making the site an exemplar of low carbon sustainable development. The positive health impacts can be maximised by creating new quality jobs for local residents and taking action to improve the health of staff, customers and local residents.
- 10.3 They acknowledge that it is impossible to precisely quantify either the positive or negative health impacts. However the increased traffic is likely to lead to increased respiratory and cardiovascular problems, including heart attacks and strokes, will also probably lead to a small increase in deaths, as evidenced by multiple international studies and systematic reviews. The actual worsening of air quality is, in proportional terms, small, but it is a small proportional deterioration of air quality that is already very bad.

They suggest conditions should be imposed to secure the following matters:

- Measures to recruit employees from the local population from the neighbourhoods surrounding the store.
- Measures to recruit and train people who have been out of the workforce for more than a year.
- Employees to be paid at a rate of at least the “living wage” calculated for Sheffield.
- Terms and conditions for subcontractors employed on the site will be at least equivalent to those of IKEA’s employees.
- The travel plan to contain clear targets to reducing the use of private vehicles by customers and staff, as well as efforts to improve the carbon footprint and reduce emissions from the delivery and haulage fleet.
- Incentive measures such as voucher schemes or subsidised public transport costs to be offered to customers and employees who travel to the store using active transport or public transport.
- The building should have the lowest carbon footprint possible, and will be an exemplar in the use of renewable energy.
- The applicant consults with the communities within Tinsley, Darnall, Burngreave and Brightside and presents a balanced view of the potential benefits and deficits of the proposed development.

10.4 In response, IKEA have proposed the following mitigation:

- An Employment and Training Strategy has been submitted to help ensure that local people are able to access the jobs to be created. They will submit an employment skills plan which will include a plan to recruit people who have been out of work for more than a year.
- A Travel Plan has been submitted with the objective of minimising car access to the site, the features of this are described elsewhere in this report.
- The air quality section above describes the measures that the IKEA will be undertaking to mitigate the air quality impact of vehicle emissions.
- IKEA has confirmed that they are agreeable to a condition requiring incentives for staff to use public transport such as offering subsidised annual travel cards and interest free loans for public transport users as well as signing up to a bike to work scheme allowing staff to purchase bikes more cheaply.

- IKEA will provide the sustainable building design measures as set out in the Sustainability section of this report.
- 10.5 Some of the conditions suggested by Public Health are beyond the scope of planning control, in particular those relating to staff pay and contractors terms of employment. Therefore these issues can be given no weight in determining the application. Notwithstanding this IKEA have responded to these issues in the following terms;
- Whilst they do not currently pay the Sheffield Living Wage they are reviewing the possibility of paying it in the future. The Living Wage is £7.67 per hour and their starting rate is £6.99 and workers who further develop their competency are paid an hourly rate of £7.34.
  - IKEA are not able to insist that contractors provide the same terms and conditions as themselves
- 10.6 IKEA have responded positively to the concerns raised by Public Health. They have also produced a more robust air quality assessment. Although Public Health colleagues responded to the original application consultation they have not commented on IKEA's further mitigation proposals.
- 10.7 In conclusion, it is the view of the Council's Director of Public Health that the public health harm caused by the slight worsening of already poor air quality, whilst not precisely quantifiable, will comprise additional cases of respiratory and cardiovascular disease, and will lead to a small number of additional premature deaths. This is despite the effects of the mitigating measures, and these health harms will occur in a part of the City that already has poor health, and so will exacerbate health inequalities. They are unlikely to be outweighed by the health benefits that will flow from the additional jobs and training opportunities created.
- 11.0 DESIGN ISSUES
- 11.1 Core Strategy Policy CS74 states that high-quality development will be expected, which would respect, take advantage of, and enhance the distinctive features of the city, its districts and neighbourhoods including the townscape and landscape character of the city's districts, neighbourhoods and quarters, with their associated scale, layout and built form, building styles and materials.
- 11.2 It also states that development should contribute to place-making, be of a high quality, help to transform physical environments that have become run-down and enable all people to gain access safely and conveniently.
- 11.3 Core Strategy Policy CS75 seeks to promote improvements to Gateway Routes into and through the City. The routes through the Lower Don Valley are identified as Gateway routes.

- 11.4 Unitary Development Plan policy IB9 states that development in Industry and Business Areas will be permitted provided that it would be well designed with buildings and storage of a scale and nature appropriate to the site.
- 11.5 Policy BE5 is concerned with building design and siting. It states that original architecture will be encouraged but buildings should complement the scale, form and architectural style of surrounding buildings. Design should be on a human scale particularly for large scale developments, the materials should be varied and the overall mass of buildings broken down. Special architectural treatment should be given to corner sites and full advantage should be taken of a site's natural features. The design should encourage the conservation of energy.
- 11.6 The Lower Don Valley is characterised by large scale buildings and structures and the scale of the proposed building is in keeping with this general character. Buildings typically have a strong relationship with the back edge of footpath and the building and retaining walls are located close to the street which emphasises this urban character.
- 11.7 The building is positioned at the west end of the site which helps to define the Lock House Road, Sheffield Road and Weedon Street junction. Locating the parking under the building and at the east end of the site, along with positioning the service yard at the rear, means that these facilities are less prominent in the street scene.
- 11.8 The general site level is approximately 2.7m above road level. This is not ideal in townscape terms as it results in significant retaining structures and acts against creating a positive relationship with the street. However it is recognised that there are sustainability benefits in reducing the amount of material that has to be removed from the site. In order to respond better to the street frontage the entrance (yellow box) and elements of the building that house the travelator project forward of the main building and so have a strong relationship with Sheffield Road. A pedestrian entrance has been provided from the Sheffield Road footpath as well as the car park which will provide easy access for customers arriving by bus and help to create a more active street frontage. The Sheffield Road frontage of the entrance area, the IKEA Restaurant & Café on Level 2, and the travelator pod incorporate a substantial area of glazing. This helps to create a more interesting and permeable frontage to the Sheffield Road gateway route into the city.
- 11.9 The facing materials to the building are metal profiled cladding, the IKEA typical blue and yellow colour scheme. Except for the glazed areas referred to above the building design is functional and plain, it will have the characteristics of a large industrial building. Given the industrial context for this site, the design and materials are considered to be appropriate to their context. A more restrained colour scheme would stand the test of time more effectively. However given that the materials and colour scheme are so synonymous with the IKEA brand, and taking into account the character

