

**From:** [REDACTED]  
**To:** [REDACTED]  
**Subject:** Sheffield Local Plan Publication (Pre-Submission) Draft Consultation - Representations by Lidl Great Britain Limited - EMAIL 1 of 2  
**Date:** 20 February 2023 08:16:10  
**Attachments:** [Sheffield Local Plan Publication Plan Reps - Feb 2023 - FINAL COMBINED.pdf](#)

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Dear Sir / Madam

Please find attached representations on the Sheffield Local Plan Publication (Pre-Submission) Draft Consultation document on behalf of Lidl Great Britain Limited.

Attached to this email is a combined document with appendices incorporating all the representations on the various policies and proposed allocation HC03.

The second email will provide copies of the individual consultation pro-forma provided with respect to each policy / proposed site allocation on which objections have been lodged. The appendices in the combined document are not provided again with each pro-forma and therefore the pro-formas and the main representation document should be read in conjunction with each other.

If you have any queries, please do not hesitate to contact me.

Regards

Jeremy

**Jeremy Williams BA (Hons) MA MRTPI**

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February 2023



**Representations to the  
Publication (Pre-Submission) Draft Sheffield Plan  
With Specific Reference to Land & Buildings at St Mary's Gate and  
Eyre Street, S1 4QZ  
(Proposed Strategic Mixed Use Allocation HC03  
& Other Policies)**

On behalf of

Lidl Great Britain Limited

Prepared by

I D Planning  
32 Eyre Street  
Sheffield  
S1 4QZ

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## 1.0 Introduction and Site Description

- 1.1 These representations have been prepared on behalf of Lidl Great Britain Limited in response to the Sheffield Plan: Our City, Our Future, Publication (Pre-Submission) Draft Plan.
- 1.2 Representations made relate to:
- Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations
  - Part 2: Development Management Policies and Implementation
  - Annex A: Site Allocations
  - Annex B: Parking Guidelines
- 1.3 These representations are made with specific reference to an area of land referenced in the emerging Plan as **Site Allocation HC03** and described as *“Land and buildings at St Mary’s Gate and Eyre Street, S1 4QZ”*. The site specific representation focuses primarily on Part 1 of the Plan.
- 1.4 Representations are also made in connection with the more detailed policies contained in the Development Management Policies and Implementation Part 2.
- 1.5 Representations also address Annex A (Site Allocations) and Annex B (Parking Guidelines).
- 1.6 Reference is also made as appropriate to the evidence base supporting the Plan.
- 1.7 Our client, Lidl Great Britain Limited (“Lidl”), has a particular interest in the site given its ownership of a substantial part of the wider HC03 allocation comprising the former retail park and associated car parking and servicing area. A plan showing land ownerships relative to the proposed HC03 allocation and concept masterplans are included in **Appendix 1**.
- 1.8 The area covered by proposed Site Allocation HC03 includes a number of parcels of land which are located in the Moorfoot area and bound to the east by Eyre Street, to the north by Cumberland Street, west by South Lane and to the south by Ellin Street / St Mary’s Gate.
- 1.9 The proposed allocation includes three main areas of existing land uses. This includes an existing part 8 storey office block occupying the northern part of the proposed allocation with a number of occupiers including Wizu Co-Working Workspace and a number of ground floor town centre uses. The northern block includes some rear parking.
- 1.10 The central block is occupied by the former retail park and associated car parking and as described above is under the ownership of Lidl. This element of the overall proposed allocation is subject to a current application by Lidl (22/01163/FUL) for the *“demolition of existing building and structural alterations to and extension of building to create a foodstore (Use Class E), changes to car park layout and existing access from Eyre Street and creation of a new access from South Lane”*.

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- 1.11 The application is the subject of on-going discussions with Sheffield City Council and seeks to partly demolish and re-use an existing retail warehouse building on the site to provide a new discount foodstore with associated car parking and other works.
- 1.12 East of the car park is a 30 metre open section of Porter Brook, beyond which is a treed / grassed area with pedestrian and cycle routes passing through and connecting to the underpass beneath the St Mary's Gate / Brammall Lane / Eyre Street roundabout. Porter Brook also passes in culvert the under the south eastern part of the Lidl ownership.
- 1.13 In the south west of the proposed allocation area is a sub-station complex owned and operated by National Power Grid (NPG).
- 1.14 In the south west corner of the overall area and outside the NPG ownership is a small triangle of land that is grassed with 7 mature trees providing a green edge to the south west corner towards the ring road (St Mary's Gate).

**Lidl Site within Proposed Site Allocation HC03**

- 1.15 As indicated above the area of land owned by Lidl Great Britain Limited ("Lidl") comprises a substantial proportion of proposed allocation HC03 and measures around 0.73 hectares and is currently occupied by the former retail warehouse units along with associated car park and service areas.
- 1.16 The site is currently run down in appearance with access to the car park for the general public prevented by locked gates but facilitates NPG access to the sub-station compound. The main retail warehouse buildings are vacant and are becoming increasingly unattractive over time with the site in need of regeneration.
- 1.17 A summary of the planning history of the Lidl site relating to the former retail warehouse park use is set out below.

Reference	Description	Address	Decision
91/0026P	Erection of hotel offices ad shops and provision of car parking accommodation	Eyre Street, South Lane, St Marys Gate and Ellin Street.	Approved 6 January 1992
94/0081P	Erection of building to be used for Class A1 purposes. Erection of building to be used for Class A3 purposes and provision of associated car parking accommodation	Land at Eyre Street, St Mary's Gate, Ellin St and South Lane	Approved June 1994. No condition limiting sale of goods. Plans show the two existing units on site, unit 2 (southern unit) shown as A1 and part A3.

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94/1504P	Amendments to the elevations and Layout of Retail Development (94/0081P) to form 20,000sqft A1 unit and 10,000sqft A3 Unit.	South Lane and Ellin Street.	Approved 8 February 1995. No condition limiting sale of goods.
08/4930	Subdivision of retail unit to provide two separate retail units, construction of mezzanine floor, external alterations to front elevation and front access ramp	Unit 1, 200 Eyre Street Sheffield S1 4QZ	Approved 3 February 2009
14/02861	Temporary change of use for a period of up to 3 years from Use Class A1 (shops) to part Use Class D2 (leisure) and part Use Class B1 (c) (light industrial) (amended description)	Unit 2, Mothercare, 202 Eyre Street, Sheffield S1 4QZ	Approved 8 October 2014

- 1.18 A review of the planning history indicates that the existing retail warehouse units on site were constructed in circa 1994. The original permission proposed part of unit two to be used for A3 purposes (public house). The elevations were amended in 1995 and it appears the unit was proposed and built for A1 purposes only.
- 1.19 The proposed temporary change of use to D2 has expired, the permitted use for units one and two on the site is A1 retail. The decision notice 94/1504P does not include any conditions restricting the range of goods that can be sold.

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## 2.0 Representation Structure and NPPF Tests of Soundness

- 2.1 These representations are made in relation to the Sheffield Plan Publication (Pre-Submission) Draft consultation January 2023. They address the following matters:
- Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations
  - Part 2: Development Management Policies and Implementation
  - Annex A: Site Allocations
  - Annex B: Parking Guidelines
- 2.2 Section 3.0 outlines our client's objections to Part 1 (Vision, Spatial Strategy, Sub-Area Policies and Site Allocations) of the Publication Plan, including Annex A (Site Allocations). The latter with specific reference to proposed allocation HC03.
- 2.3 Section 4.0 addresses other objections on the emerging Plan with a focus on Part 2 (Development Management Policies and Implementation) and Annex B (Parking Guidelines).
- 2.4 In addressing various matters outlined above, reference will be made to the evidence base of the Plan.

### The National Planning Policy Framework

- 2.5 The latest version of the National Planning Policy Framework (NPPF) was published in July 2021. Section 3.0 deals with 'Plan Making'. Paragraph 16 highlights that Local Plans must be prepared with the objective of contributing to the achievement of sustainable development and must be prepared positively and in a way that is "*aspirational but deliverable*" (our underlining).
- 2.6 Paragraphs 35-37 addresses 'Examining Plans'. In this context Local Plans and Spatial Development Strategies are examined to assess whether they have been prepared in accordance with legal and procedural requirements, and whether they are 'sound'.
- 2.7 Paragraph 35 highlights that Plans are 'sound' if they are:
- "**Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs, and is informed by agreements with other authorities so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
  - **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
  - **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic priorities matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
  - **Consistent with National Policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant".

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### 3.0 Representations to the Publication (Pre-Submission) Draft Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations

3.1 This section of the representation statement sets out objections to the Sheffield Publication Draft Plan Part 1 in the context of:

- Policy CA5A: Priority Location Moorfoot
- Policy CA5B: Catalyst Site at the Junction between St Mary's Gateway, The Moor Street, and London Road
- Proposed Allocation HC03 and Annex A (Site Allocations details)

#### National Planning Policy (NPPF) & Online Planning Guidance (NPPG)

##### National Planning Policy Framework (NPPF)

3.2 Section 5.0 of the NPPF addresses 'Delivering a sufficient supply of homes'. Paragraphs 68-73 deal with 'Identifying land for homes'. Paragraph 68 confirms that having gained a clear understanding of the land available in their area for homes, planning policies should identify a sufficient supply and mix of sites, taking into account their **availability, suitability** and **likely economic viability**.

3.3 Against this background planning policies should identify a supply of specific, deliverable sites for years one to five of the plan period and:

*"(b) specific, **developable** sites or broad locations for growth, for years 6-10 and where possible, for years 11-15 of the plan."* (our emphasis)

3.4 The NPPF Annex 2 Glossary defines 'Developable' as:

*"To be considered developable, sites should be in a suitable location for housing development with a **reasonable prospect** that they will be available and **could be viably developed** at the point envisaged"*  
(our emphasis)

##### Housing and Economic Land Availability Assessment (Updated 2019)

3.5 The online Housing and Economic Land Availability Assessment (HELAA) guidance confirms that plan makers will need to assess the **suitability, availability** and **achievability** of sites, including whether the site is economically **viable** (paragraph 017).

3.6 Paragraph 018 identifies those factors that can be considered when assessing the '**suitability**' of sites / broad locations for development. This advises that a site or broad location can be considered 'suitable' if it would provide an appropriate location for development when considered against relevant constraints and their potential to be mitigated.

3.7 Paragraph 019 sets out what factors can be considered when assessing '**availability**'. The guidance advises that a site can be considered available for development, when,



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on the best information available there is ‘confidence’ that there are no legal or ownership impediments to development. For example, land controlled by a developer or landowner who has expressed an intention to develop may be considered available.

- 3.8 Paragraph 020 addresses what factors should be considered when assessing ‘**achievability**’ including whether development of the site is viable. In this context a site is considered achievable for development when there is a ‘reasonable prospect’ that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the ‘**economic viability**’ of a site and the capacity of the developer to complete and let or sell the development over a certain period.

### **Housing Supply and Delivery (July 2019)**

- 3.9 Online guidance dealing with ‘Housing Supply and Delivery’ addresses the requirements of ‘Demonstrating a Housing Land Supply Beyond 5 Years’, which is of relevance when considering proposed site allocation HC03.
- 3.10 As set out in the NPPF, local planning authorities should identify a supply of specific, developable sites or broad locations for growth for year 6-10 and where possible for years 11-15.
- 3.11 Whilst paragraph 019 indicates that local plans may be able to satisfy the test of soundness where they have not been able to identify specific sites or broad locations for growth in the later years, if longer term sites are to be included, then plan makers will need to demonstrate that there is a ‘reasonable prospect’ that they are likely to come forward within the timescale envisaged.

### **Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations**

- 3.12 Chapter 2 of the Plan sets out the Vision for Sheffield by 2039 including, amongst other things, a city that plays a nationally significant role at the heart of its region (paragraph 2.2), to be known as a city that increases the skills of its people and the productivity of its businesses, enabling everyone to reach their full potential (paragraph 2.3), a city known worldwide as a ‘city of makers’ recognised for a range of industries (paragraph 2.5) and a major employment centre (paragraph 2.6).
- 3.13 Eight aims flow from the vision with overlaps between the aims, from which a number of more specific objectives are identified, including objectives for a strong economy. In this context objectives include enabling provision of better quality jobs to raise average incomes and ensuring a sufficient range of locations, land and premises available for new businesses and those relocating from elsewhere that are high quality and suitable for the needs of modern businesses (page 85).
- 3.14 Chapter 3 of Part 1 of the Plan sets out the ‘Growth Plan and Spatial Strategy’. The growth plan seeks to deliver sufficient new development to meet the city’s needs to 2039 (paragraph 3.1).
- 3.15 Policy SP1 sets out the overall growth plan for the city (page 24) with reference to, amongst other things, the quantum of development in different sectors to be provided for during the plan period to 2039.

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- 3.16 The spatial strategy sets out where this growth will take place with the Plan focusing the majority of development within the existing urban areas. Policy SP2 (page 26) sets the spatial strategy, which is defined by considering the future of Sheffield across nine 'sub-areas' including the 'Central Sub-Area' (incorporates the City Centre).
- 3.17 Each sub-area has its own development strategy set out in Policies SA1-SA9.
- 3.18 The growth plan and spatial strategy places the Central Sub-Area at the heart of the future transformation of Sheffield (paragraph 3.3 of Part 1).
- 3.19 Paragraph 4.9 of the Plan sets out that the objectives for the Central Sub-Area are to be achieved by creating new and distinctive mixed-use neighbourhoods across six Character Areas, five Priority Locations and three Catalyst Sites.
- 3.20 Policy SA1 deals with the Central Sub-Area which includes the City Centre and some areas outside the Ring Road that fall within the defined Central Sub-Area. The policy sets out the Character Areas, Priority Locations and Catalyst Sites.
- 3.21 Proposed site allocation HC03 falls within Character Area 5 (Heart of the City, Division Street, Springfield, Milton Street, The Moor and Hanover Street) as addressed by Policy CA5.
- 3.22 Whilst the table included in Policy SA1 does not specifically identify that the 'Moorfoot' Priority Location and Catalyst Site fall within Character Area 5, the emerging Proposals Map shows these defined locations within Character Area 5, in addition to falling with Character Area 4. The Table in Policy SA1 should be updated.

**Policy CA5: Heart of the City, Division Street, Springfield, Milton Street, The Moor and Hanover Street**

- 3.23 Character Area CA5 is made up of six areas in the Central Sub-Area covering a relatively extensive part of the city centre extending from Division Street down through Springfield, Milton Street, the Moor and across the Ring Road to Hanover Street. Policy CA5 sets out what development proposals in Character Area Five are to achieve.

*Soundness of Policy CA5*

- 3.24 Policy CA5 includes an objective to deliver Site Allocations HC01 to HC30 with a focus on site allocations identified in Policy CA5A (Priority Location in Moorfoot) and Policy CA5B (Catalyst Site) at the junction between St Mary's Gateway, The Moor Street and London Road.
- 3.25 Later in Section 3.0 of these representations we set out why we consider that overall site allocation HC03 (mixed use) is not available, suitable, achievable (including viable) or deliverable as envisaged by the proposed site allocation as set out in Annex A (Proposed Site Allocations).
- 3.26 In relation to availability an assessment of land ownership availability and other legal constraints including access rights for Northern Power Grid to access the sub-station

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compound in the south western part of the site leads us to conclude that on the best information available there is not the ‘confidence’ that there are no legal or ownership impediments to bringing forward the wider HC03 allocation for the form of development proposed in the Publication (Pre-Submission) Plan.

- 3.27 Our assessment of suitability demonstrates that taking account of relevant constraints the site is not suitable for proposed site allocation HC03 in the context of providing a mixed use development focused on the provision of 1,006 new homes.
- 3.28 With regard to achievability, our assessment demonstrates that proposed site allocation HC03 is not economically viable.
- 3.29 As such Policy CA5 in its current form is not considered to be ‘**justified**’ or ‘**effective**’ in delivering the growth plan and spatial strategy given the reliance on mixed use development on proposed site allocation HC03 to provide 1,006 new homes. Policy CA5 is therefore **not sound** and should be amended.
- 3.30 As set out elsewhere in our representations proposed site allocation HC03 should be removed from the plan.

#### *Measures to make the Plan Sound*

- 3.31 In light of the above we object to Policy CA5 as worded, which should be amended as follows:
- Criterion (a) should be amended to reduce the number of homes that would be provided in Character Area 5 to account for a reduction by 1,006 that are included in HC03 and should no longer be allocated:
  - Criterion (b) should be amended to remove reference to proposed Site Allocation HC03. The criterion should be amended to the text below:

*“Deliver **Site Allocations HC01 to HC02, HC04 to HC30**, with a focus on the site allocations identified in **Policy CA5A – Priority Location in Moorfoot** and **Policy CA5B – Catalyst Site at the Junction between South Lane, The Moor Street and London Road**. The part of the.....**Policy CA4A**” (our underlining of key changes)*

#### **Policy CA5A: Priority Location in Moorfoot**

##### *Soundness of Policy CA5A*

- 3.32 The Priority Location at Moorfoot has been chosen as a priority location because it is considered to have the capacity for volume development, including opportunities for high density and landmark buildings of height, could provide a differentiated offer to support a community suited to the private rented sector and graduate/young professional market, has the ability to help meet biodiversity net gain targets and represents a key site to improve the connectivity of the City Centre to edge areas (paragraph 4.48 of Part 1).
- 3.33 Policy CA5A sets out that the Priority Location in Moorfoot includes a number of development proposals to deliver site allocations HC03, HC08, HC11 and HC20.

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- 3.34 As set out later in Section 3.0 of these representations, the area covered by proposed site allocation HC03 is not considered to be available, suitable, achievable (including viable) or deliverable as envisaged by the proposed site allocation set out in Annex A (Proposed Site Allocations) for a mixed use allocation with a focus on providing for 1,006 homes.
- 3.35 Given the evidence presented, including site constraints identified for development in site allocation HC03, it is considered it should not be included in the Priority Location on Moorfoot. The constraints identified restrict its ability to provide the capacity for substantial volume development or make the contribution proposed in the emerging Plan to support a new community targeting the young professional market around the Moorfoot area.
- 3.36 In addition, our assessment identifies issues relating to the availability, suitability and achievability (economic viability) of delivering a developable mixed use site focused on the delivery of 1,006 new homes as part of the scheme, to meet future development needs of the city during the plan period as set out in the growth plan and spatial strategy of the Plan.
- 3.37 Provision of an area for that new community should focus on proposed allocations HC08, HC11, HC20. This provides a composite area to the west of South Lane and towards the Milton Street area and would provide for a young professional market.
- 3.38 The Milton Street area has seen change over the years from its historic more employment based function to the growth, expansion and delivery of a range of residential units including permission being granted on the Milton Street car park for 372 apartments (Ref: 18/03849/FUL) and delivery of the redevelopment of the Stokes Tiles site at the corner of Moore Street / Fitzwilliam Street (17/04517/FUL). The Milton Street area connects to existing residential areas in the City Centre at Springfield to the north and further north and east toward Devonshire Green / Division Street.
- 3.39 Consequently, it is considered Policy CA5A is not **'justified'** or **'effective'** in delivering the growth plan and spatial strategy given the identified issues with proposed site allocation HC03, including its focus on delivery of 1,006 new homes as part of a mixed use scheme and it is therefore **unsound**.

*Measures to make the Plan Sound*

- 3.40 It is considered that to make the Plan 'sound' would require removal of site allocation HC03 from the Priority Location in Moorfoot and amendments to the Policy as set out below:
- 3.41 Policy CA5A should be amended as follows:
- First sentence in the policy amended to read:

*"Development proposals will deliver Site Allocation(s) HC08, HC11 and HC20 and help realise....."*

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- Criterion (a) amend to remove the contribution of 1,006 homes assumed to be made by proposed site allocation HC03 and adjust the level of non residential floorspace anticipated in the area accordingly to remove reference to approximately 1.60 ha of employment land.
  - Criterion (f) - for reasons set out later in Section 3.0 with removal of site allocation HC03, amend criterion (f) to read as follows:

*“Expansion of the Grey to Green scheme to improve pedestrian links to the city, creating a stronger connection with nature for the neighbourhood.”*

- Criterion (h) – delete Criterion (h). Whilst Lidl do not object to the provision of a Mobility Hub in the Central Sub-Area, in the case of this proposed Mobility Hub it is highly questionable as to how it can be created on the site of the existing electricity sub-station forming part of proposed site allocation HC03. The existing electricity sub-station is fenced off with a secure boundary and owned by National Power Grid. This element of the overall HC03 site is in active use by a utility provider and is not considered suitable or available for a Mobility Hub.

Notwithstanding the above if the Council are able to identify an alternative location within the wider Priority Location boundary, Lidl would not object to the mobility hub being provided for elsewhere in the amended wider Moorfoot area Priority Location.

- 3.42 In addition to the above the Priority Location designation should be amended on the Proposals Map to remove proposed site HC03 allocation.

**Policy CA5B: Catalyst Site at the Junction between St Mary’s Gateway, the Moor Street, and London Road**

*Soundness of Policy CA5B*

- 3.43 Policy CA5B deals with that part of the Catalyst Site that falls within Character Area five in the Central Sub-Area.
- 3.44 Paragraph 4.9 of Part 1 to the Plan states that the objective for the Central Sub-Area to guide future regeneration to ensure Sheffield is an inclusive, resilient, competitive yet distinctive place, with a green agenda and its people at the heart, is to be achieved by creating new and distinctive ‘mixed use’ neighbourhoods across six Character Areas, five Priority Locations and three Catalyst sites.
- 3.45 Paragraph 4.9 continues by stating that Priority Locations and Catalyst Sites have been identified because of their potential to bring about regeneration of the area and create new distinctive neighbourhoods.
- 3.46 Whilst it is considered that the area covered by HC03 is in need of regeneration and could be regenerated by current proposals being advanced by Lidl, for reasons set out in the context of objections to site allocation HC03, it is concluded that this part of the proposed Catalyst Site is not available, suitable, achievable (including viable) or deliverable to contribute to the creation of new distinctive mixed use neighbourhoods with a focus on the provision of 1,006 new homes.

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3.47 On this basis we object to Policy CA5B on the basis that it is not **'justified'** or **'effective'** in delivering the growth plan and spatial strategy of the city and therefore **unsound**.

*Measures to make the Plan Sound*

3.48 Proposed site allocation HC03 should be removed from reference as a Catalyst Site under Policy CA5B in the context of how such areas are proposed to be developed during the plan period in terms of creating a distinctive neighbourhood focused on providing 1,006 new homes on HC03 to provide for the graduate/young professional residential market.

3.49 It is considered the site could provide uses that would help meet the wider needs of the new neighbourhood focused on Moorfoot such as food retail. However, for reasons set out later, in relation to the nature and form of development envisaged in the Publication Plan Part 1, HC03 is not available, suitable, achievable (including viable) or therefore deliverable for mixed use development with a focus on residential use providing 1006 new homes.

3.50 Against this background we consider the following amends would address the 'soundness' of the Plan with respect to Policy CA5B:

- Remove reference to Site Allocation HC03 in the first sentence of the policy and amend as follows:

*"Development proposals will deliver Site Allocation(s) HC08 and HC11 and....."*

- Criterion (a) – amend to reduce the level of homes provision in that part of the catalyst site to remove the 1,006 to be provided on HC03.

3.51 In addition to the above the Catalyst Site designation should be amended on the Proposals Map to remove land within proposed site HC03 allocation.

**Part 1: List of Site Allocations & Annex A - Draft Sheffield Plan Site Allocations Schedule**

3.52 Paragraph 16 of the NPPF highlights that Plans should be positively prepared in a way that is aspirational but also deliverable. We set out below why we consider site allocation HC03, as proposed in Part 1 of the Publication (Pre-Submission) draft Plan, is not deliverable, **justified** or **effective** and therefore **unsound**.

*Soundness of Proposed Site Allocation HC03*

3.53 To meet the growth plan and spatial strategy for the city, Part 1 of the Plan includes a list of site allocations in Appendix 1, including those listed under Policy CA5 (Page 125 of the Plan). Annex A (Site Allocations) provides more detail on the mix of uses that are required on the Site Allocations listed in Part 1 of the Plan. It also sets out any conditions that will apply to development of the sites.

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3.54 Proposed Site Allocation HC03 includes Land and Buildings at St Mary's Gate and Eyre Street, S1 4QZ and is a proposed strategic mixed use site.

3.55 A summary of the main aspects of the proposed allocation is set out below.

- Mixed use
- 1.6 ha
- Net Housing Area – 1.42 ha
- Housing capacity – 1006 Homes
- Other employment uses – 1.60 ha

3.56 The proposed allocation HC03 also includes a list of **Conditions on Development** as follows:

- Community, Commercial and/or Retail uses should be provided at ground floor level.
- Open space should be provided in accordance with Policy NC15.
- The site has been identified as having potentially contaminated land. A detailed assessment of the extent of land contamination and identifying sufficient mitigation/remediation will be required at planning application stage.
- No development should take place over the Porter culvert or within the area in 1 in 25 probability (including Climate Change allowance) of flooding. A Level 2 Strategic Flood Risk Assessment (SFRA) is required to ascertain any residual risk from culvert, identifying the extent of any non-developable area.
- The watercourse should be de-culverted and enhanced.
- Connective ecological corridors/areas (including buffers) shown on the Local Nature Recovery Strategy and combined natural capital opportunity maps are to be maintained on site and removed from the developable area. Biodiversity Net Gain should be delivered on site within the connective ecological corridor/area.
- A staged archaeological evaluation and/or building appraisal should be undertaken prior to the submission of any planning application; the application should be supported by the results of this evaluative work.

3.57 Chapter 5 of Part 1 of the Publication (Pre-Submission) draft Plan addresses 'Housing' with paragraphs 5.1-5.7 dealing with housing growth and housing land supply.

3.58 Paragraph 5.3 states that sufficient land supply has been identified to meet the proposed number of new homes over the period 2022 to 2039 with Table 1 setting out the 'Housing Land Supply'.

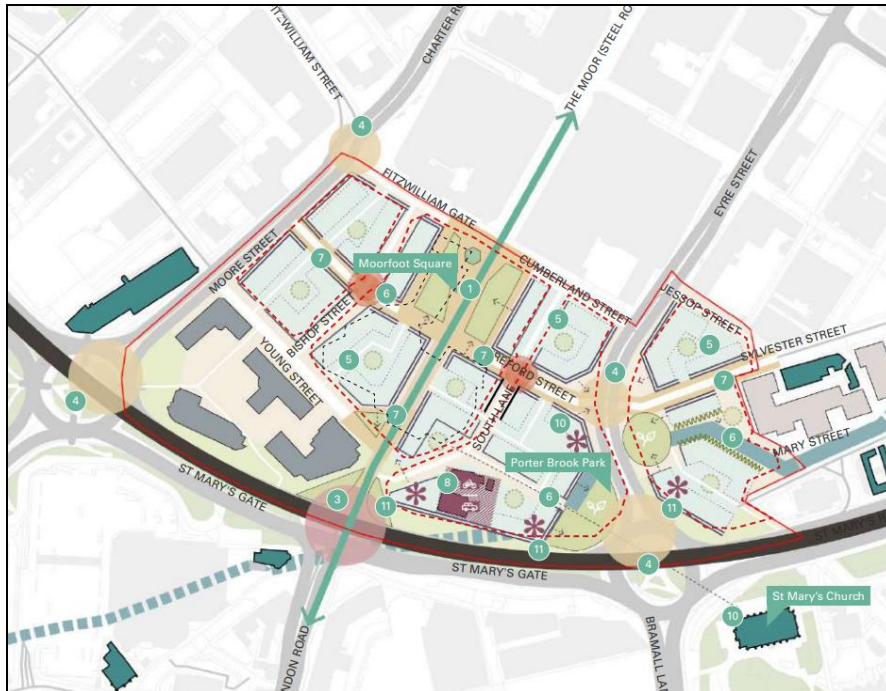
3.59 Table 1 (page 99 of Plan) identifies a supply to meet the requirement of 35,700 new homes with 26,995 new homes on allocated sites.

3.60 Table 2 (page 100 of Plan) provides a breakdown of housing supply by Sub-Area with the Central Sub-Area providing for 18,465 new homes of which 10,320 are proposed to be allocated sites currently without planning permission.

3.61 The Council's 'Site Selection Methodology' (January 2023) report forms part of the Plan's evidence base. It sets out the methodology adopted by the Council in selecting sites for future development. A range of sources was used to identify sites.