of the location, there is considered to be no justification for insisting on a more restrained colour scheme. It would be preferable if all the escape stairs were contained within the building envelope and the sides of the undercroft parking were enclosed to improve the quality of the building at street level, however it is acknowledged that a pragmatic balance has been struck between this and avoiding using mechanical extraction, which is a more sustainable solution.

- 11.10 A retaining wall structure is a consistent element along the Sheffield Road frontage of the site with only the main entrance projecting forward of this element. This wall is to be constructed of stone-faced gabions which will have a suitably robust appearance and create an appropriate contrast to the smooth engineered finish of the building cladding. A substantial pedestrian ramp will provide access to the site from the street (in addition to the lift access within the building). This is not an attractive feature but its appearance is improved by facing the walls in stone to match the retaining wall structure.
- 11.11 The home delivery area which will be used by delivery vehicles and customer cars is located next to the most prominent corner adjacent to the Lock House Road, Sheffield Road and Weedon Street junction. This is regrettable but the applicant has been unable to relocate it to a less prominent location for operational reasons. However it is screened by the gabion retaining wall which will help to reduce its impact.
- 11.12 Overall the scheme responds well to the character of the area and will deliver a simple functional industrial type building which follows a standard template and incorporates utilitarian materials and detailing. However, the fact that these features of the design are standard and therefore not iconic, mean that it will not be seen as a particularly high quality addition to the townscape. The applicant has agreed to incorporate public art into the design which is likely to be directed towards either; creative landscape design; incorporated into the wall feature; included in the public space adjacent to building entrance or to take the form of an individual piece. This will help to lift the design quality of the scheme. The site is currently derelict and consequently significantly detracts from the visual amenity and contributes to the impression of a rundown area despite the neighbouring high quality facilities such as the Arena and Meadowhall and in this way it presents a poor image of the city to significant numbers of people shopping and visiting those destinations. This is particularly evident on the pedestrian route to the Carbrook Supertram stop. The scheme will significantly enhance the appearance of the site and this is consistent with the Gateway Improvement policy referred to above. Overall the design of the development is considered to be of reasonable quality and the resultant visual impact will be strongly beneficial.

## Setting of listed building

- 11.13 The former Tinsley Tram depot, now a bus garage and bus museum is listed grade II. It has a 2/3 storey brick faced frontage with pitched slate roofs and workshop/sheds at the rear. It is located opposite the IKEA site. The IKEA building is very large, approximately 200m long and 18m high (the equivalent of 4/5 storeys). Sheffield Road is wide at this point and the tram depot is between 50m and 75m away.
- 11.14 On the opposite side of the road as the IKEA site and located immediately in front of the tram depot there is a car hire use. The site contains an unappealing single storey office/garage building previously converted from a petrol station and a fenced yard area used for storing vehicles. The application site was occupied by large scale industrial buildings prior to the site being cleared in the last few years.
- 11.15 Given the distance between the IKEA building and the tram depot and notwithstanding its scale it is considered that the new development will not overpower the listed building. The existing car hire depot already compromises the setting of the listed building. The relevant portion of the store opposite the listed building is largely outward looking with significant glazed areas. It is therefore concluded that the proposals will not have any significant negative impact and, on balance, are considered to contribute positively to the setting of the building.

## Landscaping

- 11.16 Unitary Development Plan policy BE6 states that good quality landscape design will be expected in new developments. Where appropriate a landscape scheme should provide an interesting and attractive environment, integrate existing landscape features in to the development and promote conservation and native species where appropriate. Existing planting is limited and concentrated at the site perimeter. None of the planting is of such quality or importance that it needs to be retained.
- 11.17 New planting takes the form of trees set in hard landscaping at the west end of the Sheffield Road frontage between the travelator pod and Lock House Road junction. This will help to maintain the urban feel to the Sheffield Road frontage. The trees and climbing plants will help to soften the stone gabion wall to the home delivery yard. The west end of the Sheffield Road frontage will have a softer feel as the new access road to the surface car park will be accommodated on a landscaped embankment that is to be landscaped with wildflower meadow with bulb planting, dense Birch planting within meadow planting and shrubs to provide summer and winter colour to the road frontage. The stone retaining wall to the surface car park will be landscaped with ground cover and climbing plants to green the gabion retaining wall.

- 11.18 The boundary to the disused railway line is to be planted with a native tree and shrub mix to reinforce the existing 'Green Corridor'. Tree planting and some shrub planting is proposed within the car park and at the end of the bays to soften the extensive areas of hard surfacing and provide some vertical punctuation. Trees at 6m spacings with general shrub under planting are proposed to the Supertram boundary of the surface car park, whilst there is only sufficient space for climbing planting to the palisade fence adjacent to the elevated service yard. Dense Birch planting with bold shrub planting is proposed to screen the Lock House Road frontage to the service yard whilst the pedestrian route along Lock House Lane will be enhanced with additional tree and shrub planting.
- 11.19 Overall the landscape and biodiversity value of the site will be enhanced by the current proposals.

#### Disabled Access

- 11.20 Disabled parking is provided in the undercroft so that the spaces are protected from the weather and close to the building entrances. Flush pedestrian walkways are incorporated within the open car park and flush/dropped kerbs to the building approaches will be used to assist movements for wheelchair, pram and trolley users. New crossings are to incorporate dropped kerbs and tactile paving and dropped kerbs are to be included to provide a flush approach to the building entrance. All door thresholds are to be flush. Vertical circulation between floors for disabled customers and co-workers is provided throughout the store by DDA compliant lifts at all levels. An induction loop is to be provided at specific check-out points which are clearly signed. Till points have sufficient space in front of them to enable appropriate access for wheelchair users. Disabled and ambulant W.C's are provided within each toilet core and facilities for disabled people will be signposted. A condition is proposed requiring a 'changing places' facility which IKEA have accepted.
- 11.21 Given the above it is concluded that the store has been designed to provide inclusive access.

#### 12.0 FLOOD RISK AND DRAINAGE

- 12.1 The NPPF advises that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where they are informed by a site-specific flood risk assessment and by following the Sequential Test. The sequential test seeks to locate development in the lowest flood risk zone. It states that development should be appropriately flood resilient and resistant, including providing safe access and escape routes where required. Any residual risk should be capable of being safely managed, including by emergency planning. It also gives priority to the use of sustainable drainage systems.

- 12.2 Core Strategy policy CS63 states that action will be taken to adapt to expected climate change. This will include locating and designing development to eliminate unacceptable flood risk and adopting sustainable drainage systems.
- 12.3 Core Strategy Policy CS67 states that the extent and impact of flooding will be reduced by requiring that all significant developments limit surface water run-off and use sustainable drainage techniques where feasible and practicable. The commentary on the policy says that Surface water must be reduced by 30% on brownfield sites where the developer can prove that there is existing surface water run-off.
- 12.4 The majority of the site lies within Flood Zone 1 (Low Probability) with a small area on the north western fringe being classified as Flood Zone 2 (Medium Probability). The NPPF defines Flood Zone 1 as having less than 1 in 1,000 annual probability of river flooding, flood Zone 2 is defined as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding. Environment Agency records indicate that the site has not flooded in the past.
- 12.5 Hydraulic modelling undertaken by the Environment Agency (EA) has shown that the site is not expected to flood from the River Don during a 1 in 100 year+ Climate Change event. EA modelling shows the maximum flooding level during a 1 in 100 year event including climate change to be 35.286m AOD. The topographic survey shows that the lowest level of the site is on the western perimeter at a level of 35.510m AOD.
- 12.6 The Sheffield and Tinsley canal runs along the eastern perimeter of the site, the applicant has established from the Canal and River Trust that there are no records of flooding from the canal in the vicinity of the site. Due to regular inspection and maintenance this is not expected to be a significant source of risk.
- 12.7 The existing site is estimated to be at least 90% impermeable.

#### Flood Risk Mitigation

- 12.8 The proposed development will have a finished floor level significantly higher than the ground level due to the creation of an under-croft for parking. This will provide a significant freeboard above the local modelled flood levels.
- 12.9 Safe access and egress for pedestrians can be provided to the north off Sheffield Road, which leads to other areas within Flood Zone 1.
- 12.10 An existing surface water discharge rate has been calculated. A reduction of the rate of run-off by 30% is proposed to provide some measurable degree of benefit. Consideration has been given to sustainable drainage systems (SUDS). However the built form of the development is such that surface treatment is not viable. Therefore a draft drainage scheme has



been designed which proposes that the surface water run-off will be limited as referred to above by a combination of underground storage and permeable paving . A degree of treatment will be achieved by installing an appropriate oil/petrol interceptor and by using appropriate gullies with silt traps. This will ensure that the proposed development will not worsen flooding for adjoining sites due to surface water run-off and mitigates against pollution.

12.11 In flooding terms the proposal is considered to be satisfactory and consistent with flood risk policy.

### 13.0 GROUND CONDITIONS

13.1 Land contamination and coal mining risk assessments have been submitted in support of the application. These have been considered by the Council's land contamination officer and the Coal Authority, both of whom are satisfied with the submitted details subject to appropriately worded conditions being attached. A clean capping layer is proposed for the landscape areas and gas protection measures need to be implemented, these are needed to ensure there will be no significant risk to health

13.2 Subject to the recommended conditions there are no significant contamination concerns.

### 14.0 SUSTAINABILITY

#### Policy

14.1 The NPPF states that at its heart is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. Sustainable development is stated as having 3 dimensions, economic, social and environmental. These roles should not be undertaken in isolation because they are mutually dependent.