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- 3.62 This was followed by an assessment of the suitability of sites for future development. This adopted a 'general suitability' assessment of sites including a broad sustainability assessment, before considering whether the identified sites taken forward into the next stage were 'available'. The 'achievability' assessment was then undertaken as part of a whole plan viability assessment.
- 3.63 Following the above stages, a list of sites was produced that were considered suitable, available and achievable (viable) for allocation within the Sheffield Plan. The list of sites was then used to inform a number of further assessments before concluding whether a site was suitable for allocation and providing a full list of proposed site allocations the Council consider to be suitable, available and achievable.
- 3.64 Against this background, the NPPF highlights that when identifying land for homes planning policies should identify a sufficient supply and mix of sites which meet the above criteria (available, suitable, economic viability) and should identify (a) a supply of deliverable sites for the one to five year period of the Plan and (b) specific, developable sites or broad locations for growth, for years 6-10 and where possible, for years 11-15 of the plan.
- 3.65 Developable sites are defined as those which are in a suitable location for housing with a *"....reasonable prospect they will be available and could be viably developed at the point envisaged"*.
- 3.66 In order to review the 'soundness' of the plan and in particular whether proposed Site Allocation HC03 is 'sound' in the context of paragraph 35 of the NPPF, an assessment has been carried out as to the availability, suitability and achievability of HC03 as a mixed use allocation that would provide 1,006 new homes.
- 3.67 The proposed allocation of site HC03 for mixed use focused on 1,006 new homes is addressed in further detail in the Plan's evidence base, with particular reference to the city centre evidence base including the Priority Neighbourhood Frameworks (November 2022) report ("PNF").
- 3.68 The PNF report outlines guiding development principles for five Priority Locations and the three Catalyst Sites in the City Centre to guide future development in these areas.
- 3.69 The PNF document assessed the Priority Location Areas within the six Character Areas in the Central Sub-Area and developed masterplan concepts for the respective neighbourhoods with potential housing capacity for different plots of land depending on the criteria set for the assessment.
- 3.70 Moorfoot was one such Priority Location assessed in the Framework document including proposed site allocation HC03. A masterplan framework is included in the PNF (page 144-145) with an image provided below.
- 3.71 Development of the masterplan framework had regard to other guiding factors addressed in the PNF including an assessment of 'Creating Connections' through the priority location and potential 'Greenspace & Public Realm'.
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3.72 The masterplan framework depicts a number of development parcels which relate to a plan on page 125 of the PNF (see image below) which sets out potential height by a range of number of storeys for each parcel and indicative capacities for each plot.



3.73 A further broad masterplan for the Catalyst Sites is depicted on page 129 of the PNF. An image of the masterplan that includes the scenario assuming redevelopment of the Moorfoot building is below.

3.74 For proposed site allocation HC03, it shows the suggested arrangement of development blocks, which when account is taken of the assumed densities that could be achieved in the context of the number of storeys for each block, this provides a range of potential housing numbers.

3.75 In each capacity scenario tested the total maximum capacity calculated for parcels 4-6 (site allocation HC03) inclusive in the PNF Report is 1,159 homes.



3.76 The estimated capacity for housing in Annex A to Part 1 of the Plan (Site Allocation HC03) is given as 1,006 homes.

3.77 In order to determine whether proposed site allocation HC03 is available, suitable, achievable and would result in the provision of a developable site, an assessment has been carried out, including an examination of constraints to development, to understand whether the proposed allocation is appropriate.

3.78 The assessment considers whether the proposed allocation (HC03) is 'sound' in the context of the proposed mixed use development providing for 1,006 new homes as the focus of the development with commercial / community and other uses on lower floors.

*Assessment of Availability*

3.79 A land ownership plan is included in **Appendix 1**. This shows three main land ownerships including land owned by Sheffield City Council, National Power Grid and Lidl Great Britain Limited.

3.80 Sheffield City Council's ownership in general terms includes the south west corner area, which is currently grassed and treed, the south east corner which is the open section of Porter Brook and the grassed area with pedestrian/cycle routes towards the underpass, as well as land along the frontage to St Mary's Gate (inner Ring Road). From title searches the Council also own the northern block currently largely occupied by offices.

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- 3.81 National Power Grid (NPG) own the Sub-Station area and slivers of land to the west and south of the sub-station compound. Access into the sub-station compound is from the south east corner of the compound facing the inner Ring Road. As is shown in the next section NPG have access rights to the sub-station entrance from Eyre Street.
- 3.82 Lidl Great Britain Limited's ownership includes the former retail park, associated car parking area to the east of the existing buildings and open service yards accessed from South Lane.
- 3.83 The area under the ownership of Lidl Great Britain Limited is not 'available' and is being promoted for an alternative use which re-uses / alters the existing building on the site resulting in refurbishment and regeneration of the site to provide a food retail use within the inner Ring Road that is well placed to meet the basic weekly food shop for city centre residents and others. This part of the site is therefore not 'available'.
- 3.84 NPG own land providing the location of the sub-station and immediately adjoining slivers of land. The sub-station is active and there is no suggestion it is to be relocated or otherwise and consequently it remains in situ, limiting the ability to provide a mobility hub on this part of the wider site. Availability of this part of the wider allocation is highly questionable.
- 3.85 As highlighted earlier the online planning guidance advising on the 'availability' of land, in the context of a housing and economic land availability assessment, states that a site can be considered available for development, when on the best information available there is 'confidence' that there are no legal or ownership impediments to development.
- 3.86 In the case of proposed allocation HC03 and for reasons given above there are ownership impediments to delivery of the allocation and there is not the confidence that other impediments do not exist, for example, access rights for National Power Grid. The latter is accommodated as part of the current Lidl proposals on the site.
- 3.87 Consequently, in our view the site cannot be considered available for proposed site allocation HC03.

#### *Key Site Constraints*

- 3.88 Constraints plans are provided in **Appendix 2**. This sets out some of the key constraints to determining the developable area of the wider proposed HC03 allocation. The main constraints are overlaid on the SMR masterplan schemes addressed later (7587-SMR-00-ZZ-DR-A-8204-S3-P2 & 7587-SMR-00-ZZ-DR-A-8205-S3-P2).
- 3.89 The south east corner of the site is currently a grassed area with cycle/pedestrian routes and in the NFP is shown as a future potential park area (Porter Brook Park).
- 3.90 The sub-station location is considered a constraint to development given it is in situ and not proposed for re-location. In addition, NPG have a right of access to the sub-station compound access gate facing St Mary's Gate through the existing retail warehouse car park from the adopted highway at the Eyre Street entrance to the existing car park.
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- 3.91 This is shown on the constraints plans in **Appendix 2** and provides a relatively wide area of passage through the site from the car park entrance off Eyre Street to access the sub-station for maintenance and other purposes. The route ensures that sufficiently sized vehicles can access the site for maintenance purposes and other works, for example, should a transformer need replacing. The access route is a significant constraint given it would need to be taken into account in any future redevelopment of the site.
- 3.92 In addition to the access route through the site for NPG, there are a number of cable easements through the site, the main one running north / south through the existing car park that would need to be relocated, which would lead to a significant financial cost. A plan showing existing NPG apparatus connected with the sub-station is also included in **Appendix 2**.
- 3.93 Porter Brook passes under the south east part of the HC03 site area in culvert before it enters the short section (30m) of open channel before entering a further culvert to go under Eyre Street.
- 3.94 The alignment of the Porter Brook culvert is a constraint to development. With the culvert in situ no new built development should be located over the Porter culvert. We are further advised by Lidl's flood risk consultant (Weetwood) that no new development should be constructed within 8m of the centreline of the existing culvert.
- 3.95 The policies in the Publication (Pre-Submission) Draft Plan, as currently worded, and the proposed site allocation HC03 seek the de-culverting of Porter Brook. This has been taken into consideration in our assessment of proposed site allocation (HC03). Our assessment has examined a land area for development based on the masterplan framework provided by the PNF and also a land area for development assuming de-culverting and daylighting of the culverted section of the Brook.
- 3.96 Whether the culvert is taken into account in situ (with the 8m easement from centre line) or de-culverted, it has an impact on the assumed developable area on the PNF concept masterplan, substantially reducing the area available for development.

#### *Assessment of Suitability*

- 3.97 In considering whether the area comprising the NPG, Lidl and Council owned land is 'suitable' for the proposed HC03 allocation, we have undertaken a masterplan assessment based on the concept plan provided in the PNF to determine the number of units that are achievable.
- 3.98 The assessment of capacity is provided in **Appendix 3**. This includes two masterplans provided by SMR architects based on the HC03 allocation area with Porter Brook retained in culvert and also an option with Porter Brook de-culverted and embankments on either side. These have been designed in accordance with the guidelines within the PNF.
- 3.99 The housing mix for each concept masterplan envisages providing a mix of units but ensuring that one house type does not dominate thus seeking to deliver a mixed community with choice of housing. The housing mix adopted for the assessment

seeks to provide a range of units from one to three bed apartments but with a focus on one and two bed apartments. The housing mix assessed includes the following for the apartments:

- 1 Bed – 40%
- 2 Bed – 48%
- 3 Bed – 12%

3.100 Taking account of the above and the parcels of land that are envisaged would come forward in the concept masterplans of the Priority Neighbourhood Frameworks (PNF) report and also providing an option which would de-culvert the Porter Brook, two masterplans were provided by SMR Architects.

3.101 In each masterplan an assumption was made allowing for two storeys in each block to provide for a range of other supporting uses such as retail, hospitality, leisure and community uses. This would provide for other uses and lead to the creation of active ground floor frontages.

3.102 Plan 7587-SMR-00-ZZ-DR-A-8200-S3-P2 (“Plan 8200-S3-P4”) shows the layout of the blocks of development as depicted on the masterplan concept in the PNF with associated public realm areas providing open squares and cycle/pedestrian links through the area. Adopting the above housing mix and the range of storey heights for each block as set out in the Priority Neighbourhood Framework report, would result in the delivery of the following range of units:

- 642-890 homes



3.103 The above range would provide a maximum of 890 homes, below the proposed allocation sought of 1,006 homes and before considering the various constraints identified earlier.

3.104 The second scheme assessed by SMR takes account of the de-culverting of Porter Brook where it passes through the south east corner of the proposed allocation.

3.105 Plan 7587-SMR-00-ZZ-DR-A-8201-S3-P2 (“Plan 8201-S3-P4”) in **Appendix 3** adopts the same housing mix but with a reduced quantum of development in Parcel 5B to account for the de-culverting of Porter Brook as suggested in the emerging policies and the need for access by the environment agency for maintenance purposes. Based on this adjustment, the amended scheme to facilitate de-culverting could deliver the following number of units:

- 546-756 homes



3.106 The above figure of 756 homes is substantially less than that envisaged in the proposed allocation of 1,006 homes. De-culverting of the Brook would not enable provision of the number of homes envisaged in proposed site allocation HC03 and would be circa 250 homes or 25% below the allocation requirement.

3.107 The above masterplan assessment shows that on either basis, proposed site allocation HC03 could not accommodate the quantum of housing envisaged in the allocation of 1,006 homes. This is particularly the case if regard is had to the potential de-culverting of the Porter Brook for a short section between St Mary’s Gate Ring Road and the open section.

3.108 A further relevant consideration in the context of ‘suitability’ is whether the form and quantum of development envisaged by proposed site allocation HC03 is suitable when considered against relevant constraints and their potential to be mitigated.

3.109 The concept masterplan in the Priority Neighbourhood Framework (PNF) document (Page115) shows a landmark building on top of the culverted section of Porter Brook. This is carried forward in the further masterplan outline for development blocks shown on pages 129 and 131 (see images earlier in this representation document).

3.110 The location of development blocks on the proposed site allocation HC03 is not realistic as no new built development should be constructed within 8m of the centre line of the existing culvert. The concept masterplan provided by SMR (Plan 8200-S3-

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- P4) includes the block in Parcel 5B in the location shown on the PNF concept masterplan to seek to maximise development potential.
- 3.111 However, there is no reasonable prospect of a layout adopting this approach being achieved where the apartment block is located over the culvert.
- 3.112 On this basis and taking account solely of the constraint resulting from the location of the existing culvert, the estimated capacity figure above of 756 maximum homes (Plan 8201-S3-P4) is more realistic than the estimated figure of 890 maximum homes. The former clearly falls well below the envisaged allocation of 1,006 units.
- 3.113 A further constraint is the NPG access route through the existing retail park car park. This route is shown on the constraints plan in **Appendix 2**. The access route would clearly also affect the northern section of Parcel 5B and apartments in that block.
- 3.114 Given the location of the access into the NPG compound (south east corner of the compound) it would be difficult to see an alternative route, particularly if the route is required to cater for access by larger vehicles should more substantial works be required on the Sub-Station including, for example, the replacement of a transformer. This constraint would further reduce the developable area for built form and result in a reduction in the number of units that could be delivered on the allocation.
- 3.115 In addition, we include details of NPG's apparatus and cable locations in **Appendix 2**. This shows a number of cables and easements through proposed site allocation HC03 including a cable running through the existing car park to Eyre Street. There are also a number of cables running towards and across South Lane. A number of the cables would require diversion to accommodate the envisaged development under HC03 which would add significant cost to bringing the wider site forward for development.
- 3.116 A further constraint to delivery of the respective development parcels is the extent of the National Power Grid ownership and its impact on Parcel 6. Parcel 6 is currently assumed to include the City Council owned land in that corner of the allocation and part of the NPG land (see Land Ownership in **Appendix 1**). If the NPG land is excluded from the assessment SMR advise that with the remaining triangular grassed/treed area of land left within Parcel 6, it would be highly unlikely that any apartments could be accommodated on the limited remaining area. It is noted from the NPG cable and easement details in **Appendix 2**, there are number of cables running along the frontage to St Mary's Gate (Ellin Street) and along the narrow lane immediately west of the sub-station compound and across South Lane. These run outside the compound but within NPG's land.
- 3.117 Taking account of the access rights for NPG and effective loss of Parcel 6 (estimated capacity of 327 units), this would result in the number of homes capable of being delivered on the site falling significantly below the proposed site allocation of 1,006 homes and indeed, well below the 756 units. The latter figure accounts for the fact that Parcel 5B cannot be developed over the culvert. If account is taken of the loss of Parcel 6 and 327 homes, this would leave around 429 homes without taking account of the NPG access rights constraint through the Lidl owned parcel of land.
- 3.118 In addition to the above, proposed allocation HC03 includes an existing office block and ground floor commercial uses in the northern part of the allocation. The office
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block was vacant for a number of years before being largely occupied by Wizu, a provider of serviced offices and co-working areas with meeting rooms, common areas and provision of virtual offices. The serviced offices and co-working offer provides a range of opportunities for small business and start ups to thrive in a community of other high quality office based businesses, making a valuable contribution to delivering the vision for the city (paragraph 2.2 – 2.5 of the Plan) to increase the skills of its people and make Sheffield a major employment centre.

3.119 The existing office building provides an important employment base for a number of companies enabling generation of better quality jobs and growth in employment to help raise average incomes and make a positive contribution to meeting the need for high quality and suitable accommodation for modern businesses.

3.120 The loss of the office accommodation would be at odds with the vision and objectives of the Plan in the context of the economy and on this basis this part of allocation HC03 would not be suitable for redevelopment for the proposed mixed use development envisaged in the emerging Plan.

3.121 Against this background we do not consider proposed site allocation HC03 to be 'suitable' for the proposed mixed use allocation focussed on the provision of 1,006 new homes as set out in the Publication (Pre-Submission) Draft Sheffield Plan.

#### *Assessment of Achievability (Viability)*

3.122 When assessing whether a proposed site allocation is 'sound' it is relevant to consider whether the proposed allocation is considered achievable for the development envisaged. This is essentially a judgement about 'economic' viability of the proposed development as envisaged in the allocation.

3.123 To assess viability, consultants (RLB) were instructed to provide a feasibility report (see **Appendix 4**) for the SMR masterplans, which were based on the proposed allocation HC03 adopting a range of storey heights in the respective development parcels within the proposed allocation.

3.124 The RLB report provides a rounded cost estimate for construction of the various schemes identified with and without de-culverting of Porter Brook.

3.125 Viability consultants (Savills) were then instructed to provide a development appraisal residual valuation assessment for the potential schemes, focussing on those that would provide for the maximum levels of development with and without de-culverting of the Porter Brook to determine likely viability of any scheme.

3.126 The findings of the Savills assessment are included in **Appendix 5**. This shows that there are significant viability concerns with the proposed options that have been investigated.

3.127 The assessment finds that in each scenario assessed a proposed redevelopment to provide a mixed use scheme to seek to deliver site allocation HC03 and taking account of the need for a developer profit, would result in a significant and substantial negative land value of circa **-£41.9m** for the maximum homes scheme and **-£37.2m** for a reduced quantum of housing (with de-culverting) but without taking account of a



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number of key constraints relating to development of the proposed allocation site as identified above.

3.128 On this basis proposed allocation HC03 is not considered to be ‘achievable’ and is not economically viable.

*Conclusions on Availability, Suitability, Achievability & Soundness of HC03*

3.129 In light of the above assessment, we conclude that proposed allocation HC03 is not available, suitable or achievable as a strategic mixed use allocation with a focus on providing for 1,006 new homes.

3.130 The NPPF (paragraph 68) highlights that planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. In doing so planning policies should identify a supply of specific deliverable sites for years one to five of the plan period and secondly, specific developable sites or broad locations for growth for 6-10 years and where possible for years 11-15 of a Plan.

3.131 Developable sites for the longer term are those defined by the NPPF Annex 2 Glossary as those with a ‘reasonable prospect’ that they will be ‘available’ and could be ‘viable’ developed at the point envisaged.

3.132 Based on the evidence provided it is considered that there is no ‘reasonable prospect’ that proposed site allocation HC03 could be provided beyond 5 years during the plan period. The evidence shows that development would not be economically viable and proposed allocation HC03 is not suitable or available for the mixed use development envisaged in the emerging Plan for the reasons set out above.

3.133 In light of the above, we conclude that proposed site allocation HC03 is not ‘**justified**’ or ‘**effective**’ and neither would it be ‘**consistent with national policy**’ in relation to the relevant provisions of the NPPF in the context of identifying land for homes as set out at paragraph 68. On this basis the plan is **unsound**.

*Measures to make the Plan Sound*

3.134 In light of the above and for reasons set out we object to proposed site allocation HC03.

3.135 In order to make the Plan ‘sound’ we consider that allocation HC03 should be deleted and removed from the Plan, including from Part 1, Appendix 1 (Site Allocation list under Policy CA5) and from Annex A (Site Allocations Schedule).

3.136 The proposed site allocation HC03 should also be removed from the Proposals Map and should continue to be shown within the Central Area Flexible Mixed Use Zone (as proposed to be amended).

3.137 For reasons set out above we consider that a total housing capacity on HC03 of 1,006 homes is not achievable and the allocation would not provide a developable site to meet the longer term supply in the Plan period beyond 5 years.

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- 3.138 The area covered by site allocation HC03 falls within the proposed Central Area Flexible Use Zone which is addressed by emerging Policy VC3 (Part 2 of the Plan).
- 3.139 We provide further comment on Policy VC3 in Section 4.0 of these representations. The Policy zone provides for a range of potential uses that would be appropriate in the central area flexible use zone. The Lidl site is considered suitable for development and is currently the subject of an application promoting its regeneration.
- 3.140 The flexible policy zone approach (as we propose it to be amended – see Section 4.0) would provide an appropriate framework for delivery of future regeneration of the site and surrounding area rather than a site specific allocation. The ‘Conditions of Development’ in proposed allocation HC03, where they relate to general policy considerations, would be addressed by other policies in the plan should future proposals come forward on parcels of land within the HC03 area.
- 3.141 On this basis we object to proposed site allocation HC03 and consider it should be removed from the Plan Site Allocations list with any future development proposals on the site to be addressed by its location within the proposed Central Area Flexible Use Policy zone.

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## 4.0 Representations to the Sheffield Plan (Pre-Submission) Draft – Part 2: Development Management Policies and Implementation

4.1 This section of the representation statement provides comment on Part 2 of the Plan which focusses on development management policies and implementation. The following policies are objected to, along with draft parking guidelines:

- Policy ES1: Measures required to achieve reduced carbon emissions in new development
- Policy EC5: Assessment of Proposals for Commercial, Business and Service Uses, Retail Warehouse Clubs and Leisure Development Outside Centres
- Policy VC3: Development in the Central Area Flexible Use Zones
- Policy GS5: Development and Biodiversity
- Policy GS6: Biodiversity Net Gain
- Policy GS7: Trees, Woodlands and Hedgerows
- Policy GS10: Protection and Enhancement of Water Resources
- Annex B – Parking Guidelines

### **Policy ES1: Measures required to achieve reduced carbon emissions in new development**

#### **Soundness of Policy ES1**

4.2 The new Sheffield Plan seeks to set new standards to ensure that new development in the city receiving planning permission from 2030 onwards is net-zero carbon.

4.3 Policy ES1 as drafted states as follows:

*“Developments that result in new dwellings or new non-residential buildings will be expected to reduce their carbon emissions by at least 75% from 1 January 2025 and be net zero carbon from 1 January 2030. In order to achieve this, developments should:*

- a) adopt a ‘fabric first’ approach, achieving minimised energy demand through the use of efficient services and low carbon heating before maximising potential for onsite renewables; and*
- b) generate renewable energy and/or provide low carbon heating in accordance with Policies ES2 or ES3; and*
- c) reuse existing buildings wherever possible; and*
- d) use sustainable and/or recycled materials wherever possible; and*
- e) create and restore habitats that absorb carbon, such as wetlands and woodlands wherever possible and in accordance with Policies GS5- GS7; and*
- f) improve soil management to enable better storage of carbon within soils wherever possible”*

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- 4.4 The supporting text clarifies that the percentage reduction in carbon emissions referred to in Policy ES1 relate to reductions against the levels permitted by the Building Regulations 2013.
- 4.5 Notwithstanding this, the level of reduction by 75% is substantial from January 2025 and this may raise financial viability issues for new developments and for some new developments could potentially raise issues relating to the technical achievability of such a reduction depending on the scale and type of development proposed.
- 4.6 Whilst Lidl Great Britain Limited clearly support the drive towards more sustainable development, due to the above concerns it is considered that, as worded, Policy ES1 is not '**justified**' and '**effective**' in delivering new investment in a sustainable manner. As worded, we consider Policy ES1 to be **unsound**.

*Measures required to make the plan sound*

- 4.7 We consider that to provide some scope for financial viability to be taken into account along with the situation that may arise in some instances where achievement of the policy ambition is not technically feasible, we consider the following amendment to the first part of the policy would address our concerns. The amended text is provided in red font.

*“Developments that result in new dwellings or new non-residential buildings will be expected to reduce their carbon emissions by at least 75% from 1 January 2025 and be net zero carbon from 1 January 2030 **unless it can be demonstrated that this is not technically or financially viable**. In order to achieve this, developments should:.....”*

**Policy EC5: Assessment of Proposals for Commercial, Business and Service Uses, Retail Warehouse Clubs and Leisure Development Outside Centres**

*Soundness of Policy EC5*

- 4.8 Policy EC5 addresses town centre related uses seeking to direct them under the NPPF sequential test to locations in town centres (criteria a). Under criteria (b) the policy confirms that if there are no suitable and available sites in town centre locations, taking account of the need for flexibility, then edge of centre and out of centre locations can be considered.

*Criteria (c) of Policy EC5*

- 4.9 Criteria (c) then states that:

*“edge of centre and out of centre sites should be accessible and well-located to a town centre”*

- 4.10 We object to criteria (c) for the reasons set out below.

- 4.11 Section 7 (Ensuring the vitality of town centres) of the NPPF addresses the sequential test. Paragraph 87 sets out the search sequence having established that local

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planning authorities should apply a sequential test to planning applications for main town centres uses which are neither in an existing centre nor in accordance with an up to date plan.

- 4.12 In those circumstances main town centre uses should be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.
- 4.13 The NPPF continues in paragraph 88 stating that “...when considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre....”.
- 4.14 As worded, Policy EC5 in the emerging Plan suggests that all edge of centre and out of centre sites should be accessible and well connected to a town centre. The implication being that if a site is not accessible and well connected to a town centre then it would be unacceptable.
- 4.15 That is not what the NPPF is seeking to apply. Paragraph 88 adopts an approach that once it is established there are no town centre sites that are suitable and available, and when considering edge of centre and out of centre alternatives, ‘preference’ should be given to those sites that are accessible and well connected to a town centre.
- 4.16 The approach does not suggest that an out of centre site that is ‘not well connected’ to a town centre or ‘accessible’ should be automatically discounted or rejected. The NPPF indicates that where a number of alternative sites are being assessed in edge of centre and out of centre locations, ‘preference’ should be given to sites that are accessible and well connected to the town centre.
- 4.17 The NPPF does not therefore suggest that sequential sites assessed that are ‘not well connected’ or ‘accessible’ should be automatically rejected. There could clearly be circumstances where such a site could be acceptable under the sequential test.
- 4.18 As currently drafted the wording of criteria (c) of Policy EC5 is **not consistent** with national policy and therefore the plan is **unsound**.

#### Criteria (f) of Policy EC5

- 4.19 Criteria (f) of Policy EC5 permits ‘proposals’ for commercial, business and service uses, retail warehouse clubs and leisure developments where, combined with recent commitments and developments in a catchment area, they are unlikely to have a significant adverse impact on investment in centres or the vitality and viability of centres in the catchment area of the proposal.
- 4.20 The NPPF (paragraph 90) addresses the need or otherwise for impact assessments. In this context it states:

*“When assessing applications for **retail and leisure** development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate,*

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*locally set threshold (if there is no locally set threshold, the default threshold is 2,500 m<sup>2</sup> of gross floorspace). This should include an assessment of.....” (our emphasis)*

- 4.21 The requirement for an impact assessment to be provided relates to **retail** and **leisure** development outside town centres that are above a set threshold, whether the NPPF default threshold or a locally set threshold.
- 4.22 In order to address the requirements of criteria (f) as currently worded, this implies the need for some form of impact assessment to address whether significant adverse impact would arise for all proposals. The wording suggests that ‘Proposals’ will be permitted if they meet criteria (f). Under Policy EC5 that includes retail/leisure and a range of other uses that are potentially to be subject to an assessment of cumulative impact to determine if significant adverse impact arises.
- 4.23 Criteria (f) appears to apply the requirement to address cumulative impact to a range of uses not referenced in paragraph 90 of the NPPF.
- 4.24 On this basis criteria (f) is not **justified** and is **not consistent** with national policy.
- 4.25 In light of the above we consider that criteria (f) should be deleted and the requirement for any combined (cumulative) impacts to be assessed incorporated into criteria (h).

#### Criteria (h) of Policy EC5

- 4.26 Criteria (h) requires retail impact assessments for proposed edge of centre and out of centre developments where they breach certain floorspace thresholds. Criteria (h) states as follows:

*“Retail impact assessments will be required for:*

- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 500 square metres or more;*
- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 300 square metres or more, and are within 800 metres of a District Centre;*
- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 200 square metres or more, and are within 800 metres of a Local Centre.”*

- 4.27 Paragraph 90 of the NPPF addresses the need or otherwise for impact assessments. In this context it states:

*“When assessing applications for **retail and leisure** development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set threshold (if there is no locally set threshold, the default threshold is 2,500 m<sup>2</sup> of gross floorspace). This should include an assessment of.....” (our emphasis)*

- 4.28 Criteria (h) seeks impact assessments for a wider range of uses than just retail and leisure development outside town centres. The current wording of the policy seeks

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impact assessments for “*commercial, business, leisure and services uses*” above a certain size threshold. This is **not consistent** with national policy in the NPPF and therefore not **justified** and **unsound**.