14.2 Core Strategy Policy CS63 'Responses to Climate Change' seeks to promote the following;

- Giving priority to development in the City Centre and other areas that are well served by sustainable forms of transport; and
- Promoting routes that encourage walking, cycling and the use of public transport; and
- Designing development to increase energy efficiency and reduce energy consumption and carbon emissions; and
- Promoting developments that generate renewable energy and reduce the volume of waste disposed of in landfill sites; and
- Locating and designing development to eliminate unacceptable flood risk; and
- Giving preference to development of previously developed land where this is sustainably located; and

- Adopting sustainable drainage systems; and
  - Encouraging environments that promote biodiversity, including the city's Green Network
- 14.3 Core Strategy Policy CS64 seeks to promote sustainable design in new developments. It states that all non-residential developments over 500m<sup>2</sup> gross internal floorspace should achieve a BREEAM (BRE Environmental Assessment Method) rating of very good (or equivalent) as a minimum. The supporting text to this policy refers to the contribution of green roofs as a method of reducing surface water run-off.
- 14.4 Core Strategy Policy CS65 seeks to promote renewable energy and carbon reduction. It states that all significant developments will be required, unless this can be shown not to be feasible and viable, to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.
- 14.5 Sheffield Development Framework 'Climate Change and Design', Supplementary Planning Document and Practice Guide sets out the benefits of green roofs in helping to improve air quality by absorbing particulate matter, reducing run-off, helping to minimise the relative heating of urban areas and reducing the need for heating and cooling within buildings. Guideline 1 says that provided they are compatible with other design and conservation considerations, and where viable, green roofs will be required on all larger developments, and encouraged on all other developments. The green roof should cover at least 80% of the total roof area. The commentary on the policy says that in instances where the design of a building means it is not physically possible to incorporate both a green roof and roof-mounted renewable/low carbon energy, the priority will be to ensure the requirements of Core Strategy policies CS64 and CS65 are met.

## Sustainable Development Review

### Economic Dimension

- 14.6 The applicant has drawn attention to the employment, skill and qualification benefits that will derive from the development both during the construction and operational phases. This is particularly important as the local community that is likely to benefit most from these impacts suffers from higher unemployment and is socially deprived. The applicant also argues that the investment has the potential to be a catalyst to increase investment in the area.
- 14.7 Clearly in the current economic climate the benefits of additional employment and investment should be given significant weight. Supporting economic development is one of the core planning principles in the NPPF. Paragraph 18 of the NPPF says that the Government is committed to securing economic growth in order to create jobs and prosperity.

- 14.8 Whilst the development will directly deliver new jobs and investment there is a risk that by adding traffic to an already congested network and utilising the known modest highway mitigation schemes, that it will impede future economic regeneration. This could potentially undermine the economic benefits of the proposal, however your officers take the view it is not clear at this stage what form these future regeneration schemes may take or the highway mitigation that they will be able to deliver. There is also a role for the Council in facilitating the delivery of major highway mitigation schemes needed to deliver significant additional capacity.
- 14.9 Such a development will further increase the city's retail offer and as described in the retail section of the report IKEA is likely to claw back some current leakage in retail expenditure from the Sheffield catchment area. This would be an economic benefit to the City as a whole. However this benefit and the other shopping benefits of increased shopper choice are considered to be marginally outweighed by the harm caused by expenditure withdrawal from the City Centre shopping area. Therefore the economic impact in shopping terms is considered to be slightly adverse.
- 14.10 Overall the economic benefits of the proposal in terms of employment, training and increased investment and spending are substantial and weigh significantly in favour of the proposal.

#### Social Dimension

- 14.11 The increased availability of a wide range and choice of products will have a positive impact on consumer choice and competition. It will benefit social inclusion in terms of access to retail facilities and employment and training opportunities because the site is very accessible by public transport and therefore all members of the community, not just those who are able to drive to the Leeds or Nottingham stores, will have access to the facilities and services provided by the store.
- 14.12 The communities closest to the site suffer from multiple deprivation and any beneficial changes to income due to additional employment are likely to result in some health benefits. Given the employment strategy some of the new jobs are likely to benefit local people and contribute towards raising the income of the local population. However the proposal will also worsen air quality for residents already affected by pollution levels that exceed the national air quality guidelines which have been established to protect health. Therefore it is likely that the air quality impact will have a small harmful impact on some residents' health. It is not possible to quantify either the level of health dis-benefits that will accrue from increased pollution or the level of health benefits from increased employment. Nor is it possible to know whether those residents who will be affected by the health dis-benefits will be beneficiaries of new jobs. It is considered that the overall impact on health is more likely to be harmful than beneficial (i.e the benefits from increased employment are not likely to outweigh the adverse effects of worsening air quality), since the adverse effects will impact on a population already with poorer health than the rest of the city, it will exacerbate health

inequalities. The Council's Fairness Commission report is a strategic assessment of the nature, causes, extent and impact of inequalities in the city and it makes recommendations for tackling those. In its section on Health & Wellbeing it states that studies, such as Marmot and WHO, indicate that poor health is rooted in poor socio-economic conditions such as lack of access to employment and therefore recognises the positive health gains associated with the creation of more jobs and training opportunities.

#### Environmental

- 14.13 Developing the site for an IKEA store will significantly improve the appearance of a major gateway site and improve the pedestrian route to the Carbrook Supertram stop.
- 14.14 The site is well served by public transport given the proximity to the Carbrook Supertram stop and the bus rapid transport improvements. Physical measures such as improvements to footpath connections and cycle parking facilities along with measures in the travel plan will encourage access via public transport, cycling and walking. The proposal will reduce the need for travel for those IKEA customers who are currently travelling longer distances to alternative IKEA stores. Therefore there is likely to be a reduction in the overall vehicle emissions within the wider area of the store.
- 14.15 The site is previously developed land and the scheme has been designed to re-use the existing demolition materials thereby minimising the import and export of material.
- 14.16 The building will be designed to meet the 'Excellent' standard which exceeds the policy requirement of BREEAM Very Good in Core Strategy Policy CS64.
- 14.17 In the long term, IKEA's ambition is to run all their stores, distribution centres, factories and offices entirely on renewable energy. The applicant has confirmed that they will meet the target in Core Strategy Policy CS65 to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. IKEA have confirmed that they will be connecting to the EON District Heating main and providing a photovoltaic system on the roof, they consider that this will comfortably exceed the 10% renewable or low carbon energy requirement. The scheme will therefore comply with Policy CS65.
- 14.18 IKEA has advised that they will consider the following measures to reduce the overall energy requirement of the store: Phasing out of inefficient incandescent lighting; use of effective temperature control systems; extra roof installation to make heating and cooling buildings more energy efficient; efficient transportation of products; efficient transportation of people; sustainable timber sourcing; installing energy efficient building management system; the inclusion of integrated recycling facilities which has enabled IKEA to recycle up to 90% of all its waste; and re-use and recycling of

customers' old furniture. They will investigate the use of rainwater harvesting for non-potable uses. A proportion of their local home deliveries will be made by electric vehicles.

- 14.19 IKEA consider that a green roof for this store is inappropriate because photo voltaic panels and roof lights reduce the area of roof available for a green roof. However it is not clear at this stage whether photo voltaic panels will be used to meet the 10% renewable energy requirement and even if they are, there may well be distinct roof areas that will not be used for solar panels which could accommodate a green roof. IKEA also argue that green roofs cost more due to increased roof loads and they require higher quality workmanship and raise concerns about increased fire risk. They point out that they result in a slight increase in the height of the building, (this would not be planning concern in this location). It is regrettable that the applicant is unwilling to provide a green roof on at least part of this building given the benefits referred to above; they have been successfully provided on numerous other buildings across the city; green roofs are to be provided on significant parts of the Next retail/car showroom development close to the site; this is a valley bottom site where a green roof would be visible from the valley sides. However despite this lost opportunity the lack of a green roof is not considered to be sufficient basis for resisting the proposal.
- 14.20 The site is designed to be resilient to flooding and the surface water drainage system will result in a 30% reduction in run-off compared to the existing site, thereby contributing to reducing surface water flooding elsewhere. A partial sustainable urban drainage system is proposed with permeable paving to attenuate the run-off thereby reducing the amount of underground surface water storage required.
- 14.21 Whilst the site is well located to take advantage of public transport access it is also a very large traffic generator sited at a particularly sensitive location on the highway network. Whilst the scheme will improve the operation of the highway network at most times it is your officers' view that in highway terms the proposal will have an adverse impact on congestion in the high peak periods.
- 14.22 The proposal will worsen air quality in the Tinsley area where existing air quality does not meet the national air quality standard. This aspect of the proposal is therefore considered to be contrary to the NPPF and Core Strategy policies on air quality and pollution.

#### Conclusion

- 14.23 Overall, when considering the three dimensions of sustainability together and taking account the benefits and disbenefits under each heading it is concluded the development is sustainable.

## 15.0 SUMMARY AND RECOMMENDATION

### Overall Planning Policy

15.1 Planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF also makes it clear that there is a presumption in favour of sustainable development and for planning applications this means approving development proposals that accord with the development plan and, where the development plan is out of date, absent or silent to grant permission unless:

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or
- Specific policies in the Framework indicate that development should be restricted.

### Employment Economic Policy

15.2 Whilst the proposal is contrary to some Employment and Business development plan policies IB6 & IB9 (UDP), H1 & J1 (Pre-submission) it is supported by CS7 (Core Strategy) which has full weight in planning terms. The NPPF says that support should be given to economic growth and Policy CS7 encourages employment uses on the site. Given that the development will not result in a shortage of land for industry, together with the economic benefits of reducing the current level of expenditure leakage and the wider employment and regeneration benefits, as well as the policy support for employment and economic development it is concluded the proposal should be supported on employment policy grounds.

### Retail Policy

15.3 National planning policies give priority to supporting the vitality and viability of existing town centres and towards directing new retail development to these centres. In this case it is concluded that there are no sequentially preferable town centre or edge of centre sites, taking into account the applicant's requirements and the recent legal judgements which make it clear that alternative sites must be suitable for the development proposed and not just suitable for a reduced scheme.

15.4 It is concluded that the applicant's retail assessment underestimates the retail impact on Sheffield City Centre. A more robust assessment suggests the impact on comparison goods expenditure would be just over 1% on its own and 3.5% cumulatively. The impact would be spread across a number of retailers and therefore would not be likely to affect consumer choice. The level of impact, even when adopting the Council's more robust assumptions is small and would clearly not be deemed to be significantly adverse, which is the NPPF test for refusing planning permission.

- 15.5 The NRQ and Moor retail led development schemes are critical to the regeneration of the City Centre. John Lewis, the key anchor tenant of the NRQ scheme has objected on retail impact grounds, effect on investor confidence and planning policy grounds. Both the NRQ and Moor schemes are aimed at the clothing and fashion sector whereas IKEA is primarily a bulky goods homeware outlet whose homeware goods are largely positioned at a different price point and segment of the market to John Lewis.
- 15.6 The Cushman & Wakefield Investor and Developer confidence report is positive about the prospects of bringing forward the NRQ development, although it concludes *“that any substantial out of town development, such as any perceived Meadowhall extension, that is in direct competition with the city centre will have a significant detrimental impact on the viability of any in-town development. This effect would be particularly harmful to the New Retail Quarter Scheme plans that are in a crucial phase.”* The IKEA store cannot be considered as an extension of Meadowhall given the conclusions reached by the Planning Inspector on the Next Homeware appeal. As it is primarily a bulky goods store it would be difficult to substantiate an argument that it is in direct competition with the City Centre. Whilst IKEA is likely to benefit Meadowhall much more than the City Centre in terms of its potential for associated linked trips, it is difficult to quantify the additional impact. However it is considered that this would not be substantially adverse.
- 15.7 Given these considerations and the level of trading impact on the City Centre, it is concluded that the proposal would not significantly adversely affect investor confidence in key City Centre regeneration schemes.
- 15.8 Whilst it is concluded that there is no significant quantitative need for the proposal, there are benefits of increased consumer choice which is clearly an important consideration for the public, evidenced by the significant public support for the scheme. There are also associated economic benefits from clawing back expenditure that is currently leaking out of the city. The reduced need to travel for the substantial number of Sheffield residents who currently drive long distances to other IKEA stores to shop is also a substantial environmental benefit. The ability of any resident without access to a car to access such a facility adds to consumer choice. When balanced against the harmful impact on the City Centre it is concluded that overall effect in retail terms is marginally adverse.