- 4.29 Impact assessments should be required for retail and leisure developments and not the wide range of uses currently suggested in the policy wording.
- 4.30 In relation to the floorspace thresholds we also consider Policy EC5 not to be **justified** and **effective** for reasons set out below and therefore **unsound**.
- 4.31 The first bullet point requires an assessment for relevant proposals that have a gross floorspace of 500 square metres or more. This would appear to apply to all edge of centre and out of centre proposals.
- 4.32 The Councils evidence base includes the Sheffield Retail and Leisure Study (SRLS) (November 2022). Recommendations of the study for planning policy are provided in Section 9.0 of the report. This includes recommendations on thresholds in the context of paragraph 90 of the NPPF and the need to provide an impact assessment (see paragraphs 9.35-9.55).
- 4.33 The SRLS makes clear that provision of a threshold for an impact assessment for edge of centre and out of centre proposals should relate to ‘retail and leisure’ development (see paragraph 9.35) and not to a wider range of uses.
- 4.34 On this basis and as set out further below the policy wording should be amended to reference just retail and leisure developments to be subject to the impact test in edge of centre and out of centre locations.
- 4.35 So far as the proposed thresholds in criteria (h) are concerned and in relation to the first threshold of 500 m<sup>2</sup>, this is justified on the basis that there are a relatively limited number of units in Sheffield City Centre that have a greater floorspace than 500 m<sup>2</sup> as well as the current vacancy rate of the centre.
- 4.36 Sheffield City Centre is the principal centre in the local plan area. The centre is going through changes that reflect the national picture in terms of the high street. However, it is still a substantial centre with 549 units including a good core retail offer focussed on the pedestrianised Moor.
- 4.37 As a substantial centre with a range and choice of retailers and a focus on the comparison goods sector, the SRLS assesses its comparison goods turnover at over £300m at 2022 (2020 prices).
- 4.38 On this basis and when setting a threshold above which impact assessments should be required, it is our view that a higher threshold would be appropriate. A threshold of 500 m<sup>2</sup> gross or greater would, in our opinion, lead to impact assessments being prepared for developments of limited scale that would clearly not lead to significant adverse impact on the City Centre.
- 4.39 We therefore consider that a higher threshold should be applied and something more approaching the default threshold in the NPPF of 2,500 m<sup>2</sup> gross.

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- 4.40 We consider a more appropriate threshold would be any retail or leisure development above 2,000 m<sup>2</sup> gross. This would also be the default to be applied authority-wide.
- 4.41 With regard to the second bullet dealing with impact assessments in proximity to District Centres, such centres often have a reasonable scale of retail provision including a good foodstore offer over 1,000 m<sup>2</sup> gross.
- 4.42 Data in the SLRS including Table 5 (Appendix 6 – floorspace) and the district centre health checks (Appendix 4) show that centres such as Bannercross include a 2,077 m<sup>2</sup> gross Co-op, Crystal Peaks provides a 8,188 m<sup>2</sup> gross Sainsbury's, Broomhill includes a Morrisons (1,083 m<sup>2</sup> gross), Heeley district centre includes a 1,744 m<sup>2</sup> gross Lidl foodstore and Ecclesall Road district centre includes the Tesco, Berkley Precinct store (1,792 m<sup>2</sup> gross) along with an M&S Foodhall (1,991 m<sup>2</sup> gross).
- 4.43 Based on current provision across a substantial number of the district centres, it would seem that a significant number have at least one foodstore over 1,000 m<sup>2</sup> gross.
- 4.44 Consequently, we consider the appropriate threshold for proposals under the second bullet point in Policy EC5 to provide an impact assessment should be those proposals in excess of 1,000 m<sup>2</sup> gross, the definition of a 'major' development.
- 4.45 The third and final bullet deals with proposals proximate to local centres. As local centres will tend to serve a much more local catchment area compared to a district centre, the distance from such a centre when the trigger for an impact assessment should be set should be less than for a district centre.
- 4.46 We consider the distance to trigger the need for an impact assessment should be 400m. The CIHT document 'Guidelines for Providing Journeys on Foot' (2000), which summarises suggested acceptable walking distances to and from development for commuting/school and for other journeys, including retail and shopping, suggests a 'desirable' walking distance for retail / shopping journeys on foot of 400 metres. Local centres will tend to attract more walk in trade from local residents and as such this distance from the local centre would be more likely to determine its core sphere of influence.
- 4.47 On this basis the distance trigger for the third bullet point should be set at 400 metres. We would also suggest the trigger for impact assessments proximate to a local centre should be set at 300 m<sup>2</sup> gross. Outside of local centres there are also a range of small corner shops in the urban area that provide an important function close to where people live and these will tend to be around 200 m<sup>2</sup> gross. There are various corner shops in urban areas of the city that co-exist with local centres and do not give rise to significant adverse impacts.
- 4.48 Consequently, we consider the threshold should be set at 300 m<sup>2</sup> gross to allow for that corner shop provision close to where people live meeting essential day to day needs.
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Measures required to Policy EC5 to make the plan sound

4.49 In relation to the wording of Policy EC5, we consider the following amendments should be made to ensure the policy wording is justified, effective and consistent with national policy.

Amends required to Criteria (c) of Policy EC5

4.50 For reasons set out earlier, criteria (c) is not consistent with national policy contained in the NPPF and should be deleted.

Amends required to Criteria (f) of Policy EC5

4.51 For reasons set out earlier, criteria (f) is not consistent with national policy or justified in requiring all proposals falling under Policy EC5 to address cumulative impact considerations and should be deleted. As indicated, the issue of cumulative impact could be addressed under amendments proposed to criteria (h).

Amends required to Criteria (h) of Policy EC5

4.52 As set out above, we conclude that criteria (h) is not justified, effective or consistent with national policy for reasons set out and therefore unsound.

4.53 There are a number of amendments required to the wording of criteria (h) to bring the wording of the policy in line with national planning policy and ensure it is justified and effective. In summary the changes sought include:

- Requiring 'impact assessments' for 'retail and leisure' development in relevant circumstances as specified in the NPPF;
- Remove reference to the range of other uses when impact assessments are sought under the draft policy;
- Amendment to the floorspace threshold for impact assessments to be undertaken;
- Amendment to the distance trigger from local centres when an impact assessment might be required and floorspace threshold.

4.54 In light of the above the wording of criteria (h) should be amended to the following:

*Impact assessments, including assessment of cumulative impact where appropriate, will be required for:*

- *proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 2,000 square metres or more; or*
- *proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 1,000 square metres or more, and are within 800 metres of a District Centre; or*

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- *proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 300 square metres or more, and are within 400 metres of a Local Centre.*

### **Policy VC3: Development in the Central Area Flexible Use Zones**

#### *Soundness of Policy VC3*

- 4.55 The Central Area Flexible Use Zone covers a large part of the Central Sub-Area allowing for a variety of uses to come forward in such areas. The flexible use zone includes the area covered by proposed site allocation HC03 and other land. The flexible use zone does not override site specific allocations but is to be read in conjunction with Policy AS1.
- 4.56 Our representations seek the removal of site specific allocation HC03 as set out earlier. However, the Central Area Flexible Use Zone (subject to proposed amendments set out below) should be retained. This would provide the flexibility for a range of uses to come forward in the area in the future thus enabling regeneration of the Lidl site.
- 4.57 In this context whilst we support reference to the suitability of sites under the Flexible Central Area Use Zone for commercial, business and service uses (Class E) to be acceptable in such locations, this is subject to any proposals complying with Policy EC5. The latter has been addressed elsewhere in the representations where amendments are sought to the wording of the policy.
- 4.58 The Lidl site is located in the Policy VC3 Central Area Flexible Use Zone and its permitted use is for retail given the planning history and historic use of the site. There will be other sites within the Central Area Flexible Use Zone which benefit from a permitted Class E use. In such circumstances any future proposals for the same Class E use on such sites will have a fallback use of the site for the permitted use. In such circumstances a proposal for a Class E use on a site where it accords with the permitted Class E use should be considered acceptable 'in principle' in that location.
- 4.59 As currently worded the policy approach in the draft Plan would require a new proposal for a Class E use on such a site to be subject to the full requirements of Policy EC5 irrespective of the fact the site benefits from a permitted use reflecting the proposed Class E use.
- 4.60 In such circumstances and in order to ensure the Plan is positively prepared and effective in bringing forward regeneration of sites in the central area flexible use zone, it is considered that if there is a permitted Class E use on a site, a future proposal for that same permitted use should be considered acceptable 'in principle' in the Central Area.
- 4.61 As currently worded it is considered the Policy VC3 is **not positively** prepared or **effective** and therefore **unsound**.

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*Measures required to Policy VC3 to make the plan sound*

4.62 To make the plan sound in the context of Policy VC3, whilst supporting the broad approach of the policy, it is considered an amendment is required to the wording of the 5<sup>th</sup> bullet point addressing the range of acceptable uses in the Central Area Flexible Use Zone as follows:

- *“Commercial, business and service uses (Class E) – where they comply with Policy EC5 or where they accord with a permitted Class E use of the site”*

**Policy GS5: Development and Biodiversity**

*Soundness of Policy GS5*

4.63 Policy GS5 provides a general policy addressing development and biodiversity. The second part of the policy sets out a number of requirements upon new development, wherever relevant.

4.64 Criteria (b) states that development should:

*“b) protect and retain key habitats within the city’s Local Nature Recovery Network, while maximising opportunities to connect and extend their range through habitat creation and enhancement; and...”*

4.65 At the time of writing details of the city’s Local Nature Recovery Network are not available and therefore we reserve the right to make comment in due course when the information is available.

**Policy GS6: Biodiversity Net Gain**

*Soundness of Policy GS6*

4.66 Policy GS6 deals with Biodiversity Net Gain. The second part of the policy (see text below) requires that BNG in excess of 10% may be required where certain circumstance arise as set out below.

*“BNG in excess of 10% may be required where:*

- *there is a particular ecological need in that location based on evidence in a biodiversity/nature recovery action plan or as part of the Local Nature Recovery Network mapping, or*
- *there is evidence of rare/protected species within, or close to, the development site; or*
- *the site starts with very low or nil existing biodiversity value.”*

4.67 The NPPF requires provision of net gains for biodiversity (paragraph 174). The Environment Act 2021, which comes into force in November 2023 will require provision of 10% net gain.

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- 4.68 National planning policy does not require provision of in excess of 10% net gain and neither does the Environment Act 2021, once it comes into full force.
- 4.69 We therefore object to the wording of Policy GS6 in this regard. The wording of this element of the policy is therefore not **justified** and **not sound**.
- 4.70 In addition to the above the final main section of the policy states that *“To ensure BNG is achieved new developers will be required to.....”*.
- 4.71 Criteria (b) requires delivery of BNG on site or on sites identified in the Local Nature Recovery Strategy. The latter document is not currently available and therefore it is not possible to understand how many sites the Council have identified for off site mitigation.
- 4.72 Notwithstanding the above, circumstances may arise where off site provision on the identified sites is not feasible and in those circumstances a contribution should be required to achieve off site improvements elsewhere.
- 4.73 On this basis and as currently worded, criteria (b) is not justified and would not be effective in addressing the issue of off site BNG provision during the plan period. As such we consider criteria (b) should be amended as set out further below.
- 4.74 We object to criteria (c) on the basis that it requires that biodiversity net gain achieved is additional to any habitat creation and/or enhancement required to mitigate or compensate for impacts of development on biodiversity.
- 4.75 We object on the basis that the proposed wording of criteria (c) proceeds on the basis that the 10% net gain is measured from a baseline after account is taken of any measures required to mitigate or compensate for any impacts arising from the development.
- 4.76 This is not justified in the context of how the BNG metric applies and is to be used in that it seeks to measure the baseline of the development site before development takes place and the position with development completed. From that assessment it provides an understanding of any BNG units lost or gained through the development. The baseline should be the current site conditions and not a higher baseline with other improvements already assumed to be taken into account.
- 4.77 The approach in criteria (c) is not **effective** or **justified** and **unsound**. Criteria (e) of the policy seeks to apply the latest metric tool to calculate the baseline figure and predict impacts. This addresses the biodiversity net gain requirements and criteria (c) is not justified.

*Measures required to Policy GS6 to make the plan sound*

- 4.78 In light of our objection outlined above the second part of the policy as set out in italics above at paragraph 4.66 should be deleted.

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4.79 In relation to our objection to the wording of criteria (b) we consider this should be amended as follows (our additional wording underlined and strikethrough for deletions):

*“b) deliver BNG on-site through habitat retention, enhancement and creation but, where it is clearly justified that this is not possible, deliver BNG offsite with priority given to ~~on~~ sites identified in the Local Nature Recovery Strategy as having particular potential for habitat creation or enhancement (with priority given to areas closest to the site); or through a contribution to secure off site enhancements; and...”*

4.80 Criteria (c) is not **justified** or **sound** for reasons stated above and should be deleted.

### **Policy GS7: Trees, Woodlands and Hedgerows**

#### *Soundness of Policy GS7*

4.81 Policy GS7 protects trees and woodlands from development that would harm them and ensures new trees are planted as part of development, wherever appropriate.

4.82 The policy includes a number of criteria to be applied when considering development proposals that affect trees, woodlands and hedgerows. In this context criteria (a) states that:

*“Developments should retain and integrate healthy, mature trees and hedgerows, and replace any trees that need to be removed on a basis greater than one for one using trees that are a minimum size of extra heavy standard.”*

4.83 Whilst Lidl do not object to the requirement to replace trees lost on a site through soft landscaping, the replacement of greater than one for one will need to take account of the particular site circumstances. In addition, it is not considered appropriate that in every instance replacement planting uses extra heavy standard trees as a minimum.

4.84 Replacement of trees on development sites is not objected to but it may not be appropriate for more than one for one replacement. Consequently, the criteria should be amended to reflect that greater than one for one replacement should be ‘where appropriate’.

4.85 In addition, it should not be required that every replacement tree is of extra heavy standard as a minimum. This may not be appropriate for the particular site in question and the proposed replacement planting, along with other soft landscape measures, could ensure provision of a high quality landscaped environment for the development site without proposing extra heavy standard trees.

4.86 The requirement for provision on every occasion of extra heavy standard specimens is not **justified** in order to deliver new high quality developments and the policy as worded would not be **effective** and on this basis is **unsound**.

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*Measures required to Policy GS7 to make the plan sound*

- 4.87 Proposed amendments to criteria (a) to make the plan sound would be inclusion of the alternative wording proposed below (our additional text underlined and strikethrough for deletions):

*“Developments should retain and integrate healthy, mature trees and hedgerows where possible, and where appropriate replace any trees that need to be removed on a basis greater than one for one. ~~using trees that are a minimum size of extra heavy standard.~~”*

- 4.88 The full amended wording would read as follows:

*“Developments should retain and integrate healthy, mature trees and hedgerows where possible, and where appropriate replace any trees that need to be removed on a basis greater than one for one.”*

**Policy GS10: Protection and Enhancement of Water Resources**

- 4.89 Policy GS10 deals with the protection and enhancement of water resources. In this context new development is to support the objectives of the Water Framework Directive (WFD) and the Humber River Basin Management Plan. The policy states this means that development must meet a number of criteria including the following:

*“....(a) not result in the deterioration of water bodies and should conserve and enhance  
(i) the natural geomorphology of watercourses; and  
(ii) water quality; and  
(iii) the ecological value of the water environment, including watercourse corridors.....”*

- 4.90 The objectives of the Water Framework Directive are to seek to achieve ‘good’ status for water bodies falling within the areas designated in this way.

- 4.91 In this context when considering new development proposals within such areas it is reasonable and anticipated that new development should not lead to the deterioration of the water bodies but there is no requirement under the Water Framework Directive that new development must enhance the quality of water bodies in those areas.

- 4.92 On this basis we consider the requirement to ‘enhance’ is not **justified** and on this basis the Plan is **unsound**.

*Measures to make the Plan Sound*

- 4.93 To address our objection, the words “and enhance” should be removed from criterion (a) of Policy GS10 so that it reads as follows:

*“....(a) not result in the deterioration of water bodies and should conserve  
(i) the natural geomorphology of watercourses; and  
(ii) water quality; and*

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*(iii) the ecological value of the water environment, including watercourse corridors.....”*

## **Annex B – Parking Guidelines**

### **Soundness of Annex B – Parking Guidelines**

- 4.94 Policy CO2 of Part 2 (Development Management Policies and Implementation) of the Publication (Pre-Submission) draft Plan addresses parking provision in new development. The first part of the policy wording states that new development (including extensions) should comply with the Parking Guidelines set out in Annex B.
- 4.95 Annex B sets out draft Parking Guidelines
- 4.96 Proposed parking standards for Class E(a), food retail proposals, are set out for the ‘Central Area’ and other ‘Urban Areas and Oughtibridge, Wharnccliffe Side & Worrall’.
- 4.97 In relation to the Central Area maximum car parking to be provided for food retail developments is ‘operational only’. The latter is that which is required to enable the site to operate for its approved use and does not include visitor or general employee parking.
- 4.98 Lidl Great Britain Limited operate stores in a variety of locations across the UK including both in city centre, edge of city centre and stores elsewhere in urban areas.
- 4.99 Whilst Lidl supports the move to achieve more sustainable development and encourage people to travel by modes other than the car, a foodstore will provide for a variety of shopping needs within an area. Lidl stores will tend to provide a sufficient range and choice of goods to meet the basic weekly shop. For some of their customers this means a weekly shop rather than purchasing goods on a daily or frequent basis.
- 4.100 In locations such as the Central Area of Sheffield there needs to be a variety of provision that will not only meet the needs of people who wish to do their food shopping on a regular or daily basis but also those that for reasons relating to convenience and other factors, need to undertake a weekly shop.
- 4.101 In those circumstances there may be the need to undertake the shop with the use of the private car given the difficulty in carrying home a weekly shop on public transport or indeed on foot or cycling.
- 4.102 If a customer undertakes their weekly shop in this way and the store they visit is conveniently located for access on foot to other shops and services, this provides the opportunity for linked dual purpose shopping trips. Dual purpose trips would provide wider spin off benefits for other shops and services that would be visited at the same time, increasing footfall in the Central Area to the benefit of other retailers and service providers.

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4.103As presently drafted for the Central Area, the parking guidelines do not provide the opportunity for linked trips in the manner described above thus potentially reducing the ability of one trip to serve more than one purpose for those that need to undertake a weekly shop.

4.104Instead, it could result in two trips by car in the urban area rather than one trip serving more than one purpose. The former could itself lead to less sustainable shopping patterns and attract the weekly shopper to stores outside the Central Area and in out of centre locations thus not benefiting established centres.

4.105Within the Central Area it is acknowledged that access by alternatives to the car are good with frequent bus / tram services and with many residential areas located within convenient walking and cycling distances of the Central Area. Consequently, it is clearly the case that parking provision would not need to be at the level of other locations in the urban area that are away from established centres.

4.106However, some allowance for the medium to larger supermarkets that provide for the weekly shop should be made to enable those choosing to shop in this way to also undertake linked dual purpose trips thus attracting more people to the central area and delivering wider spin off benefits to other retailers/services.

4.107On this basis we consider the Parking Guidelines for food retail in the Central Area, as proposed, would not be **effective**, are not **justified** and therefore **unsound**.

*Measures to make the Plan Sound*

4.108We consider that some allowance should be provided for the medium sized supermarket and larger foodstores to include an element of customer parking to meet the variety of customer needs that exist.

4.109On this basis we propose the following maximum standards for food retail in the Central Area as an amendment to Annex B (Parking Guidelines):

Use Class	Land Use	Central Area (Floorspace in m <sup>2</sup> is gross)
E(a)	Food Retail	Up to 1,500 m <sup>2</sup> gross – operational only 1,500 – 3,000 m <sup>2</sup> gross – 1 space/30 m <sup>2</sup> Above 3,000 m <sup>2</sup> gross – applications to be discussed individually



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## 5.0 Summary of Requested Changes

5.1 The bullet points below provide a summary of the changes requested to the Publication (Pre-Submission) Draft Plan to ensure the tests of soundness can be met:

- Amendment to Policy CA5 (Heart of the City, Division Street, Springfield, Milton Street, The Moor and Hanover Street) to reflect deletion of proposed site allocation HC03 from the Plan;
- Amendment to Policy CA5A (Priority Location in Moorfoot) to reflect deletion of proposed site allocation HC03 from the Plan;
- Amendment to Policy CA5B (Catalyst Site at the Junction between St Mary's Gateway, the Moor Street and London Road) to reflect deletion of proposed site allocation HC03 from the Plan;
- Deletion of proposed site allocation HC03 (strategic mixed use) from the Plan with its focus on providing for 1,006 new homes;
- Amendment of Policy VC3 (Central Area Flexible Use Zone) to allow for new Class E proposals on a site reflecting a permitted or existing Class E use to be supported in 'principle' with no requirement to be subject to the terms of Policy EC5;
- Amendment of Policy ES1 (Measures Required to Achieve Reduced Carbon Emissions in New Development) to allow for circumstances where for financial viability or technical reasons the requirements of the policy cannot be met;
- Amendment to Policy EC5 (Assessment of Proposals for Commercial, Business and Service Uses, Retail Warehouse Clubs and Leisure Development Outside Centres) to ensure consistency with national planning policy with respect to the requirement for impact assessments and to provide a more appropriate floorspace threshold for the requirement of impact assessments;
- Policy GS5 (Development and Biodiversity) makes reference to the Local Nature Recovery Strategy which is currently not available for comment and further opportunity should be provided for comment in due course as part of the plan making process;
- Amendments to Policy GS6 (Biodiversity Net Gain) to ensure consistency with national planning policy and the provisions of the Environment Act 2021 in the context of biodiversity net gain and how it should be applied in particular circumstances;

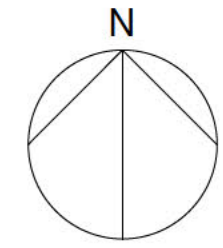
- 
- Amendments to Policy GS7 (Trees, Woodlands and Hedgerows) to ensure the policy is positively prepared, justified and effective;
  - Amendment to Policy GS10 (Protection and Enhancement of Water Resources) to remove the requirement to enhance under the terms of the policy; and
  - Amendment to Annex B (Parking Guidelines) to take account of some food retail shops providing for dual purpose trips and meeting the needs of variety of shoppers in the city;

## **Appendix 1**

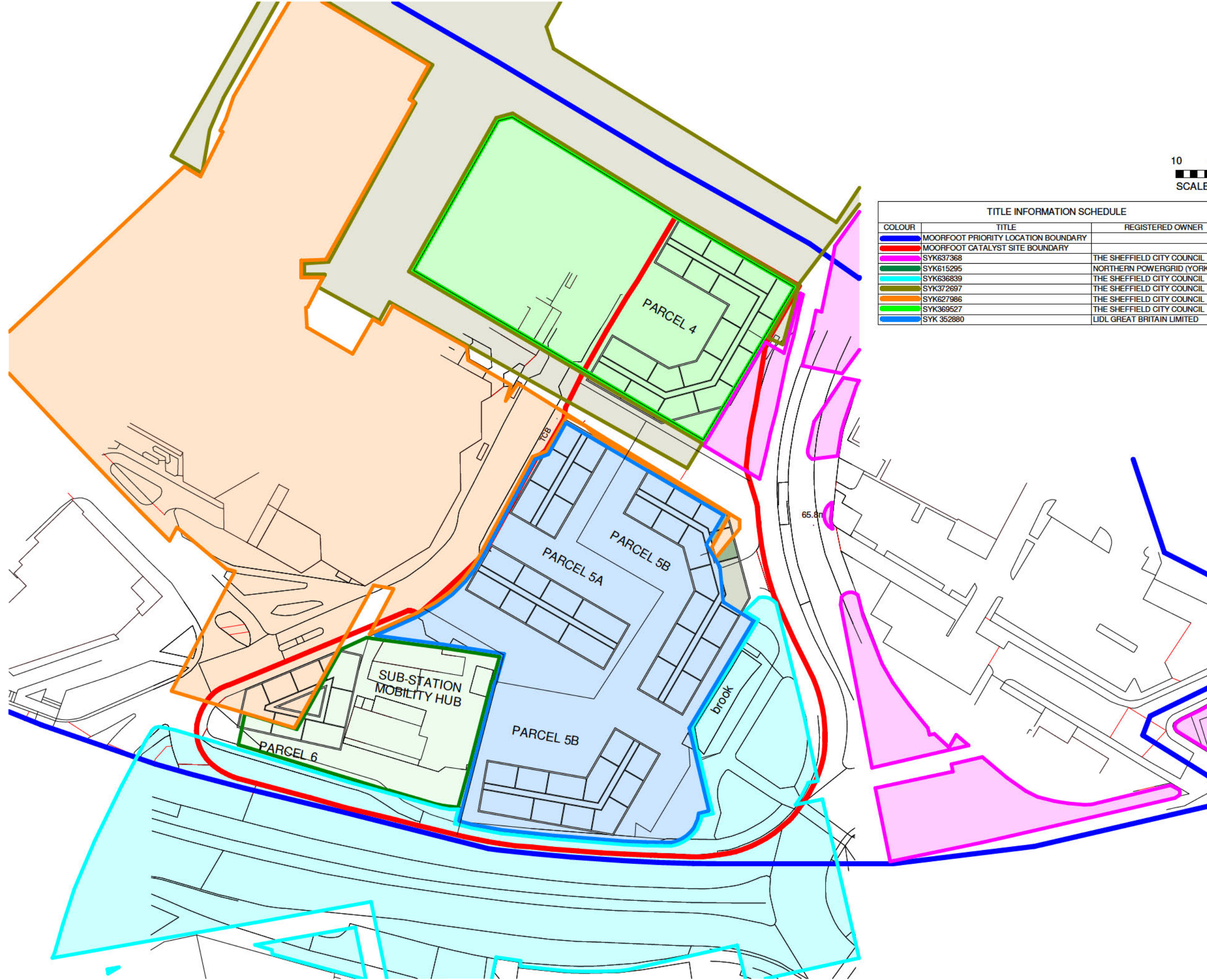
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<span style="color: green;">—</span>	SYK615295	NORTHERN POWERGRID (YORKSHIRE)
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P2	DRAWING UPDATED	10.02.23	SM	JM
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Status  
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 ST MARY'S GATE



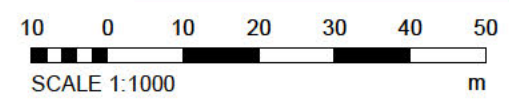
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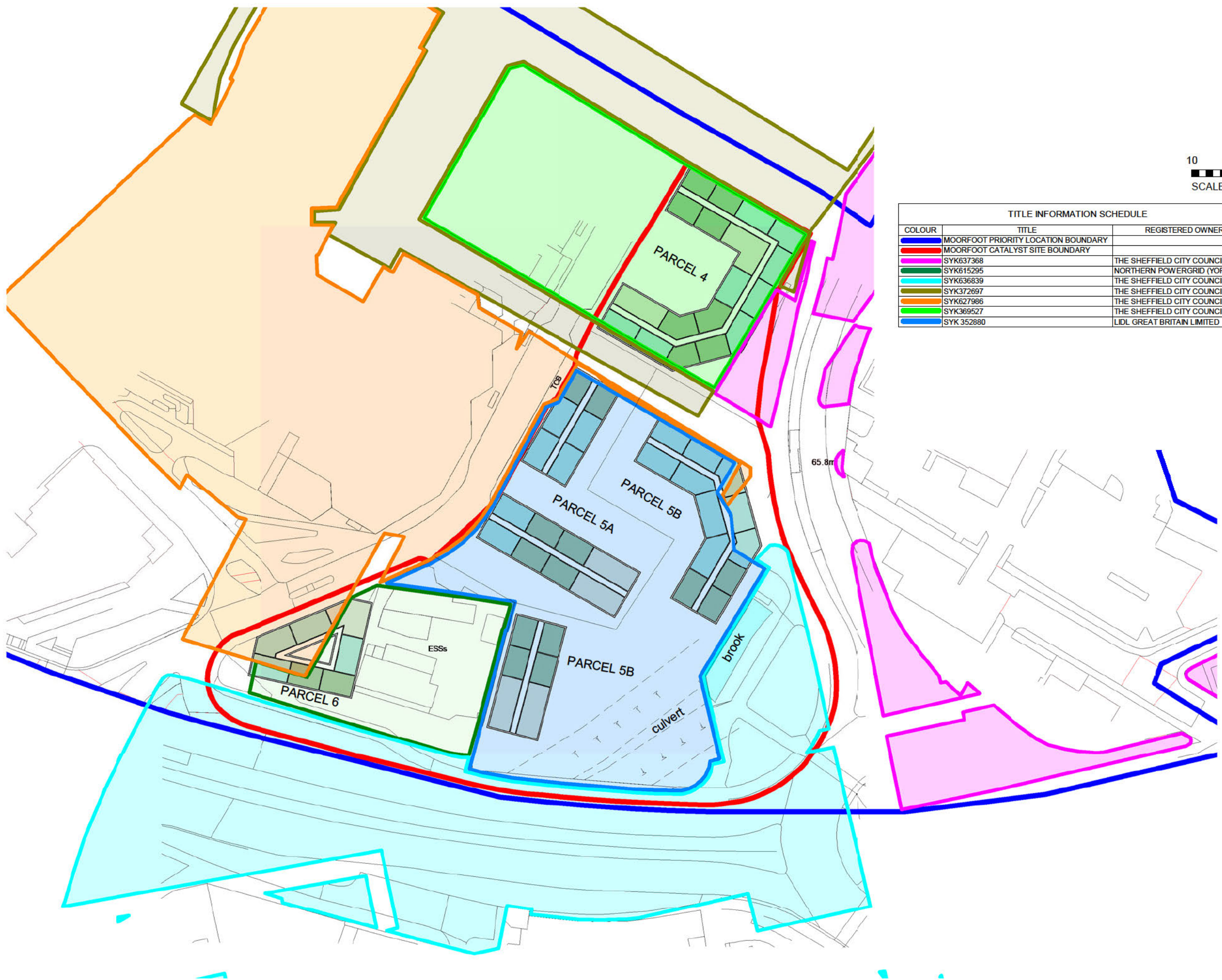
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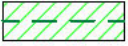
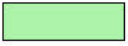
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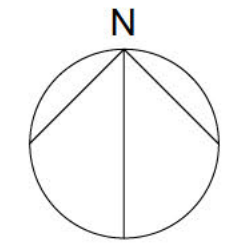
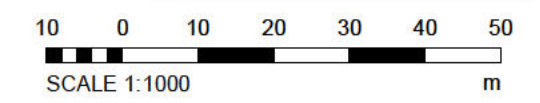
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EASEMENT KEY

-  8m NO-BUILD ZONE FROM CENTRELINE OF CULVERT
-  CABLE EASEMENT AND ACCESS ROUTE AS PER DEED OF GRANT NO. 19897



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Rev	Description	Date	Dm	Ckd

Status  
 SKETCH - NOT FOR CONSTRUCTION



Floor 2 The Exchange Station Parade Harrogate HG1 1TS  
 01423 707 757  
 admin@smrarchitects.co.uk

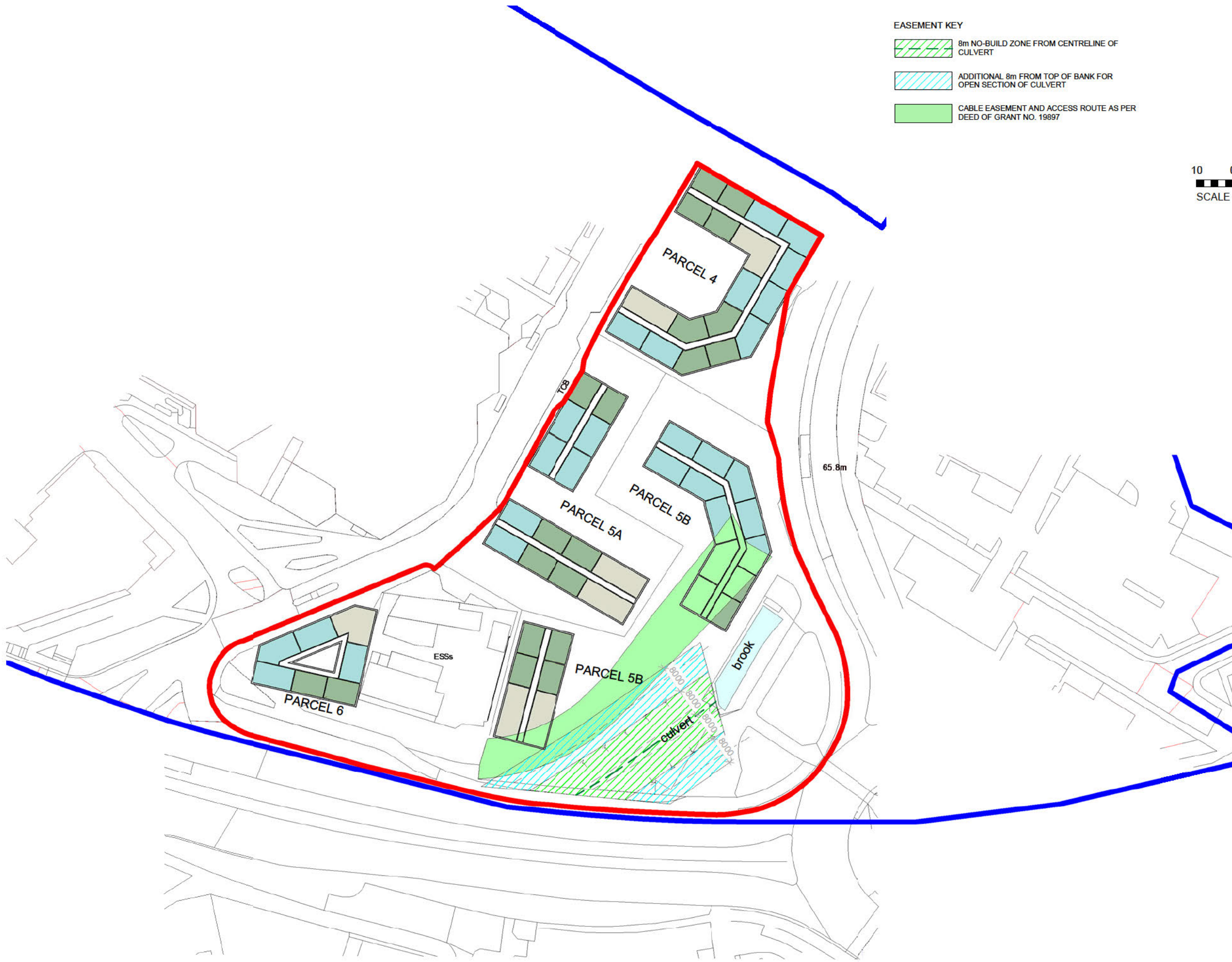
Project  
 ST MARY'S GATE






Drawing Title  
 EASEMENT PLAN - INDICATIVE RESIDENTIAL ACCOMODATION LAYOUT

Proj Ref	Origin	Zone	Level	Type	Role	Num	Status	Rev
-- 7587 - SMR - 00 - ZZ - DR - A - 8204 - S3 - P2								

SMR Job Ref	Sheet	Scale	Drawn
7587-00-8204	A3	1 : 1000	SM

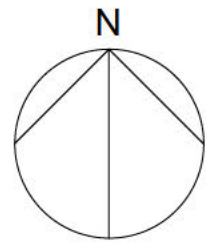


**EASEMENT KEY**

	8m NO-BUILD ZONE FROM CENTRELINE OF CULVERT
	ADDITIONAL 8m FROM TOP OF BANK FOR OPEN SECTION OF CULVERT
	CABLE EASEMENT AND ACCESS ROUTE AS PER DEED OF GRANT NO. 19897

Do not scale this drawing. Architects are to be notified of any discrepancies. Contractors must check all dimensions on site. This drawing is subject to copyright laws and is for use on this project only. This drawing is to be used solely for the information as filled only. For other information refer to the latest revision of any cross referenced drawings. To be read in conjunction with relevant design standards/protocols

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P2	DRAWING UPDATED	10.02.23	SM	JM
P1	FIRST ISSUE	09.02.23	SM	JM
Rev	Description	Date	Dm	Ckd

Status  
SKETCH - NOT FOR CONSTRUCTION

**SMR**  
SMALLEY MARSEY RISPIN  
**ARCHITECTS**

Floor 2 The Exchange Station Parade Harrogate HG1 1TS  
01423 707 757 admin@smrarchitects.co.uk

Project  
ST MARY'S GATE



Drawing Title  
EASEMENT PLAN - INDICATIVE RESIDENTIAL ACCOMMODATION LAYOUT - EXTENDED CULVERT

Proj Ref	Origin	Zone	Level	Type	Role	Num	Status	Rev
-- 7587 - SMR - 00 - ZZ - DR - A - 8205 - S3 - P2								

SMR Job Ref	Sheet	Scale	Drawn
7587-00-8205	A3	1 : 1000	SM





If telephoning or calling please ask for:

Miss.Nicola Rosindale

Our Ref: 22/467158

Your Ref: 22/01163/FUL

Date: 22 June 2022

Sheffield City Council  
Place Directorate  
City Growth Service  
Howden House 1 Union Street  
Sheffield  
S1 2SH

Dear Sir/Madam

REQUEST FOR RECORDS SHOWING LOCATION OF APPARATUS at:

200 Eyre Street, Sheffield  
Town and Country Planning Act 1990

Thank you for your enquiry dated 22/06/2022 concerning the above. The enclosed Mains Records only give the approximate location of known Northern Powergrid apparatus in the area. Great care is therefore needed and all cables and overhead lines must be assumed to be live.

Please note that while all efforts are made to ensure the accuracy of the data, no guarantee can be given. We would refer you to the Health & Safety Executive's publication HS(G)47 "Avoiding Danger From Underground Services" which emphasises that:

\* Plans must only be used as a guide in the location of underground cables. The use of a suitable cable-tracing device is essential and careful hand digging of trial holes must be carried out to positively identify and mark the exact route of the cable. You should also bear in mind that a cable is unmistakably located only when it has been safely exposed.

\* Cable depths are not generally indicated on our records and can vary considerably even when shown.

\* Great caution must be exercised at all times when using mechanical plant. Careful trial digging should always be carried out on the whole route of the planned excavation to ascertain no cables exist.

The Health & Safety Executive have another publication, GS6 "Avoidance of Danger from Overhead Electric Lines" that you should be aware of if your work is near overhead power lines. Both of these documents provide comprehensive guidance for observance of statutory duties under the Electricity at Work Regulations 1989 and the Health & Safety at Work Act 1974. Our provision of these records is based upon the assumption that people using them will have sufficient competence to interpret the information given. Any damage or injury caused will be the responsibility of the organisation concerned who will be charged for any repairs.

Please note ground cover must not be altered either above our cables or below overhead lines, in addition no trees should be planted within 3 metres of existing underground cables or 10 metres of overhead lines. All our apparatus is legally covered by a wayleaves agreement, lease or deed or alternatively protected under the Electricity Act 1989. Should any alteration / diversion of our Company's apparatus be necessary to allow your work to be carried out, budget costs can be provided by writing to Network Connections, Alix House, Falcon Court, Stockton On Tees TS18 3TU.  
Tel:0800 0113433

All future works that we may have will be included on the quarterly NRSWA coordination return for discussion at the quarterly meeting of authorities / utilities in order to minimise disruption to the public.

Under the provisions of the above act Northern Powergrid have no objections to make, providing that our rights are not affected and will continue to enjoy rights of access to the apparatus for any maintenance, replacement or renewal works necessary.

Yours faithfully

Northern Powergrid Records Information Centre  
Northern Powergrid Mains Records enclosed:

NORTHERN POWERGRID

is the trading name of Northern Powergrid (Northeast) plc (Registered No: 2906593) and Northern Powergrid (Yorkshire) plc (Registered No: 4112320)  
Registered Office: Lloyds Court, 78 Grey Street, Newcastle upon Tyne NE1 6AF. Registered in England and Wales.

If you would like an audio copy of this letter or a copy in large type, Braille or another language, please call 0800 169 7602.

[www.northernpowergrid.com](http://www.northernpowergrid.com)



If telephoning or calling please ask for:

Our Ref:

Your Ref:

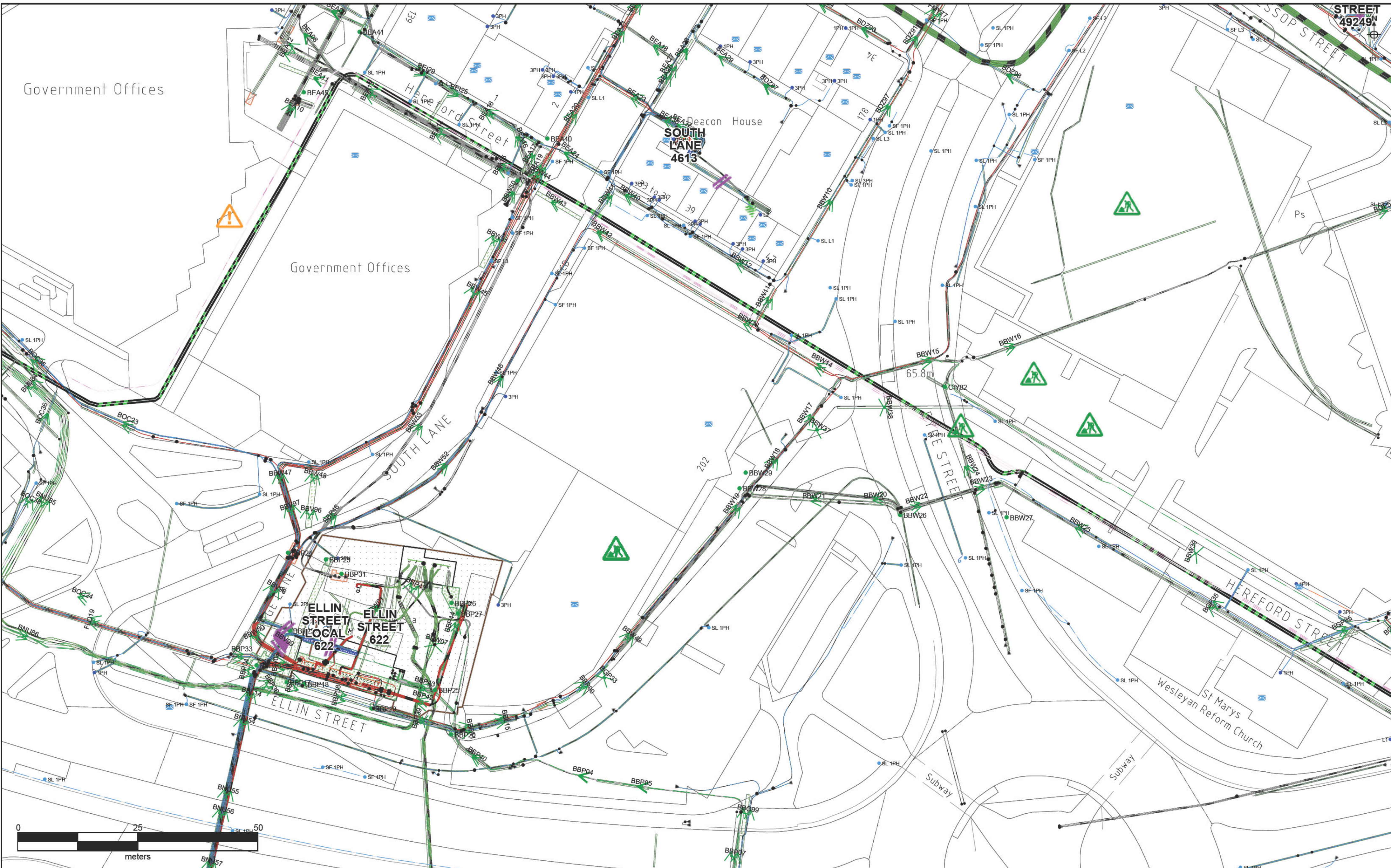
Date:

SK350864.TIF

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[www.northernpowergrid.com](http://www.northernpowergrid.com)



**Northern Powergrid Holdings Company**  
 The position of our equipment is shown on the plan as accurately as possible, it may have changed since the plan was produced. Therefore the position of our equipment and those services which may not be shown should be established on site. Electricity cables not owned by Northern Powergrid Holdings Company may be laid in this area and may not be shown on this plan. Where private cables are shown, the information should not be regarded as accurate and should be used for guidance purposes only. In all cases, accurate information should be obtained from the owner of such cables prior to the commencement of work on site.

Reference should be made to HSE Guidance:  
**HSG47 Avoiding Danger from Underground Services and G58 Avoiding Danger from Overhead Power Lines**

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 Reproduced from or based upon the Ordnance Survey map by Northern Powergrid Holdings Company by permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationary Office.

Version 1.7 1st July 2021 Call Centre Phone Numbers: If the area is located in: North East call 0800 666877, Yorkshire or North Lincs call 0800 375675.

Underground Cables:		Warning - Work in progress in this area	
132kV	23kV	Warning - Work in progress in this area	LV Mains
66kV	11kV		LV Service
33kV	6kV		LV Service Assumed Route
25kV	3kV		LV Service Logical Connection
Left in Situ	Aux		Duct
Overhead Conductors:			
132kV	20kV		LV Mains
66kV	11kV		LV Service
33kV	6kV		Aux
25kV	3kV		Original Print Size A2

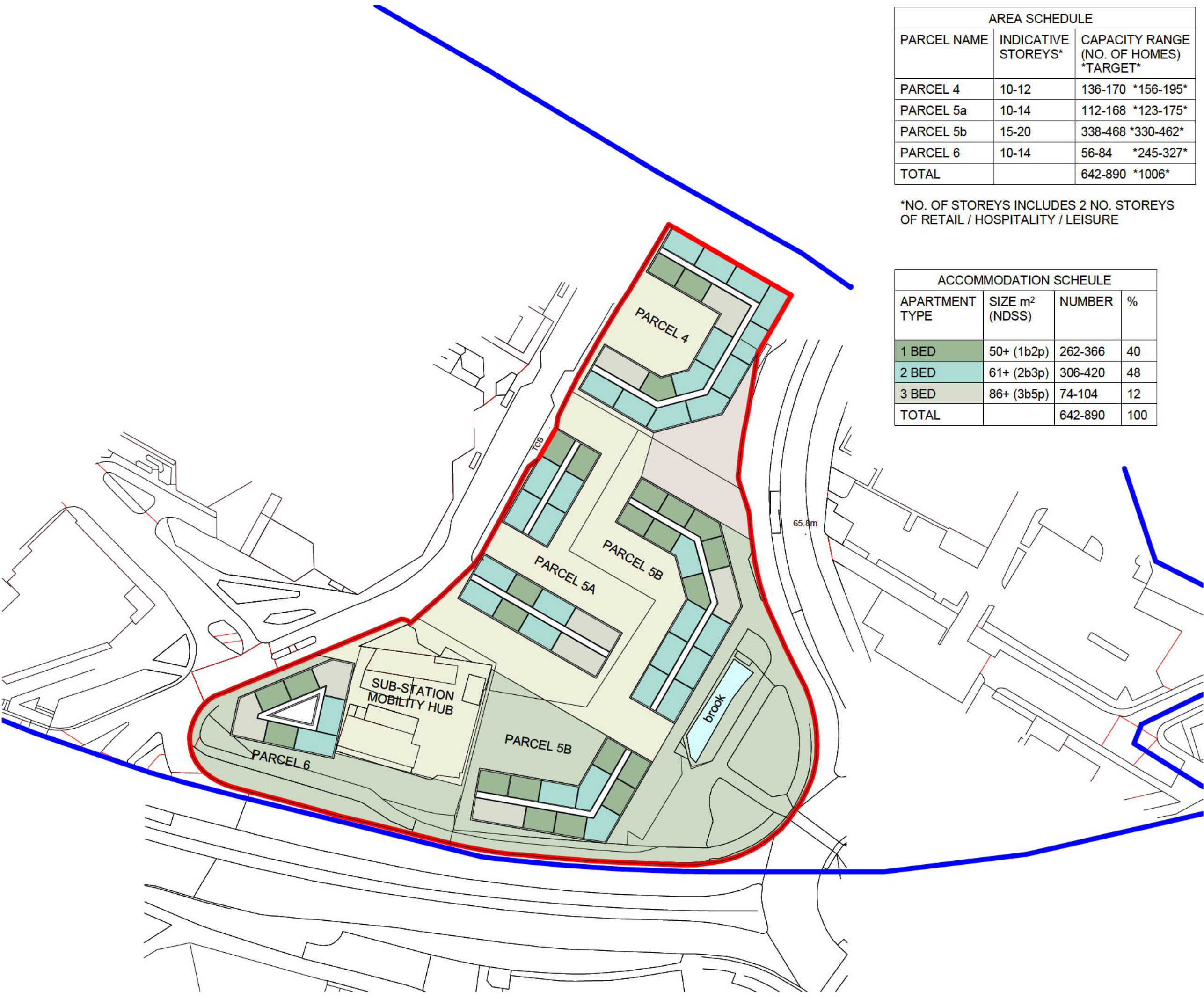
Date Printed: 22-Jun-2022 Scale: 1: 500

OS Grid Reference: SK3509486445  
 Printed By: nicola.rosindal  
 Title: Eyre Street

**NORTHERN POWERGRID**  
 MAINS RECORD

## **Appendix 3**

### **SMR Proposed Site Allocation HC03 Concept Option Plans**

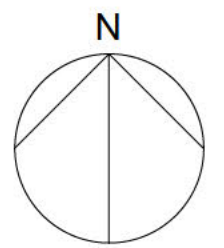


AREA SCHEDULE		
PARCEL NAME	INDICATIVE STOREYS*	CAPACITY RANGE (NO. OF HOMES) *TARGET*
PARCEL 4	10-12	136-170 *156-195*
PARCEL 5a	10-14	112-168 *123-175*
PARCEL 5b	15-20	338-468 *330-462*
PARCEL 6	10-14	56-84 *245-327*
TOTAL		642-890 *1006*

\*NO. OF STOREYS INCLUDES 2 NO. STOREYS OF RETAIL / HOSPITALITY / LEISURE

ACCOMMODATION SCHEDULE			
APARTMENT TYPE	SIZE m <sup>2</sup> (NDSS)	NUMBER	%
1 BED	50+ (1b2p)	262-366	40
2 BED	61+ (2b3p)	306-420	48
3 BED	86+ (3b5p)	74-104	12
TOTAL		642-890	100

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P4	DRAWING UPDATED	10.02.23	SM	JM
P3	REVISION TO WORDING	09.02.23	SM	JM
P2	APARTMENT RATIOS UPATED	30.01.23	JP	JM
P1	FIRST ISSUE	24.01.23	JH	JM
Rev	Description	Date	Dm	Ckd

Status  
 SKETCH - NOT FOR CONSTRUCTION



Floor 2 The Exchange Station Parade Harrogate HG1 1TS  
 01423 707 757  
 admin@smrarchitects.co.uk

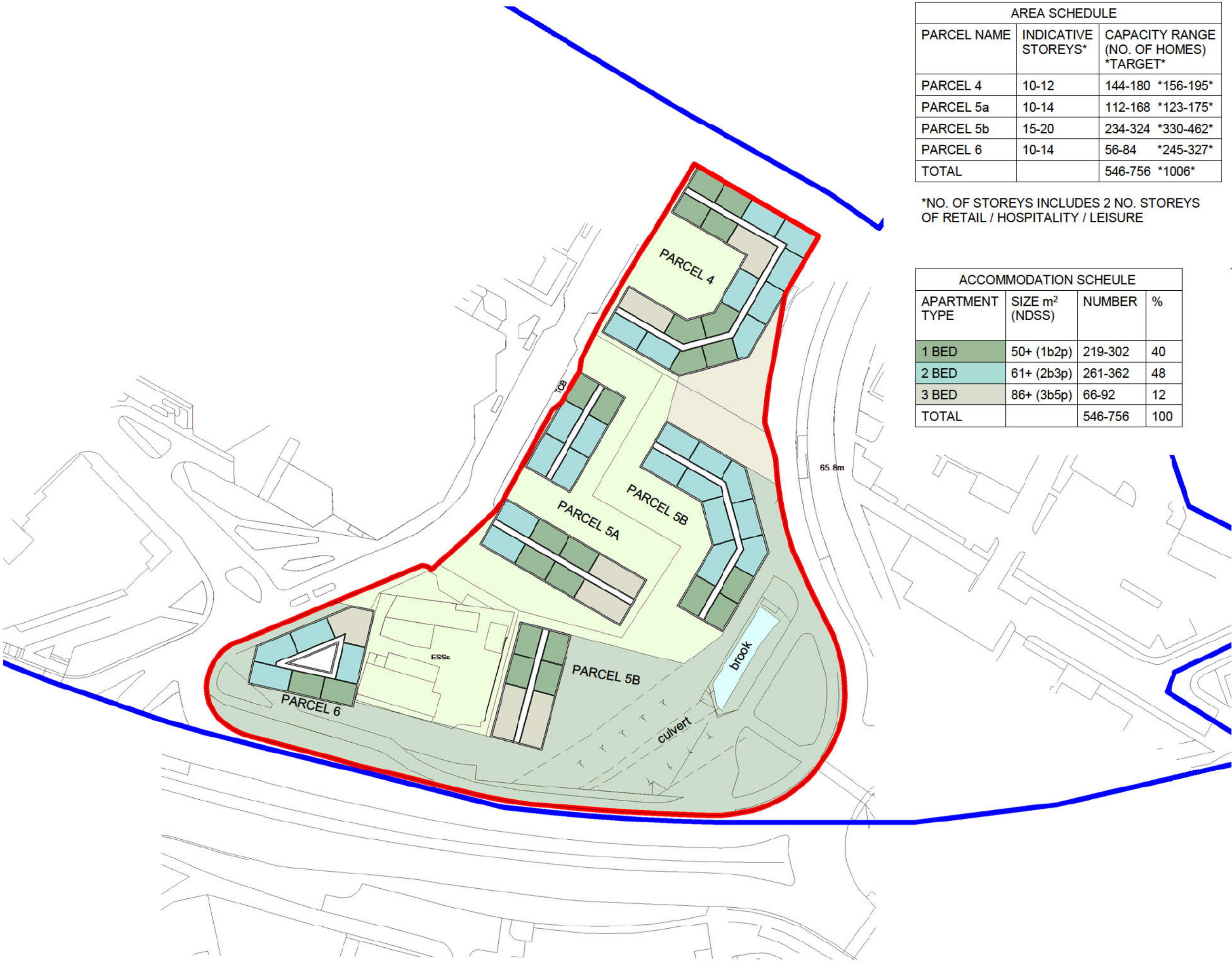
Project  
 ST MARY'S GATE



Drawing Title  
 INDICATIVE RESIDENTIAL ACCOMMODATION LAYOUT

Proj Ref	Origin	Zone	Level	Type	Role	Num	Status	Rev
-- 7587 - SMR - 00 - ZZ - DR - A - 8200 - S3 - P4								

SMR Job Ref	Sheet	Scale	Drawn
7587-00-8200	A3	NOTED	JH

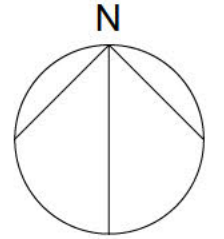


AREA SCHEDULE		
PARCEL NAME	INDICATIVE STOREYS*	CAPACITY RANGE (NO. OF HOMES) *TARGET*
PARCEL 4	10-12	144-180 *156-195*
PARCEL 5a	10-14	112-168 *123-175*
PARCEL 5b	15-20	234-324 *330-462*
PARCEL 6	10-14	56-84 *245-327*
TOTAL		546-756 *1006*

\*NO. OF STOREYS INCLUDES 2 NO. STOREYS OF RETAIL / HOSPITALITY / LEISURE

ACCOMMODATION SCHEULE			
APARTMENT TYPE	SIZE m <sup>2</sup> (NDSS)	NUMBER	%
1 BED	50+ (1b2p)	219-302	40
2 BED	61+ (2b3p)	261-362	48
3 BED	86+ (3b5p)	66-92	12
TOTAL		546-756	100

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Contractors must check all dimensions on site.  
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P4	DRAWING UPDATED	10.02.23	SM	JM
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P2	APARTMENT RATIOS UPATED	30.01.23	JP	JM
P1	FIRST ISSUE	24.01.23	JH	JM

Status  
SKETCH - NOT FOR CONSTRUCTION

**SMR**

SMALLEY MARSEY RISPIN

**ARCHITECTS**

Floor 2 The Exchange Station Parade Harrogate HG1 1TS  
01423 707 757 admin@smrarchitects.co.uk

Project  
ST MARY'S GATE

Client



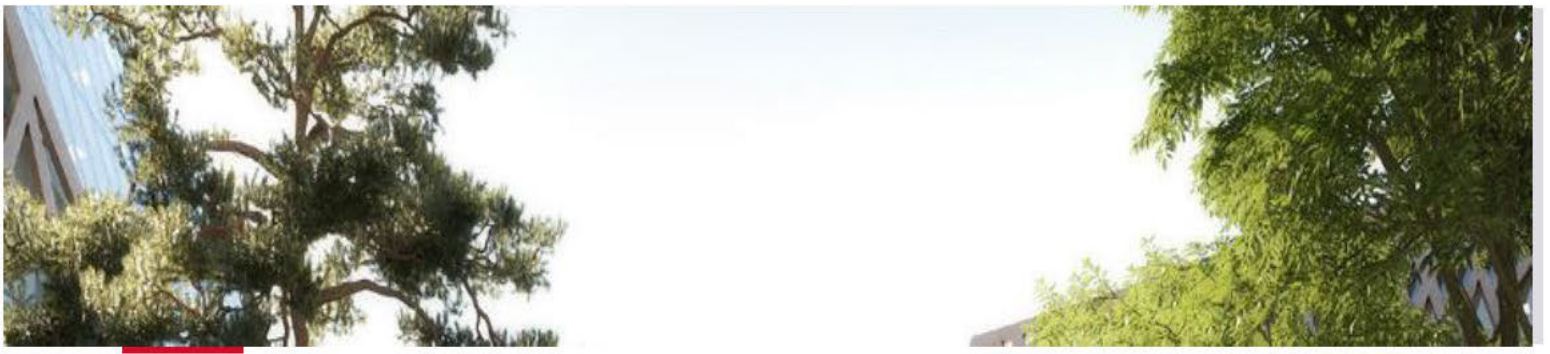
Drawing Title  
INDICATIVE RESIDENTIAL ACCOMMODATION LAYOUT - EXTENDED CULVERT

Proj Ref	Origin	Zone	Level	Type	Role	Num	Status	Rev
-- 7587 - SMR - 00 - ZZ - DR - A - 8201 - S3 - P4								

SMR Job Ref	Sheet	Scale	Drawn
7587-00-8201	A3	As indicated	JH

## **Appendix 4**

### **RLB Feasibility Estimate**



REPORT

14 February 2023

## FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield

LIDL Great Britain Limited





# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield

LIDL Great Britain Limited



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3.3 Elemental Summary - De-Culverted Culvert Low Density Option

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3.4 Elemental Summary - De-Culverted Culvert High Density Option

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4.1 Accommodation Schedule - Standard Culvert Scheme

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4.2 Accommodation Schedule - De-Culverted Scheme

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## AUTHORISATION

This report has been prepared by:

Signature

A solid black rectangular box redacting the signature of Lewis Hunt.