#### Access impacts

- 15.9 Ordinarily there would be a strong case for resisting a development that adds a substantial amount of traffic at a location which already suffers from significant congestion at peak times. However due to the level of future committed development, the mitigation proposed by IKEA, and the results of the highway modelling (which assumes the trips will be diverted from the local network as congestion increases), the IKEA scheme delivers a benefit in terms of improving the operation of the network particularly outside of the

peak periods. The location is highly sustainable in that it is served by Supertram, and by the time a store is opened it will be well served by buses and will benefit from the tram train connection to Rotherham. This means that the store is well located in terms of maximising patronage by sustainable means of travel. The above benefits along with the other benefits of the park and ride facility, and the proposed improvements for cyclists and public transport users need to be weighed against the highway dis-benefits.

- 15.10 The main highway concern is the impact during the significant number of high traffic peaks at this location - that is around the Christmas/New Year period (mid Nov to early Jan), wet weekends when shopping trips to Meadowhall increase and when there are major events at the Arena. These sporadic peaks have not been specifically assessed in the traffic modelling work. National transport guidance supports this approach to assessments as it states that traffic flows should be based on the normal operation of the network. However, given the frequency of these high peaks, this approach is potentially questionable in this location. At these high peak periods it is likely that the mitigation proposed by the IKEA scheme will not be effective and there will be substantial congestion and queuing on the local network, particularly Sheffield Road and Attercliffe Common. It is estimated that this could result in substantial congestion 15-20 times per year in the short term, increasing when the amount of committed development built out increases.
- 15.11 It must be emphasised that this estimate is ultimately based on your officers' professional judgement and subject to significant uncertainty as no modelling has been undertaken to assess the impact at these high peak periods. The congestion is likely to be exacerbated in the longer term as some of the junctions are shown to be operating above their theoretical capacity in the forecast year of 2023, assuming all the committed development is built out. However there is some doubt as to whether all the development with permission will be built out at all or built out at the currently approved densities. There is also some evidence when the predicted traffic from various transport assessments is added together that it tends to overpredict the amount of long term traffic growth. Clearly during these periods of significant congestion the local community of Tinsley will be inconvenienced. The impact on businesses is likely to be less significant as the main problem times are likely to be Saturdays and Friday evenings. However there is likely to be some reputational impact on the city if and when visitors are caught up in the congestion. There are no significant highway safety concerns with the proposal.
- 15.12 The Highways Agency has made it clear that it is satisfied with the scheme and therefore it should be concluded that the impact on motorway congestion and safety is not 'severe'.
- 15.13 Overall it is concluded that whilst the proposals will improve the operation of the highway network at most times and the site is well located to take advantage of public transport, these highway benefits are outweighed by the harm caused by the significant congestion at the high peak periods.



However given that national transport guidance does not require assessment of the high peak periods it is concluded that less weight should be given to congestion during these times given that it is not expected to create significant safety issues. It is therefore concluded on balance that the highway impact will not be so harmful as to fall within the bounds of 'severe', which is the NPPF test if planning permission is to be refused on highway grounds.

#### Air Quality

- 15.14 The proposal will have a harmful impact on air quality resulting in increases in NO<sub>2</sub> concentrations in locations where the background level already exceeds the air quality guidelines, which are in place to protect health. The proposal is considered to be contrary to the air quality guidance in the NPPF in that it will not sustain compliance with the national air quality standards and it is likely to interfere with the objectives of Sheffield's Air Quality Action Plan. It is also considered to be contrary to Core Strategy Policy CS66. When assessed against the non-statutory EPUK guidelines there is considered to be a strong presumption in favour of refusing permission.
- 15.15 Whilst the mitigation measures proposed by IKEA are very important, it is not likely that they will have a significant impact on the concentrations of NO<sub>2</sub> as the measures are not expected to substantially reduce the overall number of vehicles visiting the site. Continuing improvements in vehicle technology is likely to have the most impact on improving air quality for the Tinsley Community.
- 15.16 The predicted increases in NO<sub>2</sub> concentrations are likely to have an adverse impact on health for those affected in the Tinsley community. This additional impact is likely to be small in comparison to the already adverse health consequences of poor air quality in the area, but it is not possible to quantify the impact with any degree of exactness. There will however be health benefits from increased employment, and given IKEA's proposed local employment strategy some of these health benefits will be felt by the Tinsley community, although it is not possible to quantify these benefits or know whether those affected by the worsening of air quality will be the beneficiaries. The Council's Fairness Commission report states that studies, such as Marmot and WHO, indicate that poor health is rooted in poor socio-economic conditions such as lack of access to employment and therefore recognises the positive health gains associated with the creation of more jobs and training opportunities.
- 15.17 It is concluded that the air quality impact of the proposal is significant and contrary to local and national planning policy and this impact weighs considerably against the proposal. It could be considered to be inappropriate to site a very high traffic generator close to one of the most sensitive locations for poor air quality. However in absolute terms the predicted level of increase in NO<sub>2</sub> caused by the development in the worst case modelled scenario has been modelled as being slight adverse at 9 of the 151 receptors where air quality is above the air quality limits (40 ug/m<sup>3</sup>)

and imperceptible at the rest of the locations. At the 5 locations where the development will result in a new exceedance of the air quality limits the level of increase in NO<sub>2</sub> is deemed to be 'slight adverse' (under the EPUK guidance) at one of these receptors and imperceptible at the rest.

### Regeneration

- 15.18 The development of a store in Sheffield by an international company such as IKEA, which is a prestigious and iconic brand, is undoubtedly a bonus for the City's image and profile as a UK Core City and can be expected to help support the city's wider regeneration ambitions. There is the potential that some of the new visitors attracted to the City by IKEA will also visit the City Centre.
- 15.19 The site is presently derelict and detracts from the appearance of the wider area, which includes quality facilities and destinations such as the English Institute of Sport, the Ice Centre, the Arena and Meadowhall. The proposed development will regenerate a key gateway site to this wider area and deliver a significant improvement in the appearance of the site. It will also deliver a significant number of new jobs and provide a boost to the local economy, the city as a whole and the Sheffield City Region.
- 15.20 However there is a risk that the additional traffic generated by the scheme will make it more difficult to deliver other major employment generating schemes within the local area without appropriate transport and highways mitigation. Notably there is some capacity within the system at 2015/2016 when the store is due to open but it would be at saturation by 2023. Any future major development will need to be supported by a transport assessment. IKEA is adding significant additional traffic to an already congested network whilst delivering a number of fairly modest highway improvements in order to mitigate its traffic impact. If the whole of the predicted committed development traffic is delivered it is considered likely that only a major scheme intervention could deliver any significant capacity improvements and this is under consideration. The Council and other agencies such as the Sheffield City Region Local Enterprise Partnership (LEP) has an important role in facilitating the delivery of strategic infrastructure within the Sheffield City Region, needed to realise the city's economic development objectives and in bidding for funding to develop and deliver that infrastructure. Unlocking the economic potential of the Lower Don Valley, the Enterprise Zone sites and supporting the future growth of the Advanced Manufacturing Park are key priorities in the Sheffield City Region Growth Plan which has been submitted to Government. A major new transport infrastructure project could be considered in future rounds of a variety of funding regimes such as EU, Local Growth Fund and the Sheffield City Region Infrastructure Funding Investment to create additional capacity to facilitate the future development of other employment generating schemes.
- 15.21 The clear regeneration benefits referred to above weigh significantly in favour of the scheme. There is uncertainty about the level of future traffic

growth; the form future developments might take; the mitigation they might deliver; as well as the potential for new infrastructure to relieve and add capacity in the area. Given this and the Council's key role in facilitating regeneration it is concluded that the potential negative impact on future regeneration due to restricted highway capacity should be given limited weight. From a regeneration perspective, it is therefore concluded that the development would be a considerable asset to the city.

### Sustainability

- 15.22 Sustainability has economic, social and environmental dimensions which must be considered together.
- 15.23 The scheme will directly deliver significant employment and investment benefits for the local economy which are particularly important for the local community which suffers from high unemployment and deprivation. IKEA is expected to generate approximately 400 new jobs in the store and 288 in construction for one year, (190 net full time permanent jobs). It is also predicted to add £6m per year to the local economy. The IKEA agreed employment strategy will endeavour to ensure that local residents from one of the most deprived wards in the city will have the best chance of securing these jobs. As stated above the proposal is supported by a key Government planning objective as set out in the NPPF which is to deliver economic growth and regeneration in order to create jobs and prosperity.
- 15.24 There are well-documented social benefits and health benefits associated with the increased employment and income. There are social inclusion benefits of increased accessibility for Sheffield residents to a wider range of goods and services.
- 15.25 The site will be well served by public transport, and the scheme promotes access by sustainable means whilst securing physical improvements that will benefit public transport users and cyclists.
- 15.26 It will regenerate a brownfield site, incorporate energy efficiency measures and promote renewable energy. The scheme also incorporates sustainable drainage, will be resilient to flood risk and will enhance the landscape and biodiversity value of the site.
- 15.27 The development can be considered to be sustainable in most respects however the negative environmental impacts on air quality in relation to health; and increased traffic congestion during peak events need to be considered in the overall assessment of whether the development is sustainable. When these are taken into account and the overall dis-benefits and benefits are considered the proposal can on balance be considered to be sustainable.