---

Lewis Hunt

and authorised for issue by:

Signature

A solid black rectangular box redacting the signature of Paul McGouran.

---

Paul McGouran

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield

**LIDL Great Britain Limited**

## 1.0 BASIS / EXCLUSIONS / CLARIFICATIONS

### 1.1 Design Information

The feasibility estimate has been based upon the following drawings and schedules produced by SMR; 7587-SMR-00-ZZ-DR-A-8200-S3-P2 and 7587-SMR-00-ZZ-DR-A-8201-S3-P2

There is no mechanical, electrical, structural or civil information available at present.

### 1.2 Basis of Estimate

This is a Feasibility Estimate and has been produced in-line with limited information and knowledge of the project. This cost plan assumes a design and build, two-stage procurement method although this is yet to be defined.

### 1.3 Exclusions

VAT  
Site acquisition costs, fees and finance.  
Developer's contingency.  
Pre-contract design fees or professional fees.  
CIL, Section 106 and 278 contribution or works.  
Inflation beyond the date of this report  
NHBC or similar fees.  
Party wall agreements, rights of light and easement issues.  
Show flats and marketing costs.  
Loose furniture, fittings and equipment.  
Fitting out of any amenity and multi-purpose space  
Fitting out of commercial / leisure provision  
Works outside of red line boundary  
Blinds to apartments and bulkheads  
Refuse chutes  
Building management (BMU) to the roof  
Net Zero Carbon  
Works to the existing culvert  
Mechanical Cooling

### 1.4 Design / Specification Assumptions

There is no mechanical and electrical information available at present therefore the costs have been based on similar schemes from in-house benchmark information.

There is no structural / civil information available at present therefore the costs have been based on a piled foundation solution and in-house benchmark information.

We have assumed a 2.8m soffit to soffit parameter.

The commercial and leisure provision will be provided to a shell and core only.

An allowance of 3% has been added to the benchmark build cost to facilitate a fabric first approach to offset carbon usage within the building. The requirements for this are yet to be confirmed.

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield  
LIDL Great Britain Limited



## 2.0 EXECUTIVE SUMMARY

### 2.1 DESCRIPTION OF THE PROJECT

Construction of a new build residential development on St Mary's Gate, Sheffield. We have assessed all 4Nr land parcels as part of each proposed scheme. The feasibility estimate is produced in-line with the sketches provided by SMR Architects and the massing plans to show maximum number of units which can be accommodated on the site in accordance with the NDSS spacing standards for residential accommodation. As part of the development, the lower 2 storeys per block have been designated as commercial / leisure use.

### 2.2 SUMMARY OF COSTS

Estimated Costs	GIA m2	GIA SQFT	Nr of Units	Rounded Totals £	£m2 GIA	£SQFT GIA	£Unit
<b>Residential Development</b>							
Standard Culvert Scheme - Low Density	60,805	654,517	642	135,025,494	2,221	206	210,320
Standard Culvert Scheme - High Density	79,152	852,008	890	178,015,163	2,249	209	200,017
De-Culverted Scheme - Low Density	52,885	569,265	546	117,632,531	2,224	207	215,444
De-Culverted Scheme - High Density	68,592	738,338	756	154,436,298	2,252	209	204,281

### 2.3 KEY COST DATA

Key Residential Data	Parcel 4	Parcel 5A	Parcel 5B	Parcel 6
Standard Culvert Scheme - Low Density	30,626,983	24,730,406	65,753,918	13,914,188
Standard Culvert Scheme - High Density	37,229,964	35,283,928	88,798,742	16,702,530
De-Culverted Scheme - Low Density	30,626,983	24,730,406	48,360,954	13,914,188
De-Culverted Scheme - High Density	37,229,964	35,283,928	65,219,877	16,702,530



# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 3.1 Elemental Summary - Standard Culvert Low Density

Element	Rate	Parcel 4	Parcel 5A	Parcel 5B	Parcel 6	Total
<b>Residential GIFA</b>	Areas	11,272	9,008	25,571	4,760	50,611
<b>Commercial GIFA</b>	Areas	2,818	2,252	3,934	1,190	10,194
<b>Total GIFA</b>	Areas	14,090	11,260	29,505	5,950	60,805
<b>Residential Units</b>	Units	136	112	338	56	642
Substructure	£ 60.00	£ 845,400	£ 675,600	£ 1,770,300	£ 357,000	£ 3,648,300
Frame	£ 360.00	£ 5,072,400	£ 4,053,600	£ 10,621,800	£ 2,142,000	£ 21,889,800
Upper Floors	£ 20.00	£ 281,800	£ 225,200	£ 590,100	£ 119,000	£ 1,216,100
Roof	£ 25.00	£ 352,250	£ 281,500	£ 737,625	£ 148,750	£ 1,520,125
Staircases	£ 2.00	£ 28,180	£ 22,520	£ 59,010	£ 11,900	£ 121,610
External Walls	£ 250.00	£ 3,522,500	£ 2,815,000	£ 7,376,250	£ 1,487,500	£ 15,201,250
Windows / External Doors	£ 140.00	£ 1,972,600	£ 1,576,400	£ 4,130,700	£ 833,000	£ 8,512,700
Internal Walls / Partitions	£ 70.00	£ 789,040	£ 630,560	£ 1,789,970	£ 333,200	£ 3,542,770
Internal Doors	£ 70.00	£ 789,040	£ 630,560	£ 1,789,970	£ 333,200	£ 3,542,770
Wall Finishes	£ 45.00	£ 507,240	£ 405,360	£ 1,150,695	£ 214,200	£ 2,277,495
Floor Finishes	£ 50.00	£ 563,600	£ 450,400	£ 1,278,550	£ 238,000	£ 2,530,550
Ceiling Finishes	£ 35.00	£ 394,520	£ 315,280	£ 894,985	£ 166,600	£ 1,771,385
Fittings and Fixtures	£ 40.00	£ 450,880	£ 360,320	£ 1,022,840	£ 190,400	£ 2,024,440
Kitchen Installations	£ 70.00	£ 789,040	£ 630,560	£ 1,789,970	£ 333,200	£ 3,542,770
Mechanical and Electrical	£ 330.00	£ 3,719,760	£ 2,972,640	£ 8,438,430	£ 1,570,800	£ 16,701,630
Bathrooms	£ 90.00	£ 1,014,480	£ 810,720	£ 2,301,390	£ 428,400	£ 4,554,990
Lift Installations	£ 20.00	£ 225,440	£ 180,160	£ 511,420	£ 95,200	£ 1,012,220
External Works	£ 20.00	£ 281,800	£ 225,200	£ 590,100	£ 119,000	£ 1,216,100
Drainage	£ 20.00	£ 281,800	£ 225,200	£ 590,100	£ 119,000	£ 1,216,100
Statutory Services	£ 25.00	£ 352,250	£ 281,500	£ 737,625	£ 148,750	£ 1,520,125
<b>Additional Items</b>						£ -
Demolition		£ 150,000	£ 300,000	£ 300,000	£ 100,000	£ 850,000
Cable Diversion		£ 75,000	£ 75,000	£ 75,000	£ 75,000	£ 300,000
Access provision for substation		£ -	£ -	£ 50,000	£ -	£ 50,000
Green Roof - 4 + 5a		£ 317,025	£ 253,350	£ -	£ -	£ 570,375
Enhanced acoustics to road facing elevations (5b + 6)		£ -	£ -	£ 300,000	£ 300,000	£ 600,000
Cooling / mechanical vent		Excluded	Excluded	Excluded	Excluded	Excluded
Low Carbon impact (3%)		£ 676,531	£ 540,649	£ 1,454,155	£ 290,673	£ 2,962,008
Inefficient build envelope due to site shape / layout		£ -	£ -	£ -	£ 500,000	£ 500,000
<b>Total Construction Works</b>		<b>£23,452,576.35</b>	<b>£18,937,278.90</b>	<b>£50,350,984.90</b>	<b>£10,654,773.00</b>	<b>£ 103,395,613.15</b>
Main Contractor Prelims	15%	£ 3,517,886	£ 2,840,592	£ 7,552,648	£ 1,598,216	£ 15,509,342
Post-Contract Design Fees	5%	£ 1,348,523	£ 1,088,894	£ 2,895,182	£ 612,649	£ 5,945,248
Main Contractor OH&P	5%	£ 1,415,949	£ 1,143,338	£ 3,039,941	£ 643,282	£ 6,242,510
Design Development	3%	£ 892,048	£ 720,303	£ 1,915,163	£ 405,268	£ 3,932,781
<b>Anticipated Contract Sum</b>		<b>£ 30,626,983</b>	<b>£ 24,730,406</b>	<b>£ 65,753,918</b>	<b>£ 13,914,188</b>	<b>£ 135,025,494</b>
	£/m2	£ 2,717	£ 2,745	£ 2,571	£ 2,923	£ 2,668
	£/Unit	£ 225,198	£ 220,807	£ 194,538	£ 248,468	£ 210,320

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 3.2 Elemental Summary - Standard Culvert High Density

Element	Rate	Parcel 4	Parcel 5A	Parcel 5B	Parcel 6	Total
<b>Residential GIFA</b>	Areas	14,090	13,512	35,406	5,950	68,958
<b>Commercial GIFA</b>	Areas	2,818	2,252	3,934	1,190	10,194
<b>Total GIFA</b>	Areas	16,908	15,764	39,340	7,140	79,152
<b>Residential Units</b>	Units	170	168	468	84	890
Substructure	£ 60.00	£ 1,014,480	£ 945,840	£ 2,360,400	£ 428,400	£ 4,749,120
Frame	£360.00	£ 6,086,880	£ 5,675,040	£ 14,162,400	£ 2,570,400	£ 28,494,720
Upper Floors	£ 20.00	£ 338,160	£ 315,280	£ 786,800	£ 142,800	£ 1,583,040
Roof	£ 25.00	£ 422,700	£ 394,100	£ 983,500	£ 178,500	£ 1,978,800
Staircases	£ 2.00	£ 33,816	£ 31,528	£ 78,680	£ 14,280	£ 158,304
External Walls	£250.00	£ 4,227,000	£ 3,941,000	£ 9,835,000	£ 1,785,000	£ 19,788,000
Windows / External Doors	£140.00	£ 2,367,120	£ 2,206,960	£ 5,507,600	£ 999,600	£ 11,081,280
Internal Walls / Partitions	£ 70.00	£ 986,300	£ 945,840	£ 2,478,420	£ 416,500	£ 4,827,060
Internal Doors	£ 70.00	£ 986,300	£ 945,840	£ 2,478,420	£ 416,500	£ 4,827,060
Wall Finishes	£ 45.00	£ 634,050	£ 608,040	£ 1,593,270	£ 267,750	£ 3,103,110
Floor Finishes	£ 50.00	£ 704,500	£ 675,600	£ 1,770,300	£ 297,500	£ 3,447,900
Ceiling Finishes	£ 35.00	£ 493,150	£ 472,920	£ 1,239,210	£ 208,250	£ 2,413,530
Fittings and Fixtures	£ 40.00	£ 563,600	£ 540,480	£ 1,416,240	£ 238,000	£ 2,758,320
Kitchen Installations	£ 70.00	£ 986,300	£ 945,840	£ 2,478,420	£ 416,500	£ 4,827,060
Mechanical and Electrical	£330.00	£ 4,649,700	£ 4,458,960	£ 11,683,980	£ 1,963,500	£ 22,756,140
Bathrooms	£ 90.00	£ 1,268,100	£ 1,216,080	£ 3,186,540	£ 535,500	£ 6,206,220
Lift Installations	£ 20.00	£ 281,800	£ 270,240	£ 708,120	£ 119,000	£ 1,379,160
External Works	£ 20.00	£ 338,160	£ 315,280	£ 786,800	£ 142,800	£ 1,583,040
Drainage	£ 20.00	£ 338,160	£ 315,280	£ 786,800	£ 142,800	£ 1,583,040
Statutory Services	£ 25.00	£ 422,700	£ 394,100	£ 983,500	£ 178,500	£ 1,978,800
<b>Additional Items</b>						£ -
Demolition		£ 150,000	£ 300,000	£ 300,000	£ 100,000	£ 850,000
Cable Diversion		£ 75,000	£ 75,000	£ 75,000	£ 75,000	£ 300,000
Access provision for substation		£ -	£ -	£ 50,000	£ -	£ 50,000
Green Roof - 4 + 5a		£ 317,025	£ 253,350	£ -	£ -	£ 570,375
Enhanced acoustics to road facing elevations (5b + 6)		£ -	£ -	£ 300,000	£ 300,000	£ 600,000
Cooling / mechanical vent		Excluded	Excluded	Excluded	Excluded	Excluded
Low Carbon impact (3%)		£ 823,800	£ 776,028	£ 1,968,132	£ 352,862	£ 3,920,822
Inefficient build envelope due to site shape / layout		£ -	£ -	£ -	£ 500,000	£ 500,000
<b>Total Construction Works</b>		<b>£28,508,801.03</b>	<b>£27,018,625.94</b>	<b>£67,997,532.00</b>	<b>£12,789,942.40</b>	<b>£136,314,901.37</b>
Main Contractor Prelims	15%	£ 4,276,320	£ 4,052,794	£ 10,199,630	£ 1,918,491	£ 20,447,235
Post-Contract Design Fees	5%	£ 1,639,256	£ 1,553,571	£ 3,909,858	£ 735,422	£ 7,838,107
Main Contractor OH&P	5%	£ 1,721,219	£ 1,631,250	£ 4,105,351	£ 772,193	£ 8,230,012
Design Development	3%	£ 1,084,368	£ 1,027,687	£ 2,586,371	£ 486,481	£ 5,184,908
<b>Anticipated Contract Sum</b>		<b>£ 37,229,964</b>	<b>£ 35,283,928</b>	<b>£ 88,798,742</b>	<b>£ 16,702,530</b>	<b>£ 178,015,163</b>
	£/m2	£ 2,642	£ 2,611	£ 2,508	£ 2,807	£ 2,582
	£/Unit	£ 219,000	£ 210,023	£ 189,741	£ 198,840	£ 200,017

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 3.3 Elemental Summary - De-Culverted Low Density

Element	Rate	Parcel 4	Parcel 5A	Parcel 5B	Parcel 6	Total
<b>Residential GIFA</b>	Areas	11,272	9,008	18,707	4,760	43,747
<b>Commercial GIFA</b>	Areas	2,818	2,252	2,878	1,190	9,138
<b>Total GIFA</b>	Areas	14,090	11,260	21,585	5,950	52,885
<b>Residential Units</b>	Units	144	112	234	56	546
Substructure	£ 60.00	£ 845,400	£ 675,600	£ 1,295,100	£ 357,000	£ 3,173,100
Frame	£360.00	£ 5,072,400	£ 4,053,600	£ 7,770,600	£ 2,142,000	£ 19,038,600
Upper Floors	£ 20.00	£ 281,800	£ 225,200	£ 431,700	£ 119,000	£ 1,057,700
Roof	£ 25.00	£ 352,250	£ 281,500	£ 539,625	£ 148,750	£ 1,322,125
Staircases	£ 2.00	£ 28,180	£ 22,520	£ 43,170	£ 11,900	£ 105,770
External Walls	£250.00	£ 3,522,500	£ 2,815,000	£ 5,396,250	£ 1,487,500	£ 13,221,250
Windows / External Doors	£140.00	£ 1,972,600	£ 1,576,400	£ 3,021,900	£ 833,000	£ 7,403,900
Internal Walls / Partitions	£ 70.00	£ 789,040	£ 630,560	£ 1,309,490	£ 333,200	£ 3,062,290
Internal Doors	£ 70.00	£ 789,040	£ 630,560	£ 1,309,490	£ 333,200	£ 3,062,290
Wall Finishes	£ 45.00	£ 507,240	£ 405,360	£ 841,815	£ 214,200	£ 1,968,615
Floor Finishes	£ 50.00	£ 563,600	£ 450,400	£ 935,350	£ 238,000	£ 2,187,350
Ceiling Finishes	£ 35.00	£ 394,520	£ 315,280	£ 654,745	£ 166,600	£ 1,531,145
Fittings and Fixtures	£ 40.00	£ 450,880	£ 360,320	£ 748,280	£ 190,400	£ 1,749,880
Kitchen Installations	£ 70.00	£ 789,040	£ 630,560	£ 1,309,490	£ 333,200	£ 3,062,290
Mechanical and Electrical	£330.00	£ 3,719,760	£ 2,972,640	£ 6,173,310	£ 1,570,800	£ 14,436,510
Bathrooms	£ 90.00	£ 1,014,480	£ 810,720	£ 1,683,630	£ 428,400	£ 3,937,230
Lift Installations	£ 20.00	£ 225,440	£ 180,160	£ 374,140	£ 95,200	£ 874,940
External Works	£ 20.00	£ 281,800	£ 225,200	£ 431,700	£ 119,000	£ 1,057,700
Drainage	£ 20.00	£ 281,800	£ 225,200	£ 431,700	£ 119,000	£ 1,057,700
Statutory Services	£ 25.00	£ 352,250	£ 281,500	£ 539,625	£ 148,750	£ 1,322,125
<b>Additional Items</b>						£ -
Demolition		£ 150,000	£ 300,000	£ 300,000	£ 100,000	£ 850,000
Cable Diversion		£ 75,000	£ 75,000	£ 75,000	£ 75,000	£ 300,000
Access provision for substation		£ -	£ -	£ 50,000	£ -	£ 50,000
Green Roof - 4 + 5a		£ 317,025	£ 253,350	£ -	£ -	£ 570,375
Enhanced acoustics to road facing elevations (5b + 6)		£ -	£ -	£ 300,000	£ 300,000	£ 600,000
Cooling / mechanical vent		Excluded	Excluded	Excluded	Excluded	Excluded
Low Carbon impact (3%)		£ 676,531	£ 540,649	£ 1,066,233	£ 290,673	£ 2,574,087
Inefficient build envelope due to site shape / layout		£ -	£ -	£ -	£ 500,000	£ 500,000
<b>Total Construction Works</b>		<b>£23,452,576.35</b>	<b>£18,937,278.90</b>	<b>£37,032,343.30</b>	<b>£10,654,773.00</b>	<b>£ 90,076,971.55</b>
Main Contractor Prelims	15%	£ 3,517,886	£ 2,840,592	£ 5,554,851	£ 1,598,216	£ 13,511,546
Post-Contract Design Fees	5%	£ 1,348,523	£ 1,088,894	£ 2,129,360	£ 612,649	£ 5,179,426
Main Contractor OH&P	5%	£ 1,415,949	£ 1,143,338	£ 2,235,828	£ 643,282	£ 5,438,397
Design Development	3%	£ 892,048	£ 720,303	£ 1,408,571	£ 405,268	£ 3,426,190
<b>Anticipated Contract Sum</b>		<b>£ 30,626,983</b>	<b>£ 24,730,406</b>	<b>£ 48,360,954</b>	<b>£ 13,914,188</b>	<b>£ 117,632,531</b>
	£/m2	£ 2,717	£ 2,745	£ 2,585	£ 2,923	£ 2,689
	£/Unit	£ 212,687	£ 220,807	£ 206,671	£ 248,468	£ 215,444

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 3.4 Elemental Summary - De-Culverted High Density

Element	Rate	Parcel 4	Parcel 5A	Parcel 5B	Parcel 6	Total
<b>Residential GIFA</b>	Areas	14,090	13,512	25,902	5,950	59,454
<b>Commercial GIFA</b>	Areas	2,818	2,252	2,878	1,190	9,138
<b>Total GIFA</b>	Areas	16,908	15,764	28,780	7,140	68,592
<b>Residential Units</b>	Units	180	168	324	84	756
Substructure	£ 60.00	£ 1,014,480	£ 945,840	£ 1,726,800	£ 428,400	£ 4,115,520
Frame	£360.00	£ 6,086,880	£ 5,675,040	£ 10,360,800	£ 2,570,400	£ 24,693,120
Upper Floors	£ 20.00	£ 338,160	£ 315,280	£ 575,600	£ 142,800	£ 1,371,840
Roof	£ 25.00	£ 422,700	£ 394,100	£ 719,500	£ 178,500	£ 1,714,800
Staircases	£ 2.00	£ 33,816	£ 31,528	£ 57,560	£ 14,280	£ 137,184
External Walls	£250.00	£ 4,227,000	£ 3,941,000	£ 7,195,000	£ 1,785,000	£ 17,148,000
Windows / External Doors	£140.00	£ 2,367,120	£ 2,206,960	£ 4,029,200	£ 999,600	£ 9,602,880
Internal Walls / Partitions	£ 70.00	£ 986,300	£ 945,840	£ 1,813,140	£ 416,500	£ 4,161,780
Internal Doors	£ 70.00	£ 986,300	£ 945,840	£ 1,813,140	£ 416,500	£ 4,161,780
Wall Finishes	£ 45.00	£ 634,050	£ 608,040	£ 1,165,590	£ 267,750	£ 2,675,430
Floor Finishes	£ 50.00	£ 704,500	£ 675,600	£ 1,295,100	£ 297,500	£ 2,972,700
Ceiling Finishes	£ 35.00	£ 493,150	£ 472,920	£ 906,570	£ 208,250	£ 2,080,890
Fittings and Fixtures	£ 40.00	£ 563,600	£ 540,480	£ 1,036,080	£ 238,000	£ 2,378,160
Kitchen Installations	£ 70.00	£ 986,300	£ 945,840	£ 1,813,140	£ 416,500	£ 4,161,780
Mechanical and Electrical	£330.00	£ 4,649,700	£ 4,458,960	£ 8,547,660	£ 1,963,500	£ 19,619,820
Bathrooms	£ 90.00	£ 1,268,100	£ 1,216,080	£ 2,331,180	£ 535,500	£ 5,350,860
Lift Installations	£ 20.00	£ 281,800	£ 270,240	£ 518,040	£ 119,000	£ 1,189,080
External Works	£ 20.00	£ 338,160	£ 315,280	£ 575,600	£ 142,800	£ 1,371,840
Drainage	£ 20.00	£ 338,160	£ 315,280	£ 575,600	£ 142,800	£ 1,371,840
Statutory Services	£ 25.00	£ 422,700	£ 394,100	£ 719,500	£ 178,500	£ 1,714,800
<b>Additional Items</b>						£ -
Demolition		£ 150,000	£ 300,000	£ 300,000	£ 100,000	£ 850,000
Cable Diversion		£ 75,000	£ 75,000	£ 75,000	£ 75,000	£ 300,000
Access provision for substation		£ -	£ -	£ 50,000	£ -	£ 50,000
Green Roof - 4 + 5a		£ 317,025	£ 253,350	£ -	£ -	£ 570,375
Enhanced acoustics to road facing elevations (5b + 6)		£ -	£ -	£ 300,000	£ 300,000	£ 600,000
Cooling / mechanical vent		Excluded	Excluded	Excluded	Excluded	Excluded
Low Carbon impact (3%) Inefficient build envelope due to site shape / layout		£ 823,800	£ 776,028	£ 1,442,244	£ 352,862	£ 3,394,934
		£ -	£ -	£ -	£ 500,000	£ 500,000
<b>Total Construction Works</b>		<b>£28,508,801.03</b>	<b>£27,018,625.94</b>	<b>£49,942,044.00</b>	<b>£12,789,942.40</b>	<b>£ 118,259,413.37</b>
Main Contractor Prelims	15%	£ 4,276,320	£ 4,052,794	£ 7,491,307	£ 1,918,491	£ 17,738,912
Post-Contract Design Fees	5%	£ 1,639,256	£ 1,553,571	£ 2,871,668	£ 735,422	£ 6,799,916
Main Contractor OH&P	5%	£ 1,721,219	£ 1,631,250	£ 3,015,251	£ 772,193	£ 7,139,912
Design Development	3%	£ 1,084,368	£ 1,027,687	£ 1,899,608	£ 486,481	£ 4,498,145
<b>Anticipated Contract Sum</b>		<b>£ 37,229,964</b>	<b>£ 35,283,928</b>	<b>£ 65,219,877</b>	<b>£ 16,702,530</b>	<b>£ 154,436,298</b>
	£/m2	£ 2,642	£ 2,611	£ 2,518	£ 2,807	£ 2,598
	£/Unit	£ 206,833	£ 210,023	£ 201,296	£ 198,840	£ 204,281

# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 4.1 Accommodation Schedule - Standard Culvert Scheme

Standard Culvert Scheme - LOW DENSITY

Location	m2	Storeys	GIFA
Parcel 4	1,409	10	14,090
1 Beds	177	10	1,770
2 Beds	875	10	8,750
3 Beds	205	10	2,050
White area	152	10	1,520
Parcel 5A	1,126	10	11,260
1 Beds	239	10	2,390
2 Beds	570	10	5,700
3 Beds	197	10	1,970
White area	120	10	1,200
Parcel 5B	1,967	15	29,505
1 Beds	814	15	12,210
2 Beds	711	15	10,665
3 Beds	205	15	3,075
White area	237	15	3,555
Parcel 6	595	10	5,950
1 Beds	172	10	1,720
2 Beds	145	10	1,450
3 Beds	202	10	2,020
White area	76	10	760

Standard Culvert Scheme - HIGH DENSITY

Location	m2	Storeys	GIFA
Parcel 4	1,409	12	16,908
1 Beds	177	12	2,124
2 Beds	875	12	10,500
3 Beds	205	12	2,460
White area	152	12	1,824
Parcel 5A	1,126	14	15,764
1 Beds	239	14	3,346
2 Beds	570	14	7,980
3 Beds	197	14	2,758
White area	120	14	1,680
Parcel 5B	1,967	20	39,340
1 Beds	814	20	16,280
2 Beds	711	20	14,220
3 Beds	205	20	4,100
White area	237	20	4,740
Parcel 6	595	12	7,140
1 Beds	172	12	2,064
2 Beds	145	12	1,740
3 Beds	202	12	2,424
White area	76	12	912

Location	m2	Storeys	GIFA
Parcel 4	1,409	10	14,090
Parcel 5A	1,126	10	11,260
Parcel 5B	1,967	15	29,505
Parcel 6	595	10	5,950
Total	5,097	45	60,805