## 16.0 OVERALL CONCLUSION

- 16.1 The proposal is contrary to adopted planning policy in respect of its impact on air quality. Whilst the impact on air quality attributable to this development is small in proportional terms; in the Director of Public Health's judgement it will exacerbate health inequalities in the City. Your officers concur with his judgement. However he acknowledges that it is not possible to precisely quantify the level of negative health impacts due to the worsening of air quality or the positive health benefits from increased employment and training. Given the existing air quality problems in the Tinsley the majority of significant developments on the key regeneration sites in the Lower Don Valley close to Tinsley are likely to pose an air quality problem.
- 16.2 The air quality and/health impacts are the major concern with this scheme and weigh considerably against the proposal. When weighing up the retail issues, the overall effect is considered to be marginally adverse. The development will also worsen traffic congestion during high peak periods but it will actually improve traffic flows, due to the mitigations proposed, at the majority of times. The main concern in highway terms is the scheme's cumulative impact with other committed development which may or may not come to pass in future and which, in any event is being actively considered at a strategic level for the development and delivery of major new strategic infrastructure. In your officers' judgement the negative highway and retail impacts are less significant and consequently should be given less weight when balancing the considerations.
- 16.3 The negative impacts need to be balanced against the positive impacts of the proposal in order to come to a balanced decision. There is clear NPPF and development plan policy support for the employment and economic benefits of the proposal and undoubted regeneration benefits and it is considered that these should be given significant weight in the current economic climate. The jobs and training are likely to particularly benefit the local deprived communities of Tinsley and Darnall which will help to address social and economic inequalities and help offset some of the health impacts.
- 16.4 The significant investment and spending generated by the scheme will benefit the local economy and plug the current leakage of expenditure from the city. The development is likely to attract additional visitors to the city, including to other retail, sporting and cultural facilities in the Lower Don Valley and, to a lesser extent, cultural facilities in the city centre.
- 16.5 A large brownfield site on a gateway route into the city will be regenerated which will result in a significant improvement in the visual amenity of the area.
- 16.6 Attracting a well-respected and iconic brand will improve the image and profile of the city and help support the city's wider regeneration objectives.

- 16.7 IKEA is a high trip generator which will be located at a highly accessible location, reducing the need to travel to other IKEA stores and maximising the potential for customers to travel to the site by sustainable modes of transport, including those that currently have no access to a car.
- 16.8 The scheme is designed to meet the Council's sustainability policies and meets or exceeds the sustainable building design policies. It has been designed to reduce the import and export of material on and off site, is resilient to climate change and incorporates sustainable drainage.
- 16.9 As detailed above, the proposal is thus both supported by and contrary to planning policy. Whilst the scheme is very finely balanced it is considered that in this instance, given the significant regeneration benefits for the city, the employment and training benefits for the deprived Tinsley and Darnall communities and the associated positive impacts on economic and social equality, the balance overall is in favour of the proposal. It is therefore concluded that the adverse impacts, including the negative air quality and highway impacts, do not significantly and demonstrably outweigh the benefits, taking into account the development plan policies as a whole. Whilst the planning position is very finely balanced it is your officers' judgement that the balance is in favour of granting planning permission given the tests required in the NPPF to assess those key areas and issues as set out earlier in this report.
- 16.20 The Town and Country Planning (Consultation) (England) Direction 2009 requires the Council to refer an application to the Secretary of State where the retail floorspace of the development is at or above 5,000m<sup>2</sup> and is on land which is edge-of-centre or out-of-centre and not in accordance with the provisions of the Development Plan.

It is therefore recommended that planning permission be granted subject to:

- No objections being received from the Secretary of State;
- The conditions listed on the agenda; and
- The applicant entering into a legal agreement to secure the following heads of terms:

#### 16.21 HEADS OF TERMS

- A contribution of £1,965,000 towards the funding of the Tinsley Link.
- A contribution of £210,000 to the implementation of SCOOT and the optimisation of network traffic signals along the Sheffield Road/Attercliffe Common corridor between its junction with Vulcan Road and Arena Square, to be carried out following the opening of the store to ensure this is based on actual traffic flow data; to include the Sheffield Road/Vulcan Road; Sheffield Road/Attercliffe Common/Weedon Street/Lock House Road (IKEA site access); Attercliffe Common/Meadowhall Retail Park/'Valley Entertainment'; and Attercliffe Common/Broughton Lane junctions

- An agreement to secure improvements to the M1 Junction 34 (south) roundabout which include a slight widening to the carriageway around the inner kerb line of the north eastern side of the roundabout in accordance with the principles on WYG drawing number A076353 A 27, to be implemented in the event that HA 'Medium Term Scheme' (or similar HA scheme), the principles of which are shown on drawing no A-one+ drawing 'Plan 3' dated 17 March 2011, is not implemented before the development is brought into use or within an alternative agreed timescale.
- A contribution of £360,000 for improving the traffic merging facilities at the junction 34N motorway onslip
- The submission and implementation of a scheme for bus journey time monitoring incorporating funding for £1.5m for further highway works if journey time delays for are significantly worse than predicted in the transport assessment. The scheme shall incorporate the following:
  - (i) Journey time monitoring shall be limited to a period not exceeding 6 months and shall be carried out between 6 months and 18 months of the store opening
  - (ii) Funding for highway improvements shall be triggered on the following basis. 0-5% increase in journey time delays triggers payment of 10% of the funding, 6- 10% increase in journey time delays triggers 33% of the funding, 11% or above increase in journey time delays triggers 100% of the funding.
  - (iii) A mechanism for excluding from the monitoring periods when there are delays on the highway network due to abnormal events.
  - (iv) A contribution of £395,000 to reduce the roadside NO<sub>x</sub> (Nitric Oxide & Nitrogen Dioxide) emissions of buses by upgrading buses that provide services 31, 69, A1 and 87 (or alternative services that pass through the Tinsley area) or enhancing the Bus Rapid Transport bus fleet.
  - (v) A commitment to participate in the ECO Stars Fleet Recognition Scheme for South Yorkshire.
- A contribution of £28, 663 towards the pedestrian cycle connection between the north east corner of the site and Sheffield and Tinsley Canal towpath.
- A contribution of £50,000 for extending shelters, additional litter bins, refreshing signage and providing real time travel information at Carbrook Tram Stop.
- A contribution of £50,000 for additional Variable Message Signs to help direct customers leaving IKEA to alternative primary access routes when congestion levels at Junction 34 (South) are high.