Location	m2	Storeys	GIFA
Parcel 4	1,409	12	16,908
Parcel 5A	1,126	14	15,764
Parcel 5B	1,967	20	39,340
Parcel 6	595	12	7,140
Total	5,097	58	79,152

Landscaping	
Green Soft	4,990
Cream Hard	5,004
Red Hard	722
Culvert	167

Landscaping	
Green Soft	4,990
Cream Hard	5,004
Red Hard	722
Culvert	167

Units	Nr
Parcel 4	136
Parcel 5A	112
Parcel 5B	338
Parcel 6	56
	642

Units	Nr
Parcel 4	170
Parcel 5A	168
Parcel 5B	468
Parcel 6	84
	890



# FEASIBILITY ESTIMATE

St Mary's Gate, Sheffield



## 4.2 Accommodation Schedule - De-Culverted Scheme

De-Culverted Scheme - LOW DENSITY

Location	m2	Storeys	GIFA
Parcel 4	1,409	10	14,090
1 Beds	475	10	4,750
2 Beds	563	10	5,630
3 Beds	205	10	2,050
White area	166	10	1,660
Parcel 5A	1,126	10	11,260
1 Beds	370	10	3,700
2 Beds	419	10	4,190
3 Beds	190	10	1,900
White area	147	10	1,470
Parcel 5B	1,439	15	21,585
1 Beds	416	15	6,240
2 Beds	644	15	9,660
3 Beds	203	15	3,045
White area	176	15	2,640
Parcel 6	595	10	5,950
1 Beds	124	10	1,240
2 Beds	288	10	2,880
3 Beds	102	10	1,020
White area	81	10	810

De-Culvert Scheme - HIGH DENSITY

Location	m2	Storeys	GIFA
Parcel 4	1,409	12	16,908
1 Beds	475	12	5,700
2 Beds	563	12	6,756
3 Beds	205	12	2,460
White area	166	12	1,992
Parcel 5A	1,126	14	15,764
1 Beds	370	14	5,180
2 Beds	419	14	5,866
3 Beds	190	14	2,660
White area	147	14	2,058
Parcel 5B	1,439	20	28,780
1 Beds	416	20	8,320
2 Beds	644	20	12,880
3 Beds	203	20	4,060
White area	176	20	3,520
Parcel 6	595	12	7,140
1 Beds	124	12	1,488
2 Beds	288	12	3,456
3 Beds	102	12	1,224
White area	81	12	972

Location	m2	Storeys	GIFA
Parcel 4	1,409	10	14,090
Parcel 5A	1,126	10	11,260
Parcel 5B	1,439	15	21,585
Parcel 6	595	10	5,950
Total	4,569	45	52,885

Location	m2	Storeys	GIFA
Parcel 4	1,409	12	16,908
Parcel 5A	1,126	14	15,764
Parcel 5B	1,439	20	28,780
Parcel 6	595	12	7,140
Total	4,569	58	68,592

Landscaping	
Green Soft	5,481
Cream Hard	4,907
Red Hard	721
Culvert	309

Landscaping	
Green Soft	5,481
Cream Hard	4,907
Red Hard	721
Culvert	309

Units	Nr
Parcel 4	144
Parcel 5A	112
Parcel 5B	234
Parcel 6	56
	546

Units	Nr
Parcel 4	180
Parcel 5A	168
Parcel 5B	324
Parcel 6	84
	756

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## **Appendix 5**

### **Savills Development Appraisal Residual Valuation**

# St Mary's Gate, Sheffield

## Summary of Assumptions applied within Residual Appraisals

**This Summary has been prepared on behalf of:**

LIDL Great Britain Limited

February 2023

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# 1. Introduction

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- 1.1 Savills has been instructed by LIDL to assess the overall viability of the proposed redevelopment of the land at St Mary's Gate, Sheffield.
- 1.2 The land in question forms part of an area which is proposed to be brought forward as a Strategic Mixed Use site allocation (HC03) in the Publication (Pre-Submission) Draft Sheffield Local Plan. The proposed mixed use allocation (HC03) allows for a mix of housing and commercial uses with a focus on delivering 1,006 new homes to meet the city's future housing needs during the plan period.
- 1.3 We have been instructed to assess the viability of two proposed schemes based on concept Masterplans provided by SMR architects, which have been prepared by use of the Council's evidence base in the context of how the Council envisage development could proceed on the wider HC03 site allocation in the emerging Plan. The concept masterplans also take account of the proposed 'conditions on development' for emerging site allocation HC03 in relation to the de-culverting of the Porter Brook where it passes under the south eastern part of the proposed allocation.
- 1.4 Against this background, two schemes have been provided for us to assess in relation to their viability. This includes:
  - a **'Standard Culvert High Density' scheme of 890 residential units with an allowance for ground and first floor in each block to provide for a range of other supporting commercial and community related uses;**
  - a **'De-Culverted Culvert High Density Option' scheme of 756 residential units and similar assumption relating to commercial and other uses.**
- 1.5 We have appraised the schemes using Argus Developer, an industry recognised software used to assess development projects.
- 1.6 Within this report, we have set out the key assumptions that have been applied to the residual appraisals. The report demonstrates that given the significant costs associated with the proposed development, the Residual Land Values of the proposed development under both development scenarios are negative and thus the site is not financially viable as a residential led development.
- 1.7 We believe that we have been optimistic in our assessment of GDV and the likelihood is that costs would increase, rather than decrease due to build cost inflation. Any increase in sales revenue would be offset by an increase in build costs.
- 1.8 Although this report has been prepared in line with RICS guidance, it is first and foremost a supporting document to representations being made by Lidl Great Britain Limited to the Publication (Pre-Submission) draft Sheffield Local Plan. As per Professional Standards 1 of the RICS Valuation Professional Standards January 2022 Incorporating the International Valuation Standards – Global and UK Edition, advice given expressly in preparation for, or during the course of, negotiations or possible litigation does not form part of a formal "Red Book" valuation and should not be relied upon as such.

## 2. Residual Appraisal Methodology

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- 2.1 An objective test of financial viability for projects should be set in the context of a well-established set of appraisal techniques and their applications. An accepted method of valuation of development schemes and land is set out in RICS guidance note *Valuation of development property* (1<sup>st</sup> edition, October 2019). This approach, called the residual method, recognises that the value of a development scheme is a function of a number of elements; the value of the completed development (gross development value (GDV)), the direct costs of developing the property (gross development cost (GDC)), the return to the developer for taking the development risk and delivering the scheme, the cost of any planning obligations and the cost or value of the site.

2.2 In simple terms, this can be expressed as:

GROSS DEVELOPMENT VALUE less COSTS less PROFIT = RESIDUAL VALUE

2.3 The residual approach is used for development situations where the direct comparison with other transactions is not possible due to the individuality of development projects. The residual appraisal method can be used in two basic ways: first, to assess the level of return generated from the proposed project where site cost is an input into the appraisal; and, secondly, to establish a residual site value by inputting a predetermined level of return.

2.4 The value of development land is determined by what can be developed on that land and the value, cost and timing of that development. Furthermore, the value of that development is not directly related to its cost, but is created by the interplay of market forces. These market forces include the supply of and demand for development properties in the market. This in turn is influenced by the planning system, the availability of funding through the financial system, occupier demand, and the property investment and capital markets.

2.5 Where the residual appraisal method has assessed the level of return, it will be necessary to form a professional judgement as to that return's acceptability in respect of the proposed development. This will have regard to both market forces as described above and the intrinsic risks associated with the scheme being appraised. An acceptable return may fall within a prescribed range or may be required to seek to achieve a minimum target level for a proposed development.

### 3. Appraisal Assumptions

3.1 The table below provides a summary of the assumptions applied within the appraisals and our comments.

	Input/Assumption	Comments
1.	Timescales	<p>We have not been provided with a detailed development programme and as such have made assumptions for appraising the scheme.</p> <p>For the 890 unit scheme, we have adopted a construction period equating to 250 units per year, therefore 3.56 years or approx. 43 months, with a sales period also equating to 43 months but commencing 24 months after the start of construction. The letting period for commercial mirrors the residential sales period for consistency.</p> <p>For the 756 unit scheme, we have adopted a construction period equating to 250 units per year, therefore 3 years or approx. 36 months, with a sales period also equating to 36 months but commencing 24 months after the start of construction. The letting period for commercial mirrors the residential sales period for consistency.</p>
2.	Revenue/Gross Development Value - Residential	<p>For each appraisal we have carried out an assessment of comparable evidence of comparable housing in Sheffield city centre and sought input from developers and agents active in the local market. Based on our analysis, we would expect average private values at the proposed development in the order of £330 per sq. ft on average to reflect the location and nature of the proposed development and units on site.</p> <p>In respect of the affordable housing, we have assumed a 0% provision as per Sheffield Council policy on city centre development schemes.</p>
3.	Estimated Rental Value (Commercial) and Yield	<p>Within each appraisal we have assumed an ERV of £18 psf for the commercial units capitalised with an 8% yield.</p>
4.	Gross to Net Ratio	<p>Within each appraisal we have assumed a Gross to Net floor area of 80/20 for the residential units and 85/15 for the commercial elements. We would highlight that we have been optimistic in our assessment of the Gross to Net ratio and that the ratio could in fact be less efficient due to the layouts of the proposed blocks and be in the region of 75/25 for the residential units.</p>
5.	Purchaser's costs	<p>We have deducted Purchaser's Costs from the land value as per industry practice. These include Stamp Duty Land Tax at the current HMRC scale, agent fees at 1% and legal fees at 0.5% of land value.</p>
6.	Estimated build costs & abnormal costs	<p>We have been provided with build and abnormal costs by LIDL's cost consultant Rider Levett Bucknall (RLB). These costs equate to £209 per sq. ft GIA for both schemes. The £psf is blended across residential and commercial. These costs exclude mechanical cooling. We have been informed by RLB that if mechanical cooling is required as a result of further study / design development, this would increase the construction cost and would thus further affect the viability of the schemes.</p> <p>We would note that should the aforementioned figures change, this will have an impact on the residual land values outlined herein.</p>



		We have included for a 3% contingency allowance in our appraisals. Given the complexities of the site, being located near a culvert with unknown ground conditions and a number of constraints, coupled with the risk of further build cost inflation, arguably a 10% contingency could be applied. In this instance we have been optimistic with regard to the contingency allowance.
7.	Disposal costs	We have included Sales, marketing and legal costs at 2% of the GDV on disposal.
8.	Professional fees	We have included for professional fees at 12%. Typical and acceptable fee allowances of a large scale scheme of this nature are in the range of 10 to 12% for residential led schemes.
9.	Finance rate	In line with RICS guidance we have adopted 100% debt funding; adopting a debit rate of 8% to include for arrangement fees and exit fees.
10.	Estimated profit / developers target return	15% on cost as per market requirements for developments of this nature (i.e. mixed use commercial and residential) in this location.
11.	Planning obligations	CIL would be payable at a rate of £30 per square metre on the level of proposed floorspace less any relevant existing floorspace on the site to be demolished. This and any additional S106 contributions would have a further detrimental effect on viability.

## 4. Appraisal Results

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- 4.1 We have assessed the development economics of the proposed schemes using Argus Developer and have based our appraisals upon the following:
- a 'Standard Culvert High Density' scheme of 890 residential units with an allowance for ground and first floor in each block to provide for a range of other supporting commercial and community related uses
  - an 'De-Culverted High Density Option' scheme of 756 residential units and similar assumption relating to commercial and other uses.
- 4.2 The appraisals produce a significant deficit (negative land value) of -£41.9 million and -£37.2 million respectively, which demonstrates that based on the aforementioned assumptions, the site is not viable for a residential led development due to the development costs associated with developing the site.

St Mary's Gate

Sheffield

Standard culvert scheme - high density - 890 units

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Development Appraisal

Savills

15 February 2023

**Appraisal Summary for Phase 1**

Currency in £

**REVENUE**

Sales Valuation	Units	ft <sup>2</sup>	Sales Rate ft <sup>2</sup>	Unit Price	Gross Sales
Residential	890	593,822	330.00	220,181	195,961,392

**Rental Area Summary**

	Units	ft <sup>2</sup>	Rent Rate ft <sup>2</sup>	Initial MRV/Unit	Net Rent at Sale	Initial MRV
Commercial	4	93,271	18.00	419,717	1,678,869	1,678,869

**Investment Valuation**

**Commercial**

Market Rent	1,678,869	YP @	8.0000%	12.5000	
		PV 3yrs 6mths @	8.0000%	0.7639	16,030,375

**GROSS DEVELOPMENT VALUE**

**211,991,767**

**NET REALISATION**

**211,991,767**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price (Negative land)			(41,852,611)		(41,852,611)
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**CONSTRUCTION COSTS**

**Construction**

	ft <sup>2</sup>	Build Rate ft <sup>2</sup>	Cost	
Commercial	109,730	209.00	22,933,570	
Residential	742,278	209.00	155,136,102	
<b>Totals</b>	<b>852,008 ft<sup>2</sup></b>		<b>178,069,672</b>	<b>178,069,672</b>

Developers Contingency		3.00%	5,342,090	5,342,090
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**PROFESSIONAL FEES**

Other Professionals		12.00%	21,368,361	21,368,361
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**DISPOSAL FEES**

Sales, marketing and legal		2.00%	4,239,835	4,239,835
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**FINANCE**

Debit Rate 8.000%, Credit Rate 0.000% (Nominal)				
Land			(4,452,752)	
Construction			6,726,530	
Letting			14,899,551	
Total Finance Cost				17,173,328

**TOTAL COSTS**

**184,340,675**

**PROFIT**

**27,651,091**

**Performance Measures**

Profit on Cost%	15.00%
Profit on GDV%	13.04%
Profit on NDV%	13.04%
Development Yield% (on Rent)	0.91%
Equivalent Yield% (Nominal)	8.00%
Equivalent Yield% (True)	8.42%

IRR% (without Interest)	20.37%
Rent Cover	16 yrs 6 mths
Profit Erosion (finance rate 8.000)	1 yr 9 mths

Project Timescale	
Project Start Date	Feb 2023
Project End Date	Aug 2028
Project Duration (Inc Exit Period)	67 months

**Phase 1**



**Detailed Cash flow Phase 1**

Monthly B/F	001:Feb 2023	002:Mar 2023	003:Apr 2023	004:May 2023	005:Jun 2023
	0	41,289,512	40,192,974	38,587,398	36,497,184
<b>Revenue</b>					
Cap - Commercial	0	0	0	0	0
Sale - Residential	0	0	0	0	0
<b>Disposal Costs</b>					
Sales, marketing and legal	0	0	0	0	0
<b>Unit Information</b>					
<b>Residential</b>					
<b>Acquisition Costs</b>					
Residualised Price	41,852,611	0	0	0	0
<b>Construction Costs</b>					
Con. - Commercial	(63,062)	(122,803)	(179,810)	(234,086)	(285,628)
Con. - Residential	(426,589)	(830,709)	(1,216,343)	(1,583,492)	(1,932,155)
<b>Professional Fees</b>					
Other Professionals	(58,758)	(114,421)	(167,538)	(218,109)	(266,134)
<b>Miscellaneous Costs</b>					
Developers Contingency	(14,690)	(28,605)	(41,885)	(54,527)	(66,533)
<b>Net Cash Flow Before Finance</b>	<b>41,289,512</b>	<b>(1,096,538)</b>	<b>(1,605,576)</b>	<b>(2,090,214)</b>	<b>(2,550,450)</b>
Debit Rate 8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
Credit Rate 0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
Finance Costs (All Sets)	0	0	0	0	0
<b>Net Cash Flow After Finance</b>	<b>41,289,512</b>	<b>(1,096,538)</b>	<b>(1,605,576)</b>	<b>(2,090,214)</b>	<b>(2,550,450)</b>
Cumulative Net Cash Flow Monthly	41,289,512	40,192,974	38,587,398	36,497,184	33,946,734

Detailed Cash flow Phase 1

006:Jul 2023	007:Aug 2023	008:Sep 2023	009:Oct 2023	010:Nov 2023	011:Dec 2023	012:Jan 2024
33,946,734	30,960,447	27,562,725	23,777,968	19,630,576	15,144,951	10,345,493
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
(334,438)	(380,515)	(423,859)	(464,471)	(502,351)	(537,497)	(569,911)
(2,262,333)	(2,574,026)	(2,867,234)	(3,141,956)	(3,398,193)	(3,635,945)	(3,855,211)
(311,613)	(354,545)	(394,931)	(432,771)	(468,065)	(500,813)	(531,015)
(77,903)	(88,636)	(98,733)	(108,193)	(117,016)	(125,203)	(132,754)
<b>(2,986,287)</b>	<b>(3,397,722)</b>	<b>(3,784,757)</b>	<b>(4,147,391)</b>	<b>(4,485,625)</b>	<b>(4,799,458)</b>	<b>(5,088,890)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
0	0	0	0	0	0	0
<b>(2,986,287)</b>	<b>(3,397,722)</b>	<b>(3,784,757)</b>	<b>(4,147,391)</b>	<b>(4,485,625)</b>	<b>(4,799,458)</b>	<b>(5,088,890)</b>
30,960,447	27,562,725	23,777,968	19,630,576	15,144,951	10,345,493	5,256,603

Detailed Cash flow Phase 1

013:Feb 2024	014:Mar 2024	015:Apr 2024	016:May 2024	017:Jun 2024	018:Jul 2024	019:Aug 2024
5,256,603	(97,320)	(5,692,522)	(11,541,251)	(17,620,806)	(23,907,807)	(30,378,971)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
(599,592)	(626,541)	(650,757)	(672,240)	(690,990)	(707,008)	(720,294)
(4,055,992)	(4,238,288)	(4,402,099)	(4,547,424)	(4,674,264)	(4,782,619)	(4,872,488)
(558,670)	(583,779)	(606,343)	(626,360)	(643,831)	(658,755)	(671,134)
(139,668)	(145,945)	(151,586)	(156,590)	(160,958)	(164,689)	(167,783)
<b>(5,353,922)</b>	<b>(5,594,553)</b>	<b>(5,810,784)</b>	<b>(6,002,613)</b>	<b>(6,170,042)</b>	<b>(6,313,071)</b>	<b>(6,431,699)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
0	(649)	(37,946)	(76,942)	(116,959)	(158,093)	(202,526)
<b>(5,353,922)</b>	<b>(5,595,202)</b>	<b>(5,848,729)</b>	<b>(6,079,555)</b>	<b>(6,287,002)</b>	<b>(6,471,164)</b>	<b>(6,634,225)</b>
(97,320)	(5,692,522)	(11,541,251)	(17,620,806)	(23,907,807)	(30,378,971)	(37,013,196)



Detailed Cash flow Phase 1

020:Sep 2024 (37,013,196)	021:Oct 2024 (43,784,526)	022:Nov 2024 (50,669,189)	023:Dec 2024 (57,648,162)	024:Jan 2025 (64,692,435)	025:Feb 2025 (71,777,747)	026:Mar 2025 (74,023,010)
0	0	0	0	0	372,799	372,799
0	0	0	0	0	4,557,242	4,557,242
0	0	0	0	0	(98,601)	(98,601)
0	0	0	0	0	0	0
(730,846)	(738,666)	(743,753)	(746,108)	(745,730)	(742,619)	(736,776)
(4,943,872)	(4,996,771)	(5,031,184)	(5,047,112)	(5,044,555)	(5,023,513)	(4,983,985)
(680,966)	(688,252)	(692,993)	(695,186)	(694,834)	(691,936)	(686,491)
(170,242)	(172,063)	(173,248)	(173,797)	(173,709)	(172,984)	(171,623)
<b>(6,525,926)</b>	<b>(6,595,752)</b>	<b>(6,641,178)</b>	<b>(6,662,203)</b>	<b>(6,658,828)</b>	<b>(1,799,612)</b>	<b>(1,747,435)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(245,404)	(288,911)	(337,795)	(382,069)	(426,484)	(445,651)	(457,649)
<b>(6,771,330)</b>	<b>(6,884,663)</b>	<b>(6,978,973)</b>	<b>(7,044,273)</b>	<b>(7,085,312)</b>	<b>(2,245,263)</b>	<b>(2,205,084)</b>
(43,784,526)	(50,669,189)	(57,648,162)	(64,692,435)	(71,777,747)	(74,023,010)	(76,228,094)

**Detailed Cash flow Phase 1**

027:Apr 2025 (76,228,094)	028:May 2025 (78,368,250)	029:Jun 2025 (80,427,717)	030:Jul 2025 (82,372,272)	031:Aug 2025 (84,176,678)	032:Sep 2025 (85,825,530)	033:Oct 2025 (87,283,273)
372,799	372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0	0
(728,200)	(716,891)	(702,850)	(686,076)	(666,570)	(644,330)	(619,358)
(4,925,972)	(4,849,474)	(4,754,490)	(4,641,021)	(4,509,067)	(4,358,627)	(4,189,703)
(678,501)	(667,964)	(654,881)	(639,252)	(621,076)	(600,355)	(577,087)
(169,625)	(166,991)	(163,720)	(159,813)	(155,269)	(150,089)	(144,272)
<b>(1,670,858)</b>	<b>(1,569,880)</b>	<b>(1,444,501)</b>	<b>(1,294,722)</b>	<b>(1,120,542)</b>	<b>(921,961)</b>	<b>(698,980)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(469,298)	(489,588)	(500,054)	(509,684)	(528,311)	(535,781)	(541,928)
<b>(2,140,156)</b>	<b>(2,059,468)</b>	<b>(1,944,555)</b>	<b>(1,804,406)</b>	<b>(1,648,853)</b>	<b>(1,457,742)</b>	<b>(1,240,907)</b>
(78,368,250)	(80,427,717)	(82,372,272)	(84,176,678)	(85,825,530)	(87,283,273)	(88,524,180)

Detailed Cash flow Phase 1

034:Nov 2025 (88,524,180)	035:Dec 2025 (89,533,072)	036:Jan 2026 (90,273,193)	037:Feb 2026 (90,718,328)	038:Mar 2026 (90,853,299)	039:Apr 2026 (90,640,372)	040:May 2026 (90,052,846)
372,799	372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0	0
(591,654)	(561,216)	(528,047)	(492,144)	(453,509)	(412,141)	(368,040)
(4,002,293)	(3,796,397)	(3,572,016)	(3,329,150)	(3,067,799)	(2,787,963)	(2,489,641)
(551,274)	(522,914)	(492,008)	(458,555)	(422,557)	(384,012)	(342,922)
(137,818)	(130,728)	(123,002)	(114,639)	(105,639)	(96,003)	(85,730)
<b>(451,598)</b>	<b>(179,815)</b>	<b>116,368</b>	<b>436,952</b>	<b>781,936</b>	<b>1,151,321</b>	<b>1,545,107</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(557,294)	(560,305)	(561,504)	(571,922)	(569,009)	(563,796)	(567,485)
<b>(1,008,892)</b>	<b>(740,120)</b>	<b>(445,136)</b>	<b>(134,970)</b>	<b>212,927</b>	<b>587,525</b>	<b>977,622</b>
(89,533,072)	(90,273,193)	(90,718,328)	(90,853,299)	(90,640,372)	(90,052,846)	(89,075,225)

**Detailed Cash flow Phase 1**

041:Jun 2026 (89,075,225)	042:Jul 2026 (87,669,116)	043:Aug 2026 (85,807,332)	044:Sep 2026 (83,473,646)	045:Oct 2026 (79,162,235)	046:Nov 2026 (74,818,614)	047:Dec 2026 (70,453,098)
372,799	372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0	0
(321,207)	(271,641)	(219,343)	0	0	0	0
(2,172,834)	(1,837,541)	(1,483,763)	0	0	0	0
(299,285)	(253,102)	(204,373)	0	0	0	0
(74,821)	(63,275)	(51,093)	0	0	0	0
<b>1,963,293</b>	<b>2,405,880</b>	<b>2,872,868</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(557,185)	(544,096)	(539,182)	(520,029)	(487,820)	(465,924)	(433,714)
<b>1,406,109</b>	<b>1,861,784</b>	<b>2,333,686</b>	<b>4,311,411</b>	<b>4,343,620</b>	<b>4,365,516</b>	<b>4,397,726</b>
(87,669,116)	(85,807,332)	(83,473,646)	(79,162,235)	(74,818,614)	(70,453,098)	(66,055,372)

**Detailed Cash flow Phase 1**

048:Jan 2027 (66,055,372)	049:Feb 2027 (61,625,436)	050:Mar 2027 (57,171,965)	051:Apr 2027 (52,686,285)	052:May 2027 (48,168,395)	053:Jun 2027 (43,625,210)	054:Jul 2027 (39,049,816)
372,799	372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(401,505)	(377,969)	(345,760)	(313,550)	(288,256)	(256,046)	(223,836)
<b>4,429,936</b>	<b>4,453,471</b>	<b>4,485,681</b>	<b>4,517,890</b>	<b>4,543,185</b>	<b>4,575,394</b>	<b>4,607,604</b>
(61,625,436)	(57,171,965)	(52,686,285)	(48,168,395)	(43,625,210)	(39,049,816)	(34,442,212)

**Detailed Cash flow Phase 1**

055:Aug 2027 (34,442,212)	056:Sep 2027 (29,807,520)	057:Oct 2027 (25,140,617)	058:Nov 2027 (20,441,506)	059:Dec 2027 (15,713,475)	060:Jan 2028 (10,953,235)	061:Feb 2028 (6,160,786)
372,799	372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(196,748)	(164,538)	(132,329)	(103,410)	(71,200)	(38,991)	(8,205)
<b>4,634,692</b>	<b>4,666,902</b>	<b>4,699,112</b>	<b>4,728,031</b>	<b>4,760,240</b>	<b>4,792,450</b>	<b>4,823,235</b>
(29,807,520)	(25,140,617)	(20,441,506)	(15,713,475)	(10,953,235)	(6,160,786)	(1,337,550)

**Detailed Cash flow Phase 1**

062:Mar 2028	063:Apr 2028	064:May 2028	065:Jun 2028	066:Jul 2028	067:Aug 2028
(1,337,550)	3,493,890	8,325,330	13,156,771	17,988,211	22,819,651
372,799	372,799	372,799	372,799	372,799	372,799
4,557,242	4,557,242	4,557,242	4,557,242	4,557,242	4,557,242
(98,601)	(98,601)	(98,601)	(98,601)	(98,601)	(98,601)
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
0	0	0	0	0	0
<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>	<b>4,831,440</b>
3,493,890	8,325,330	13,156,771	17,988,211	22,819,651	27,651,091

St Mary's Gate

Sheffield

Extended culvert scheme - high density - 756 units

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Development Appraisal

Savills

15 February 2023



**Appraisal Summary for Phase 1**

Currency in £

**REVENUE**

<b>Sales Valuation</b>	<b>Units</b>	<b>ft<sup>2</sup></b>	<b>Sales Rate ft<sup>2</sup></b>	<b>Unit Price</b>	<b>Gross Sales</b>
Residential	756	511,980	330.00	223,483	168,953,400

**Rental Area Summary**

	<b>Units</b>	<b>ft<sup>2</sup></b>	<b>Rent Rate ft<sup>2</sup></b>	<b>Initial MRV/Unit</b>	<b>Net Rent at Sale</b>	<b>Initial MRV</b>
Commercial	4	83,609	18.00	376,238	1,504,954	1,504,954

**Investment Valuation**

<b>Commercial</b>					
Market Rent	1,504,954	YP @	8.0000%	12.5000	
		PV 2yrs 11mths @	8.0000%	0.7989	15,029,594

**GROSS DEVELOPMENT VALUE** **183,982,994**

**NET REALISATION** **183,982,994**

**OUTLAY**

**ACQUISITION COSTS**

Residualised Price (Negative land)			(37,192,011)		(37,192,011)
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**CONSTRUCTION COSTS**

<b>Construction</b>	<b>ft<sup>2</sup></b>	<b>Build Rate ft<sup>2</sup></b>	<b>Cost</b>	
Commercial	98,363	209.00	20,557,867	
Residential	639,975	209.00	133,754,775	
<b>Totals</b>	<b>738,338 ft<sup>2</sup></b>		<b>154,312,642</b>	<b>154,312,642</b>

Developers Contingency		3.00%	4,629,379	4,629,379
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**PROFESSIONAL FEES**

Other Professionals		12.00%	18,517,517	18,517,517
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**DISPOSAL FEES**

Sales, marketing and legal		2.00%	3,679,660	3,679,660
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**FINANCE**

Debit Rate 8.000%, Credit Rate 0.000% (Nominal)				
Land			(4,292,520)	
Construction			7,697,291	
Letting			12,633,259	
Total Finance Cost				16,038,031

**TOTAL COSTS** **159,985,218**

**PROFIT**

**23,997,776**

**Performance Measures**

Profit on Cost%	15.00%
Profit on GDV%	13.04%
Profit on NDV%	13.04%
Development Yield% (on Rent)	0.94%
Equivalent Yield% (Nominal)	8.00%
Equivalent Yield% (True)	8.42%

IRR% (without Interest)	19.13%
Rent Cover	15 yrs 11 mths
Profit Erosion (finance rate 8.000)	1 yr 9 mths

Project Timescale	
Project Start Date	Feb 2023
Project End Date	Jan 2028
Project Duration (Inc Exit Period)	60 months

**Phase 1**



**Detailed Cash flow Phase 1**

Monthly B/F	001:Feb 2023	002:Mar 2023	003:Apr 2023	004:May 2023	005:Jun 2023
	0	36,554,813	35,263,960	33,355,487	30,865,427
<b>Revenue</b>					
Cap - Commercial	0	0	0	0	0
Sale - Residential	0	0	0	0	0
<b>Disposal Costs</b>					
Sales, marketing and legal	0	0	0	0	0
<b>Unit Information</b>					
<b>Residential</b>					
<b>Acquisition Costs</b>					
Residualised Price	37,192,011	0	0	0	0
<b>Construction Costs</b>					
Con. - Commercial	(73,817)	(149,539)	(221,088)	(288,462)	(351,662)
Con. - Residential	(480,269)	(972,941)	(1,438,454)	(1,876,807)	(2,288,001)
<b>Professional Fees</b>					
Other Professionals	(66,490)	(134,698)	(199,145)	(259,832)	(316,760)
<b>Miscellaneous Costs</b>					
Developers Contingency	(16,623)	(33,674)	(49,786)	(64,958)	(79,190)
<b>Net Cash Flow Before Finance</b>	<b>36,554,813</b>	<b>(1,290,853)</b>	<b>(1,908,473)</b>	<b>(2,490,060)</b>	<b>(3,035,612)</b>
Debit Rate 8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
Credit Rate 0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
Finance Costs (All Sets)	0	0	0	0	0
<b>Net Cash Flow After Finance</b>	<b>36,554,813</b>	<b>(1,290,853)</b>	<b>(1,908,473)</b>	<b>(2,490,060)</b>	<b>(3,035,612)</b>
Cumulative Net Cash Flow Monthly	36,554,813	35,263,960	33,355,487	30,865,427	27,829,815

Detailed Cash flow Phase 1

006:Jul 2023	007:Aug 2023	008:Sep 2023	009:Oct 2023	010:Nov 2023	011:Dec 2023	012:Jan 2024
27,829,815	24,284,684	20,266,068	15,810,001	10,952,517	5,729,650	177,433
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
(410,687)	(465,538)	(516,215)	(562,717)	(605,045)	(643,199)	(677,178)
(2,672,036)	(3,028,910)	(3,358,626)	(3,661,182)	(3,936,579)	(4,184,816)	(4,405,894)
(369,927)	(419,334)	(464,981)	(506,868)	(544,995)	(579,362)	(609,969)
(92,482)	(104,833)	(116,245)	(126,717)	(136,249)	(144,840)	(152,492)
<b>(3,545,131)</b>	<b>(4,018,616)</b>	<b>(4,456,067)</b>	<b>(4,857,484)</b>	<b>(5,222,867)</b>	<b>(5,552,217)</b>	<b>(5,845,532)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
0	0	0	0	0	0	0
<b>(3,545,131)</b>	<b>(4,018,616)</b>	<b>(4,456,067)</b>	<b>(4,857,484)</b>	<b>(5,222,867)</b>	<b>(5,552,217)</b>	<b>(5,845,532)</b>
24,284,684	20,266,068	15,810,001	10,952,517	5,729,650	177,433	(5,668,099)

**Detailed Cash flow Phase 1**

013:Feb 2024 (5,668,099)	014:Mar 2024 (11,808,701)	015:Apr 2024 (18,211,235)	016:May 2024 (24,841,145)	017:Jun 2024 (31,665,208)	018:Jul 2024 (38,646,808)	019:Aug 2024 (45,750,665)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
(706,983)	(732,613)	(754,070)	(771,351)	(784,459)	(793,392)	(798,151)
(4,599,812)	(4,766,571)	(4,906,170)	(5,018,611)	(5,103,891)	(5,162,012)	(5,192,974)
(636,815)	(659,902)	(679,229)	(694,795)	(706,602)	(714,649)	(718,935)
(159,204)	(164,976)	(169,807)	(173,699)	(176,650)	(178,662)	(179,734)
<b>(6,102,814)</b>	<b>(6,324,062)</b>	<b>(6,509,276)</b>	<b>(6,658,456)</b>	<b>(6,771,602)</b>	<b>(6,848,715)</b>	<b>(6,889,794)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(37,787)	(78,473)	(120,633)	(165,608)	(209,997)	(255,141)	(305,004)
<b>(6,140,601)</b>	<b>(6,402,535)</b>	<b>(6,629,909)</b>	<b>(6,824,064)</b>	<b>(6,981,600)</b>	<b>(7,103,856)</b>	<b>(7,194,798)</b>
(11,808,701)	(18,211,235)	(24,841,145)	(31,665,208)	(38,646,808)	(45,750,665)	(52,945,463)

Detailed Cash flow Phase 1

020:Sep 2024 (52,945,463)	021:Oct 2024 (60,191,237)	022:Nov 2024 (67,451,988)	023:Dec 2024 (74,698,494)	024:Jan 2025 (81,887,256)	025:Feb 2025 (88,981,552)	026:Mar 2025 (90,911,819)
0	0	0	0	0	417,489	417,489
0	0	0	0	0	4,693,150	4,693,150
0	0	0	0	0	(102,213)	(102,213)
0	0	0	0	0	0	0
(798,735)	(795,145)	(787,381)	(775,442)	(759,329)	(739,042)	(714,580)
(5,196,776)	(5,173,419)	(5,122,903)	(5,045,227)	(4,940,391)	(4,808,397)	(4,649,242)
(719,461)	(716,228)	(709,234)	(698,480)	(683,966)	(665,693)	(643,659)
(179,865)	(179,057)	(177,309)	(174,620)	(170,992)	(166,423)	(160,915)
<b>(6,894,838)</b>	<b>(6,863,849)</b>	<b>(6,796,826)</b>	<b>(6,693,769)</b>	<b>(6,554,679)</b>	<b>(1,371,128)</b>	<b>(1,159,970)</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(350,936)	(396,902)	(449,680)	(494,992)	(539,617)	(559,139)	(568,280)
<b>(7,245,775)</b>	<b>(7,260,751)</b>	<b>(7,246,506)</b>	<b>(7,188,761)</b>	<b>(7,094,296)</b>	<b>(1,930,268)</b>	<b>(1,728,250)</b>
(60,191,237)	(67,451,988)	(74,698,494)	(81,887,256)	(88,981,552)	(90,911,819)	(92,640,069)

**Detailed Cash flow Phase 1**

027:Apr 2025 (92,640,069)	028:May 2025 (94,128,860)	029:Jun 2025 (95,351,867)	030:Jul 2025 (96,259,810)	031:Aug 2025 (96,814,528)	032:Sep 2025 (96,989,557)	033:Oct 2025 (96,734,316)
417,489	417,489	417,489	417,489	417,489	417,489	417,489
4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150
(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)
0	0	0	0	0	0	0
(685,944)	(653,134)	(616,149)	(574,990)	(529,656)	(480,148)	(426,466)
(4,462,929)	(4,249,455)	(4,008,823)	(3,741,031)	(3,446,079)	(3,123,969)	(2,774,698)
(617,865)	(588,311)	(554,997)	(517,922)	(477,088)	(432,494)	(384,140)
(154,466)	(147,078)	(138,749)	(129,481)	(119,272)	(108,124)	(96,035)
<b>(912,778)</b>	<b>(629,551)</b>	<b>(310,291)</b>	<b>45,002</b>	<b>436,330</b>	<b>863,692</b>	<b>1,327,087</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(576,013)	(593,455)	(597,652)	(599,720)	(611,359)	(608,450)	(602,692)
<b>(1,488,791)</b>	<b>(1,223,006)</b>	<b>(907,943)</b>	<b>(554,718)</b>	<b>(175,029)</b>	<b>255,241</b>	<b>724,395</b>
(94,128,860)	(95,351,867)	(96,259,810)	(96,814,528)	(96,989,557)	(96,734,316)	(96,009,921)



**Detailed Cash flow Phase 1**

034:Nov 2025 (96,009,921)	035:Dec 2025 (94,789,400)	036:Jan 2026 (93,021,239)	037:Feb 2026 (90,665,835)	038:Mar 2026 (86,227,777)	039:Apr 2026 (81,756,329)	040:May 2026 (77,251,492)
417,489	417,489	417,489	417,489	417,489	417,489	417,489
4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150
(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)
0	0	0	0	0	0	0
(368,610)	(306,579)	(240,373)	0	0	0	0
(2,398,268)	(1,994,679)	(1,563,931)	0	0	0	0
(332,025)	(276,151)	(216,516)	0	0	0	0
(83,006)	(69,038)	(54,129)	0	0	0	0
<b>1,826,516</b>	<b>2,361,979</b>	<b>2,933,476</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(605,995)	(593,818)	(578,072)	(570,368)	(536,978)	(503,589)	(480,939)
<b>1,220,521</b>	<b>1,768,161</b>	<b>2,355,404</b>	<b>4,438,058</b>	<b>4,471,447</b>	<b>4,504,837</b>	<b>4,527,487</b>
(94,789,400)	(93,021,239)	(90,665,835)	(86,227,777)	(81,756,329)	(77,251,492)	(72,724,005)

Detailed Cash flow Phase 1

041:Jun 2026 (72,724,005)	042:Jul 2026 (68,163,129)	043:Aug 2026 (63,568,863)	044:Sep 2026 (58,950,159)	045:Oct 2026 (54,298,065)	046:Nov 2026 (49,612,581)	047:Dec 2026 (44,900,835)
417,489	417,489	417,489	417,489	417,489	417,489	417,489
4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150
(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(447,550)	(414,160)	(389,721)	(356,332)	(322,942)	(296,680)	(263,290)
<b>4,560,876</b>	<b>4,594,266</b>	<b>4,618,704</b>	<b>4,652,094</b>	<b>4,685,483</b>	<b>4,711,746</b>	<b>4,745,136</b>
(68,163,129)	(63,568,863)	(58,950,159)	(54,298,065)	(49,612,581)	(44,900,835)	(40,155,699)

**Detailed Cash flow Phase 1**

048:Jan 2027 (40,155,699)	049:Feb 2027 (35,377,174)	050:Mar 2027 (30,570,525)	051:Apr 2027 (25,730,486)	052:May 2027 (20,857,058)	053:Jun 2027 (15,953,608)	054:Jul 2027 (11,016,769)
417,489	417,489	417,489	417,489	417,489	417,489	417,489
4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150
(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
0	0	0	0	0	0	0
<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(229,901)	(201,777)	(168,387)	(134,998)	(104,976)	(71,587)	(38,197)
<b>4,778,525</b>	<b>4,806,649</b>	<b>4,840,039</b>	<b>4,873,428</b>	<b>4,903,450</b>	<b>4,936,839</b>	<b>4,970,229</b>
(35,377,174)	(30,570,525)	(25,730,486)	(20,857,058)	(15,953,608)	(11,016,769)	(6,046,540)

**Detailed Cash flow Phase 1**

055:Aug 2027 (6,046,540)	056:Sep 2027 (1,044,353)	057:Oct 2027 3,964,073	058:Nov 2027 8,972,499	059:Dec 2027 13,980,925	060:Jan 2028 18,989,351
417,489	417,489	417,489	417,489	417,489	417,489
4,693,150	4,693,150	4,693,150	4,693,150	4,693,150	4,693,150
(102,213)	(102,213)	(102,213)	(102,213)	(102,213)	(102,213)
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
0	0	0	0	0	0
<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>
8.000%	8.000%	8.000%	8.000%	8.000%	8.000%
0.000%	0.000%	0.000%	0.000%	0.000%	0.000%
(6,239)	0	0	0	0	0
<b>5,002,187</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>	<b>5,008,426</b>
(1,044,353)	3,964,073	8,972,499	13,980,925	18,989,351	23,997,776

**From:** [REDACTED]  
**To:** [REDACTED]  
**Subject:** Sheffield Local Plan Publication (Pre-Submission) Draft Consultation - Representations by Lidl Great Britain Limited - EMAIL 2 of 2  
**Date:** 20 February 2023 08:16:43  
**Attachments:** [Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Annex\\_B\\_-\\_Parking\\_Guidelines.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_GS10.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_CA5.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_CA5A.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_CA5B.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_EC5.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_ES1.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_GS6.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_GS7.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Policy\\_VC3.docx](#)  
[Reg\\_19\\_Consultation\\_Form\\_-\\_Parts\\_A\\_and\\_B\\_-\\_Proposed\\_Site\\_Allocation\\_HC03.docx](#)

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Dear Sir / Madam

Please find attached representations on the Sheffield Local Plan Publication (Pre-Submission) Draft Consultation document on behalf of Lidl Great Britain Limited.

Attached to this email are copies of the individual consultation pro-formas provided with respect to each policy / proposed site allocation on which objections have been lodged.

The first email included a combined document with appendices incorporating all the representations on the various policies and proposed allocation HC03.

If you have any queries, please do not hesitate to contact me.

Regards

Jeremy

**Jeremy Williams BA (Hons) MA MRTPI**

Director

[REDACTED]  
[REDACTED]  
[REDACTED]

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## Sheffield Plan Consultation Representation Form January – February 2023

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Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy CA5

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.



The comments below on Policy CA5 should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

**Policy CA5: Heart of the City, Division Street, Springfield, Milton Street, The Moor and Hanover Street**

Character Area CA5 is made up of six areas in the Central Sub-Area covering a relatively extensive part of the city centre extending from Division Street down through Springfield, Milton Street, the Moor and across the Ring Road to Hanover Street. Policy CA5 sets out what development proposals in Character Area Five are to achieve.

*Soundness of Policy CA5*

Policy CA5 includes an objective to deliver Site Allocations HC01 to HC30 with a focus on site allocations identified in Policy CA5A (Priority Location in Moorfoot) and Policy CA5B (Catalyst Site) at the junction between St Mary's Gateway, The Moor Street and London Road.

As addressed in our main representations document we set out why we consider that overall site allocation HC03 (mixed use) is not available, suitable, achievable (including viable) or deliverable as envisaged by the proposed site allocation as set out in Annex A (Proposed Site Allocations).

In relation to availability an assessment of land ownership availability and other legal constraints including access rights for Northern Power Grid to access the sub-station compound in the south western part of the site leads us to conclude that on the best information available there is not the 'confidence' that there are no legal or ownership impediments to bringing forward the wider HC03 allocation for the form of development proposed in the Publication (Pre-Submission) Plan.

Our assessment of suitability demonstrates that taking account of relevant constraints the site is not suitable for proposed site allocation HC03 in the context of providing a mixed use development focused on the provision of 1,006 new homes.

With regard to achievability, our assessment demonstrates that proposed site allocation HC03 is not economically viable.

As such Policy CA5 in its current form is not considered to be '**justified**' or '**effective**' in delivering the growth plan and spatial strategy given the reliance on mixed use development on proposed site allocation HC03 to provide 1,006 new homes. Policy CA5 is therefore **not sound** and should be amended.

As set out elsewhere in our representations proposed site allocation HC03 should be removed from the plan.

**6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

In light of the above we object to Policy CA5 as worded, which should be amended as follows to make the Plan sound:

Criterion (a) should be amended to reduce the number of homes that would be provided in Character Area 5 to account for a reduction by 1,006 that are included in HC03 and should no longer be allocated:

Criterion (b) should be amended to remove reference to proposed Site Allocation HC03. The criterion should be amended to the text below:

*“Deliver Site Allocations HC01 to HC02, HC04 to HC30, with a focus on the site allocations identified in Policy CA5A – Priority Location in Moorfoot and Policy CA5B – Catalyst Site at the Junction between South Lane, The Moor Street and London Road. The part of the.....Policy CA4A”* (our underlining of key changes)

**Continue on a separate sheet if necessary**

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**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representations relate to wider matters in the Plan concerning a proposed major strategic mixed use allocation (HC03), which raises issues concerning delivery of site allocations in the Central Sub-Area contributing towards delivery of the Council’s growth plan and spatial strategy.

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Yes

No

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I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

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**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy CA5A

Paragraph Number:

Policies Map: Remove area covered by proposed Site Allocation HC03 from CA5A Priority Location at Moorfoot

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy CA5A** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

### **Policy CA5A: Priority Location in Moorfoot**

#### *Soundness of Policy CA5A*

The Priority Location at Moorfoot has been chosen as a priority location because it is considered to have the capacity for volume development, including opportunities for high density and landmark buildings of height, could provide a differentiated offer to support a community suited to the private rented sector and graduate/young professional market, has the ability to help meet biodiversity net gain targets and represents a key site to improve the connectivity of the City Centre to edge areas (paragraph 4.48 of Part 1 of the Plan).

Policy CA5A sets out that the Priority Location in Moorfoot includes a number of development proposals to deliver site allocations HC03, HC08, HC11 and HC20.

As addressed elsewhere in our main representation statement, the area covered by proposed site allocation HC03 is not considered to be available, suitable, achievable (including viable) or deliverable as envisaged by the proposed site allocation set out in Annex A (Proposed Site Allocations) for a mixed use allocation with a focus on providing for 1,006 homes.

Given the evidence presented elsewhere in our main statement, including site constraints identified for development in site allocation HC03, it is considered it should not be included in the Priority Location on Moorfoot. The constraints identified restrict its ability to provide the capacity for substantial volume development or make the contribution proposed in the emerging Plan to support a new community targeting the young professional market around the Moorfoot area.

In addition, our assessment in our main statement identifies issues relating to the availability, suitability and achievability (economic viability) of delivering a developable mixed use site focused on the delivery of 1,006 new homes as part of the scheme, to meet future development needs of the city during the plan period as set out in the growth plan and spatial strategy of the Plan.

Provision of an area for that new community should focus on proposed allocations HC08, HC11, HC20. This provides a composite area to the west of South Lane and towards the Milton Street area and would provide for a young professional market.

The Milton Street area has seen change over the years from its historic more employment based function to the growth, expansion and delivery of a range of residential units including permission being granted on the Milton Street car park for 372 apartments (Ref: 18/03849/FUL) and delivery of the redevelopment of the Stokes Tiles site at the corner of Moore Street / Fitzwilliam Street (17/04517/FUL). The Milton Street area connects to existing residential areas in the City Centre at Springfield to the north and further north and east toward Devonshire Green / Division Street.

Consequently, it is considered Policy CA5A is not '**justified**' or '**effective**' in delivering the growth plan and spatial strategy given the identified issues with proposed site allocation HC03 elsewhere in our main representations document, including its focus on delivery of 1,006 new homes as part of a mixed use scheme and it is therefore **unsound**.

**Continue on a separate sheet if necessary**

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*Measures to make the Plan Sound*

It is considered that to make the Plan 'sound' would require removal of site allocation HC03 from the Priority Location in Moorfoot and amendments to the Policy as set out below. Objections relating to proposed site allocation HC03 are addressed elsewhere in our representations and in our main Representation Statement.

Policy CA5A should be amended as follows:

- First sentence in the policy amended to read:

*"Development proposals will deliver Site Allocation(s) HC08, HC11 and HC20 and help realise....."*

- Criterion (a) amend to remove the contribution of 1,006 homes assumed to be made by proposed site allocation HC03 and adjust the level of non residential floorspace anticipated in the area accordingly to remove reference to approximately 1.60 ha of employment land.

- Criterion (f) - for reasons set out in our main representation statement and with deletion of site allocation HC03 and therefore removal of the need to seek de-culverting of Porter Brook in this part of the city, amend criterion (f) to read as follows:

*"Expansion of the Grey to Green scheme to improve pedestrian links to the city, creating a stronger connection with nature for the neighbourhood."*

- Criterion (h) – delete Criterion (h). Whilst Lidl do not object to the provision of a Mobility Hub in the Central Sub-Area, in the case of this proposed Mobility Hub it is highly questionable as to how it can be created on the site of the existing electricity sub-station forming part of proposed site allocation HC03. The existing electricity sub-station is fenced off with a secure boundary and owned by National Power Grid. This element of the overall HC03 site is in active use by a utility provider and is not considered suitable or available for a Mobility Hub.

Notwithstanding the above if the Council are able to identify an alternative location within the wider Priority Location boundary, Lidl would not object to the mobility hub being provided for elsewhere in the amended wider Moorfoot area Priority Location.

- In addition to the above the Priority Location designation should be amended on the Proposals Map to remove proposed site HC03 allocation.

**Continue on a separate sheet if necessary**

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**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**



Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

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I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

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Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
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### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy CA5B

Paragraph Number:

Policies Map: Remove area covered by proposed Site Allocation HC03 from CA5B Catalyst Site at Moorfoot

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

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The comments below on **Policy CA5B** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

**Policy CA5B: Catalyst Site at the Junction between St Mary's Gateway, the Moor Street, and London Road**

*Soundness of Policy CA5B*

Policy CA5B deals with that part of the Catalyst Site that falls within Character Area five in the Central Sub-Area.

Paragraph 4.9 of Part 1 to the Plan states that the objective for the Central Sub-Area to guide future regeneration to ensure Sheffield is an inclusive, resilient, competitive yet distinctive place, with a green agenda and its people at the heart, is to be achieved by creating new and distinctive 'mixed use' neighbourhoods across six Character Areas, five Priority Locations and three Catalyst sites.

Paragraph 4.9 continues by stating that Priority Locations and Catalyst Sites have been identified because of their potential to bring about regeneration of the area and create new distinctive neighbourhoods.

Whilst it is considered that the area covered by HC03 is in need of regeneration and could be regenerated by current proposals being advanced by Lidl, for reasons set out in the context of objections to site allocation HC03 in our main representation statement, it is concluded that this part of the proposed Catalyst Site is not available, suitable, achievable (including viable) or deliverable to contribute to the creation of new distinctive mixed use neighbourhoods with a focus on the provision of 1,006 new homes.

Against this background we object to Policy CA5B on the basis that it is not '**justified**' or '**effective**' in delivering the growth plan and spatial strategy of the city and therefore **unsound**.

**Continue on a separate sheet if necessary**

- 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

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### *Measures to make the Plan Sound*

Proposed site allocation HC03 should be removed from reference as a Catalyst Site under Policy CA5B in the context of how such areas are proposed to be developed during the plan period in terms of creating a distinctive neighbourhood focused on providing 1,006 new homes on HC03 to provide for the graduate/young professional residential market.

It is considered the site could provide uses that would help meet the wider needs of the new neighbourhood focused on Moorfoot such as food retail. However, for reasons set out elsewhere in our main representations document and specific representations on proposed site allocation HC03, in relation to the nature and form of development envisaged in the Publication Plan Part 1, HC03 is not available, suitable, achievable (including viable) or therefore deliverable for mixed use development with a focus on residential use providing 1006 new homes.

Against this background we consider the following amends would address the 'soundness' of the Plan with respect to Policy CA5B:

- Remove reference to Site Allocation HC03 in the first sentence of the policy and amend as follows:

*“Development proposals will deliver Site Allocation(s) HC08 and HC11 and.....”*

- Criterion (a) – amend to reduce the level of homes provision in that part of the catalyst site to remove the 1,006 to be provided on HC03.

- In addition to the above the Catalyst Site designation should be amended on the Proposals Map to remove land within proposed site HC03 allocation.

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Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No



Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:

[Redacted Signature]

Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**

**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel: [Redacted]  
Fax:  
Email: [Redacted]

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy ES1

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy ES1** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

*Soundness of Policy ES1*

The new Sheffield Plan seeks to set new standards to ensure that new development in the city receiving planning permission from 2030 onwards is net-zero carbon.

Policy ES1 as drafted states as follows:

*“Developments that result in new dwellings or new non-residential buildings will be expected to reduce their carbon emissions by at least 75% from 1 January 2025 and be net zero carbon from 1 January 2030. In order to achieve this, developments should:*

- adopt a ‘fabric first approach, achieving minimised energy demand through the use of efficient services and low carbon heating before maximising potential for onsite renewables; and*
- generate renewable energy and/or provide low carbon heating in accordance with Policies ES2 or ES3; and*
- reuse existing buildings wherever possible; and*
- use sustainable and/or recycled materials wherever possible; and*
- create and restore habitats that absorb carbon, such as wetlands and woodlands wherever possible and in accordance with Policies GS5- GS7; and*
- improve soil management to enable better storage of carbon within soils wherever possible*

The supporting text clarifies that the percentage reduction in carbon emissions referred to in Policy ES1 relate to reductions against the levels permitted by the Building Regulations 2013.

Notwithstanding this, the level of reduction by 75% is substantial from January 2025 and this may raise financial viability issues for new developments and for some new developments could potentially raise issues relating to the technical achievability of such a reduction depending on the scale and type of development proposed.

Whilst Lidl Great Britain Limited clearly support the drive towards more sustainable development, due to the above concerns it is considered that, as worded, Policy ES1 is not **‘justified’** and **‘effective’** in delivering new investment in a sustainable manner. As worded, we consider Policy ES1 to be **unsound**.

**Continue on a separate sheet if necessary**

- 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

We consider that to provide some scope for financial viability to be taken into account along with the situation that may arise in some instances where achievement of the policy ambition is not technically feasible, we consider the following amendment to the first part of the policy would address our concerns.

The amended text is provided in red font.

*“Developments that result in new dwellings or new non-residential buildings will be expected to reduce their carbon emissions by at least 75% from 1 January 2025 and be net zero carbon from 1 January 2030 unless it can be demonstrated that this is not technically or financially viable. In order to achieve this, developments should:.....”*

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

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**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

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## Sheffield Plan Consultation Representation Form January – February 2023

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Responses can be submitted via

- the electronic version of the comment form which can be found on the Council's web site at: <https://haveyoursaysheffield.uk.engagementhq.com/draft-local-plan>
- an e-mail attachment: [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk)
- post to: **Strategic Planning Team, Planning Service, 4<sup>th</sup> Floor, Howden House, Sheffield S1 2SH**

Please note:

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Please read the guidance note, attached or available on the Council's webpage###, before you make your representations. The Local Plan and the proposed submission documents, and the evidence base are also available to view and download from the Council's Local Plan webpage:

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I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy EC5

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) Legally Compliant Yes

No

4.(2) Sound Yes

No

4.(3) Complies with the Duty to Cooperate Yes

No

### 5. Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy EC5** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

SEE FULL TEXT IN RESPONSE TO 5.0 AT THE END OF THIS REPRESENTATION PRO-FORMA

Continue on a separate sheet if necessary

### 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

### *Measures to make the Plan Sound*

In relation to the wording of Policy EC5, we consider the following amendments should be made to ensure the policy wording is justified, effective and consistent with national policy.

#### *Amends required to Criteria (c) of Policy EC5*

For reasons set out earlier, criteria (c) is not consistent with national policy contained in the NPPF and should be deleted.

#### *Amends required to Criteria (f) of Policy EC5*

For reasons set out earlier, criteria (f) is not consistent with national policy or justified in requiring all proposals falling under Policy EC5 to address cumulative impact considerations and should be deleted. As indicated, the issue of cumulative impact could be addressed under amendments proposed to criteria (h).

#### *Amends required to Criteria (h) of Policy EC5*

As set out above, we conclude that criteria (h) is not justified, effective or consistent with national policy for reasons set out and therefore unsound.

There are a number of amendments required to the wording of criteria (h) to bring the wording of the policy in line with national planning policy and ensure it is justified and effective. In summary the changes sought include:

- Requiring 'impact assessments' for 'retail and leisure' development in relevant circumstances as specified in the NPPF;
- Remove reference to the range of other uses when impact assessments are sought under the draft policy;
- Amendment to the floorspace threshold for impact assessments to be undertaken;
- Amendment to the distance trigger from local centres when an impact assessment might be required and floorspace threshold.

In light of the above the wording of criteria (h) should be amended to the following:

*Impact assessments, including assessment of cumulative impact where appropriate, will be required for:*

- proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 2,000 square metres or more; or*
- proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 1,000 square metres or more, and are within 800 metres of a District Centre; or*
- proposed edge-of-centre and out of centre retail and leisure development that has a gross floorspace of 300 square metres or more, and are within 400 metres of a Local Centre.*

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.



**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representations relate to matters concerning retail planning policy and its application which is of particular interest to our client (Lidl Great Britain Limited) and should any hearings be held addressing retail policy matters, we would wish to attend.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.

**TEXT FOR REPRESENTATION RELATING TO POINT 5 ABOVE**

**Policy EC5: Assessment of Proposals for Commercial, Business and Service Uses, Retail Warehouse Clubs and Leisure Development Outside Centres**

**Soundness of Policy EC5**

Policy EC5 addresses town centre related uses seeking to direct them under the NPPF sequential test to locations in town centres (criteria a). Under criteria (b) the policy confirms that if there are no suitable and available sites in town centre locations, taking account of the need for flexibility, then edge of centre and out of centre locations can be considered.

**Criteria (c) of Policy EC5**

Criteria (c) then states that:

*“edge of centre and out of centre sites should be accessible and well-located to a town centre”*

We object to criteria (c) for the reasons set out below.

Section 7 (Ensuring the vitality of town centres) of the NPPF addresses the sequential test. Paragraph 87 sets out the search sequence having established that local planning authorities should apply a sequential test to planning applications for main town centres uses which are neither in an existing centre nor in accordance with an up to date plan.

In those circumstances main town centre uses should be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.

The NPPF continues in paragraph 88 stating that “...when considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre....”.

As worded, Policy EC5 in the emerging Plan suggests that all edge of centre and out of centre sites should be accessible and well connected to a town centre. The implication being that if a site is not accessible and well connected to a town centre then it would be unacceptable.

That is not what the NPPF is seeking to apply. Paragraph 88 adopts an approach that once it is established there are no town centre sites that are suitable and available, and when considering edge of centre and out of centre alternatives, ‘preference’ should be given to those sites that are accessible and well connected to a town centre.

The approach does not suggest that an out of centre site that is ‘not well connected’ to a town centre or ‘accessible’ should be automatically discounted or rejected. The NPPF indicates that where a number of alternative sites are being assessed in edge of centre and out of centre locations, ‘preference’ should be given to sites that are accessible and well connected to the town centre.

The NPPF does not therefore suggest that sequential sites assessed that are ‘not well connected’ or ‘accessible’ should be automatically rejected. There could clearly be circumstances where such a site could be acceptable under the sequential test.

As currently drafted the wording of criteria (c) of Policy EC5 is **not consistent** with national policy and therefore the plan is **unsound**.

#### Criteria (f) of Policy EC5

Criteria (f) of Policy EC5 permits ‘proposals’ for commercial, business and service uses, retail warehouse clubs and leisure developments where, combined with recent commitments and developments in a catchment area, they are unlikely to have a significant adverse impact on investment in centres or the vitality and viability of centres in the catchment area of the proposal.

The NPPF (paragraph 90) addresses the need or otherwise for impact assessments. In this context it states:

*“When assessing applications for **retail and leisure** development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set threshold (if there is no locally set threshold, the default threshold is 2,500 m<sup>2</sup> of gross floorspace). This should include an assessment of.....”* (our emphasis)

The requirement for an impact assessment to be provided relates to **retail** and **leisure** development outside town centres that are above a set threshold, whether the NPPF default threshold or a locally set threshold.

In order to address the requirements of criteria (f) as currently worded, this implies the need for some form of impact assessment to address whether significant adverse impact would arise for all proposals. The wording suggests that ‘Proposals’ will be permitted if they meet criteria (f). Under Policy EC5 that includes retail/leisure and a range of other uses that are potentially to be subject to an assessment of cumulative impact to determine if significant adverse impact arises.

Criteria (f) appears to apply the requirement to address cumulative impact to a range of uses not referenced in paragraph 90 of the NPPF.

On this basis criteria (f) is not **justified** and is **not consistent** with national policy.

In light of the above we consider that criteria (f) should be deleted and the requirement for any combined (cumulative) impacts to be assessed incorporated into criteria (h).

## Criteria (h) of Policy EC5

Criteria (h) requires retail impact assessments for proposed edge of centre and out centre developments where they breach certain floorspace thresholds. Criteria (h) states as follows:

*“Retail impact assessments will be required for:*

- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 500 square metres or more;*
- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 300 square metres or more, and are within 800 metres of a District Centre;*
- *proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 200 square metres or more, and are within 800 metres of a Local Centre.”*

Paragraph 90 of the NPPF addresses the need or otherwise for impact assessments. In this context it states:

*“When assessing applications for **retail and leisure** development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set threshold (if there is no locally set threshold, the default threshold is 2,500 m<sup>2</sup> of gross floorspace). This should include an assessment of.....”* (our emphasis)

Criteria (h) seeks impact assessments for a wider range of uses than just retail and leisure development outside town centres. The current wording of the policy seeks impact assessments for *“commercial, business, leisure and services uses”* above a certain size threshold. This is **not consistent** with national policy in the NPPF and therefore not **justified** and **unsound**.

Impact assessments should be required for retail and leisure developments and not the wide range of uses currently suggested in the policy wording.

In relation to the floorspace thresholds we also consider Policy EC5 not to be **justified** and **effective** for reasons set out below and therefore **unsound**.

The first bullet point requires an assessment for relevant proposals that have a gross floorspace of 500 square metres or more. This would appear to apply to all edge of centre and out of centre proposals.

The Councils evidence base includes the Sheffield Retail and Leisure Study (SRLS) (November 2022). Recommendations of the study for planning policy are provided in Section 9.0 of the report. This includes recommendations on thresholds in the context of paragraph 90 of the NPPF and the need to provide an impact assessment (see paragraphs 9.35-9.55).

The SRLS makes clear that provision of a threshold for an impact assessment for edge of centre and out of centre proposals should relate to ‘retail and leisure’ development (see paragraph 9.35) and not to a wider range of uses.

On this basis and as set out further below the policy wording should be amended to reference just retail and leisure developments to be subject to the impact test in edge of centre and out of centre locations.

So far as the proposed thresholds in criteria (h) are concerned and in relation to the first threshold of 500 m<sup>2</sup>, this is justified on the basis that there are a relatively limited number of units in Sheffield City Centre that have a greater floorspace than 500 m<sup>2</sup> as well as the current vacancy rate of the centre.

Sheffield City Centre is the principal centre in the local plan area. The centre is going through changes that reflect the national picture in terms of the high street. However, it is still a substantial centre with 549 units including a good core retail offer focussed on the pedestrianised Moor.

As a substantial centre with a range and choice of retailers and a focus on the comparison goods sector, the SRLS assesses its comparison goods turnover at over £300m at 2022 (2020 prices).

On this basis and when setting a threshold above which impact assessments should be required, it is our view that a higher threshold would be appropriate. A threshold of 500 m<sup>2</sup> gross or greater would, in our opinion, lead to impact assessments being prepared for developments of limited scale that would clearly not lead to significant adverse impact on the City Centre.

We therefore consider that a higher threshold should be applied and something more approaching the default threshold in the NPPF of 2,500 m<sup>2</sup> gross.

We consider a more appropriate threshold would be any retail or leisure development above 2,000 m<sup>2</sup> gross. This would also be the default to be applied authority-wide.

With regard to the second bullet dealing with impact assessments in proximity to District Centres, such centres often have a reasonable scale of retail provision including a good foodstore offer over 1,000 m<sup>2</sup> gross.

Data in the SLRS including Table 5 (Appendix 6 – floorspace) and the district centre health checks (Appendix 4) show that centres such as Bannercross include a 2,077 m<sup>2</sup> gross Co-op, Crystal Peaks provides a 8,188 m<sup>2</sup> gross Sainsbury's, Broomhill includes a Morrisons (1,083 m<sup>2</sup> gross), Heeley district centre includes a 1,744 m<sup>2</sup> gross Lidl foodstore and Ecclesall Road district centre includes the Tesco, Berkley Precinct store (1,792 m<sup>2</sup> gross) along with an M&S Foodhall (1,991 m<sup>2</sup> gross).

Based on current provision across a substantial number of the district centres, it would seem that a significant number have at least one foodstore over 1,000 m<sup>2</sup> gross.

Consequently, we consider the appropriate threshold for proposals under the second bullet point in Policy EC5 to provide an impact assessment should be those proposals in excess of 1,000 m<sup>2</sup> gross, the definition of a 'major' development.

The third and final bullet deals with proposals proximate to local centres. As local centres will tend to serve a much more local catchment area compared to a district centre, the distance from such a centre when the trigger for an impact assessment should be set should be less than for a district centre.

We consider the distance to trigger the need for an impact assessment should be 400m. The CIHT document 'Guidelines for Providing Journeys on Foot' (2000), which summarises suggested acceptable walking distances to and from development for commuting/school and for other journeys, including retail and shopping, suggests a 'desirable' walking distance for retail / shopping journeys on foot of 400 metres. Local centres will tend to attract more walk in trade from local residents and as such this distance from the local centre would be more likely to determine its core sphere of influence.

On this basis the distance trigger for the third bullet point should be set at 400 metres. We would also suggest the trigger for impact assessments proximate to a local centre should be set at 300 m<sup>2</sup> gross. Outside of local centres there are also a range of small corner shops in the urban area that provide an important function close to where people live and these will tend to be around 200 m<sup>2</sup> gross. There are various corner shops in urban areas of the city that co-exist with local centres and do not give rise to significant adverse impacts.

Consequently, we consider the threshold should be set at 300 m<sup>2</sup> gross to allow for that corner shop provision close to where people live meeting essential day to day needs.

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I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:

Date: 17<sup>th</sup> February 2023

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Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy VC3

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy VC3** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

### **Policy VC3: Development in the Central Area Flexible Use Zones**

#### *Soundness of Policy VC3*

The Central Area Flexible Use Zone covers a large part of the Central Sub-Area allowing for a variety of uses to come forward in such areas. The flexible use zone includes the area covered by proposed site allocation HC03 and other land. The flexible use zone does not override site specific allocations but is to be read in conjunction with Policy AS1.

Our representations elsewhere seek the removal of site specific allocation HC03. However, the Central Area Flexible Use Zone (subject to proposed amendments set out further below) should be retained. This would provide the flexibility for a range of uses to come forward in the area in the future thus enabling regeneration of the Lidl site off Eyre Street.

In this context whilst we support reference to the suitability of sites under the Flexible Central Area Use Zone for commercial, business and service uses (Class E) to be acceptable in such locations, this is subject to any proposals complying with Policy EC5. The latter has been addressed elsewhere in the representations where amendments are sought to the wording of the policy.

The Lidl owned site off Eyre Street is located in the Policy VC3 Central Area Flexible Use Zone and its permitted use is for retail given the planning history and historic use of the site. There will be other sites within the Central Area Flexible Use Zone which benefit from a permitted Class E use. In such circumstances any future proposals for the same Class E use on such sites will have a fallback use of the site for the permitted use. In such circumstances a proposal for a Class E use on a site where it accords with the permitted Class E use should be considered acceptable 'in principle' in that location.

As currently worded the policy approach in the draft Plan would require a new proposal for a Class E use on such a site to be subject to the full requirements of Policy EC5 irrespective of the fact the site benefits from a permitted use reflecting the proposed Class E use.

In such circumstances and in order to ensure the Plan is positively prepared and effective in bringing forward regeneration of sites in the central area flexible use zone, it is considered that if there is a permitted Class E use on a site, a future proposal for that same permitted use should be considered acceptable 'in principle' in the Central Area.

As currently worded it is considered the Policy VC3 is **not positively** prepared or **effective** and therefore **unsound**.

**Continue on a separate sheet if necessary**

- 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**



(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

To make the plan sound in the context of Policy VC3, whilst supporting the broad approach of the policy, it is considered an amendment is required to the wording of the 5<sup>th</sup> bullet point addressing the range of acceptable uses in the Central Area Flexible Use Zone as follows:

“Commercial, business and service uses (Class E) – where they comply with Policy EC5 or where they accord with a permitted Class E use of the site”

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representation relates to matters concerning flexible use zones, which are of particular interest to our client (Lidl Great Britain Limited) given their land ownership falls within such an area and should any hearings be held addressing Policy VC3, we would wish to attend.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.



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- an e-mail attachment: [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk)
- post to: **Strategic Planning Team, Planning Service, 4<sup>th</sup> Floor, Howden House, Sheffield S1 2SH**

Please note:

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Please read the guidance note, attached or available on the Council's webpage###, before you make your representations. The Local Plan and the proposed submission documents, and the evidence base are also available to view and download from the Council's Local Plan webpage:

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Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy GS6

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy GS6** should be read in conjunction with the full representation statement submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

### **Policy GS6: Biodiversity Net Gain**

#### *Soundness of Policy GS6*

Policy GS6 deals with Biodiversity Net Gain. The second part of the policy (see text below) requires that BNG in excess of 10% may be required where certain circumstances arise as set out below.

*"BNG in excess of 10% may be required where:*

- there is a particular ecological need in that location based on evidence in a biodiversity/nature recovery action plan or as part of the Local Nature Recovery Network mapping, or*
- there is evidence of rare/protected species within, or close to, the development site; or*
- the site starts with very low or nil existing biodiversity value."*

The NPPF requires provision of net gains for biodiversity (paragraph 174). The Environment Act 2021, which comes into force in November 2023 will require provision of 10% net gain.

National planning policy does not require provision of in excess of 10% net gain and neither does the Environment Act 2021, once it comes into full force.

We therefore object to the wording of Policy GS6 in this regard. The wording of this element of the policy is therefore not **justified** and **not sound**.

In addition to the above the final main section of the policy states that *"To ensure BNG is achieved new developers will be required to....."*.

Criteria (b) requires delivery of BNG on site or on sites identified in the Local Nature Recovery Strategy. The latter document is not currently available and therefore it is not possible to understand how many sites the Council have identified for off site mitigation.

Notwithstanding the above, circumstances may arise where off site provision on the identified sites is not feasible and in those circumstances a contribution should be required to achieve off site improvements elsewhere.

On this basis and as currently worded, criteria (b) is not justified and would not be effective in addressing the issue of off site BNG provision during the plan period. As such we consider criteria (b) should be amended as set out further below.

We object to criteria (c) on the basis that it requires that biodiversity net gain achieved is additional to any habitat creation and/or enhancement required to mitigate or compensate for impacts of development on biodiversity.

We object on the basis that the proposed wording of criteria (c) proceeds on the basis that the 10% net gain is measured from a baseline after account is taken of any measures required to mitigate or compensate for any impacts arising from the development.

This is not justified in the context of how the BNG metric applies and is to be used in that it seeks to measure the baseline of the development site before development takes place and the position with development completed. From that assessment it provides an understanding of any BNG units lost or gained through the development. The baseline should be the current site conditions and not a higher baseline with other improvements already assumed to be taken into account.

The approach in criteria (c) is not **effective** or **justified** and **unsound**. Criteria (e) of the policy seeks to apply the latest metric tool to calculate the baseline figure and predict impacts. This addresses the biodiversity net gain requirements and criteria (c) is not justified.

Continue on a separate sheet if necessary

**6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

In light of our objection outlined in connection with Q5, the second part of the policy as set out below should be deleted.

*“BNG in excess of 10% may be required where:*

- there is a particular ecological need in that location based on evidence in a biodiversity/nature recovery action plan or as part of the Local Nature Recovery Network mapping, or*
- there is evidence of rare/protected species within, or close to, the development site; or*
- the site starts with very low or nil existing biodiversity value.”*

In relation to our objection to the wording of criteria (b) we consider this should be amended as follows (our additional wording underlined and strikethrough for deletions):

*“b) deliver BNG on-site through habitat retention, enhancement and creation but, where it is clearly justified that this is not possible, deliver BNG offsite with priority given to ~~on~~ sites identified in the Local Nature Recovery Strategy as having particular potential for habitat creation or enhancement (with priority given to areas closest to the site); or through a contribution to secure off site enhancements; and....”*

Criteria (c) is not **justified** or **sound** for reasons stated above and should be deleted.

Continue on a separate sheet if necessary

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representation relates to matters concerning policies relating to Ecology and Biodiversity. Given the increasing importance of such policies in the development context, should any hearings be held to discuss such policies, we would wish to attend on behalf of our client (Lidl Great Britain Limited).

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.



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No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:

Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy GS7

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy GS7** should be read in conjunction with the full representation statement submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

### **Policy GS7: Trees, Woodlands and Hedgerows**

#### *Soundness of Policy GS7*

Policy GS7 protects trees and woodlands from development that would harm them and ensures new trees are planted as part of development, wherever appropriate.

The policy includes a number of criteria to be applied when considering development proposals that affect trees, woodlands and hedgerows. In this context criteria (a) states that:

*“Developments should retain and integrate healthy, mature trees and hedgerows, and replace any trees that need to be removed on a basis greater than one for one using trees that are a minimum size of extra heavy standard.”*

Whilst Lidl do not object to the requirement to replace trees lost on a site through soft landscaping, the replacement of greater than one for one will need to take account of the particular site circumstances. In addition, it is not considered appropriate that in every instance replacement planting uses extra heavy standard trees as a minimum.

Replacement of trees on development sites is not objected to but it may not be appropriate for more than one for one replacement. Consequently, the criteria should be amended to reflect that greater than one for one replacement should be 'where appropriate'.

In addition, it should not be required that every replacement tree is of extra heavy standard as a minimum. This may not be appropriate for the particular site in question and the proposed replacement planting, along with other soft landscape measures, could ensure provision of a high quality landscaped environment for the development site without proposing extra heavy standard trees.

The requirement for provision on every occasion of extra heavy standard specimens is not **justified** in order to deliver new high quality developments and the policy as worded would not be **effective** and on this basis is **unsound**.

**Continue on a separate sheet if necessary**

- 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

Proposed amendments to criteria (a) to make the plan sound would be inclusion of the alternative wording proposed below (our additional text underlined and strikethrough for deletions):

*“Developments should retain and integrate healthy, mature trees and hedgerows where possible, and where appropriate replace any trees that need to be removed on a basis greater than one for one. ~~using trees that are a minimum size of extra heavy standard.~~”*

The full amended wording would read as follows:

*“Developments should retain and integrate healthy, mature trees and hedgerows where possible, and where appropriate replace any trees that need to be removed on a basis greater than one for one.”*

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

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**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

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Please tick/ delete as appropriate:

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Yes

No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 



## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy GS10

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The comments below on **Policy GS10** should be read in conjunction with the full representation statement submitted on behalf of Lidl Great Britain Limited in connection with a specific objection to proposed Site Allocation HC03 (Land and buildings at St Mary's Gate and Eyre Street, S1 4QZ) and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

### **Policy GS10: Protection and Enhancement of Water Resources**

Policy GS10 deals with the protection and enhancement of water resources. In this context new development is to support the objectives of the Water Framework Directive (WFD) and the Humber River Basin Management Plan. The policy states this means that development must meet a number of criteria including the following:

*“... (a) not result in the deterioration of water bodies and should conserve and enhance  
(i) the natural geomorphology of watercourses; and  
(ii) water quality; and  
(iii) the ecological value of the water environment, including watercourse corridors.....”*

The objectives of the Water Framework Directive are to seek to achieve 'good' status for water bodies falling within the areas designated in this way.

In this context when considering new development proposals within such areas it is reasonable and anticipated that new development should not lead to the deterioration of the water bodies but there is no requirement under the Water Framework Directive that new development must enhance the quality of water bodies in those areas.

On this basis we consider the requirement to 'enhance' is not **justified** and on this basis the Plan is **unsound**.

**Continue on a separate sheet if necessary**

- 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

To address our objection, the words “and enhance” should be removed from criterion (a) of Policy GS10 so that it reads as follows:

“...*(a) not result in the deterioration of water bodies and should conserve*  
*(i) the natural geomorphology of watercourses; and*  
*(ii) water quality; and*  
*(iii) the ecological value of the water environment, including watercourse corridors.....”*

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representation relates to matters concerning the natural environment. Given Lidl's current involvement in proposals where this is a relevant matter in the city, should any hearings be held to discuss the policy and related matters we would wish to attend on behalf of our client.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.



## Sheffield Plan Consultation Representation Form January – February 2023

**Please use this form** to provide representations on the Sheffield Local Plan. Sheffield City Council must receive representations by **5pm on 20th February 2023**. Only those representations received by that time have the statutory right to be considered by the inspector at the subsequent examination.

Responses can be submitted via

- the electronic version of the comment form which can be found on the Council's web site at: <https://haveyoursaysheffield.uk.engagementhq.com/draft-local-plan>
- an e-mail attachment: [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk)
- post to: **Strategic Planning Team, Planning Service, 4<sup>th</sup> Floor, Howden House, Sheffield S1 2SH**

Please note:

- Representations must only be made on the basis of the legal compliance, compliance with the Duty to Co-operate and/or soundness of the Plan.

Please read the guidance note, attached or available on the Council's webpage###, before you make your representations. The Local Plan and the proposed submission documents, and the evidence base are also available to view and download from the Council's Local Plan webpage:

### **Data Protection Notice:**

Under the General Data Protection Regulation 2016 (GDPR) and Data Protection Act 2018 (DPA) Sheffield City Council is a Data Controller for the information it holds about you. The lawful basis under which the Council uses personal data for this purpose is consent.

All representations are required to be made public and will be published on the Council's website following this consultation. Your representations and name/name of your organisation will be published, but other personal information will remain confidential. Your data and comments will be shared with other relevant agencies involved in the preparation of the local plan, including the Planning Inspectorate. Anonymous responses will not be considered. Your personal data will be held and processed in accordance with the Council's Privacy Notice which can be viewed at: <https://www.sheffield.gov.uk/utilities/footer-links/privacy-notice>

Due to the Data Protection Act 2018, Sheffield City Council now needs your consent to hold your personal data for use as part of the Sheffield Plan process. If you would like the Council to keep you informed about the Sheffield Plan, we need to hold your data on file. Please tick the box below to confirm if you would like to 'opt in' to receive information about the Sheffield Plan. Note that choosing to 'opt in' will mean that the Council will hold your information for 2 years from the 'opt in' date. At this time we will contact you to review if you wish to 'opt in' again. You can opt-out at any time by emailing [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk) or by calling 0114 2735897.

Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:



Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**



**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel:   
Fax:  
Email: 

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Appendix 1: Site Allocations (Part 1 of Plan) and Annex A Site Allocations (Site Reference HC03)

Paragraph Number:

Policies Map: Proposed Site Allocation HC03 designation

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) Legally Compliant Yes

No

4.(2) Sound Yes

No

4.(3) Complies with the Duty to Cooperate Yes

No

### 5. Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

SEE FULL TEXT IN RESPONSE TO POINT 5 AT THE END OF THIS REPRESENTATION PRO-FORMA

Continue on a separate sheet if necessary

### 6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

### *Measures to make the Plan Sound*

For reasons set out in response to Question 5 we object to proposed site allocation HC03.

In order to make the Plan 'sound' we consider that allocation HC03 should be deleted and removed from the Plan, including from Part 1, Appendix 1 (Site Allocations referenced under Policy CA5) and from Annex A (Site Allocations Schedule).

The proposed site allocation HC03 should also be removed from the Proposals Map and should continue to be shown within the Central Area Flexible Mixed Use Zone (as proposed to be amended – see elsewhere in our representations).

Reference to proposed site allocation HC03 should also be removed from the supporting text to the Plan, where appropriate.

For reasons set out above we consider that a total housing capacity on HC03 of 1,006 homes is not achievable and the allocation would not provide a developable site to meet the longer term supply in the Plan period beyond 5 years.

The area covered by site allocation HC03 falls within the proposed Central Area Flexible Use Zone which is addressed by emerging Policy VC3 (Part 2 of the Plan).

We provide further comment on Policy VC3 elsewhere in our representations. The Policy zone provides for a range of potential uses that would be appropriate in the central area flexible use zone. The Lid site is considered suitable for development and is currently the subject of an application promoting its regeneration.

The flexible policy zone approach (as we propose it to be amended – see elsewhere in our representations) would provide an appropriate framework for delivery of future regeneration of the site and surrounding area rather than a site specific allocation. The 'Conditions of Development' in proposed allocation HC03, where they relate to general policy considerations, would be addressed by other policies in the plan should future proposals come forward on parcels of land within the HC03 area.

On this basis we object to proposed site allocation HC03 and consider it should be removed from the Plan Site Allocations list with any future development proposals on the site to be addressed by its location within the proposed Central Area Flexible Use Policy zone.

**Continue on a separate sheet if necessary**

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes



No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

The representations relate to wider matters in the Plan concerning a proposed major strategic mixed use allocation (HC03), which raises issues concerning delivery of site allocations in the Central Sub-Area contributing towards delivery of the Council's growth plan and spatial strategy.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.

**TEXT FOR REPRESENTATION RELATING TO POINT 5 ABOVE**

The comments below on **proposed Site Allocation HC03** should be read in conjunction with our main Representation Statement (February 2023) submitted on behalf of Lidl Great Britain Limited in connection with a specific objection and objections to other policies of the Publication (Pre-Submission) Draft Sheffield Plan.

**Part 1: List of Site Allocations & Annex A - Draft Sheffield Plan Site Allocations Schedule**

**Proposed Site Allocation HC03 (Appendix 1 of Part 1 and Annex A – Site Allocations)**

These representations are made with specific reference to an area of land referenced in the emerging Plan as **Site Allocation HC03** and described as “*Land and buildings at St Mary’s Gate and Eyre Street, S1 4QZ*”. Proposed site allocation is referenced in Policy CA5 as one of a number of site allocations in character area 5 of the Central Sub-Area and included in the list of site allocations in Appendix 1 of Part 1 of the Plan and in Annex 2 – Site Allocation. This site specific representation focuses primarily on Part 1 of the Plan.

In raising objections to the publication draft Plan Part 1 in connection with proposed site allocation HC03, reference is made as appropriate to the evidence base supporting the Plan.

Our client, Lidl Great Britain Limited (“Lidl”), has a particular interest in the site given its ownership of a substantial part of the wider HC03 allocation comprising the former retail park and associated car parking and servicing area. A plan showing land ownerships relative to the proposed HC03 allocation and concept masterplans are included in **Appendix 1** of our main representation document.

The area covered by proposed Site Allocation HC03 includes a number of parcels of land which are located in the Moorfoot area and bound to the east by Eyre Street, to the north by Cumberland Street, west by South Lane and to the south by Ellin Street / St Mary’s Gate.

The proposed allocation includes three main areas of existing land uses. This includes an existing part 8 storey office block occupying the northern part of the proposed allocation with a number of occupiers including Wizu Co-Working Workspace and a number of ground floor town centre uses. The northern block includes some rear parking.

The central block is occupied by the former retail park and associated car parking and as described above is under the ownership of Lidl. This element of the overall proposed allocation is subject to a current application by Lidl (22/01163/FUL) for the “*demolition of existing building and structural alterations to and extension of building to create a foodstore (Use Class E), changes to car park layout and existing access from Eyre Street and creation of a new access from South Lane*”.

The application is the subject of on-going discussions with Sheffield City Council and seeks to partly demolish and re-use an existing retail warehouse building on the site to provide a new discount foodstore with associated car parking and other works.

East of the car park is a 30 metre open section of Porter Brook, beyond which is a treed / grassed area with pedestrian and cycle routes passing through and connecting to the underpass beneath the St Mary’s Gate / Brammall Lane / Eyre Street roundabout. Porter Brook also passes in culvert the under the south eastern part of the Lidl ownership.

In the south west of the proposed allocation area is a sub-station complex owned and operated by National Power Grid (NPG).

In the south west corner of the overall area and outside the NPG ownership is a small triangle of land that is grassed with 7 mature trees providing a green edge to the south west corner towards the ring road (St Mary’s Gate).

### Lidl Site within Proposed Site Allocation HC03

As indicated above the area of land owned by Lidl Great Britain Limited (“Lidl”) comprises a substantial proportion of proposed allocation HC03 and measures around 0.73 hectares and is currently occupied by the former retail warehouse units along with associated car park and service areas.

The site is currently run down in appearance with access to the car park for the general public prevented by locked gates but facilitates NPG access to the sub-station compound. The main retail warehouse buildings are vacant and are becoming increasingly unattractive over time with the site in need of regeneration. Further information on the site owned by Lidl is provided in our main representation document, including the planning history of the site.

A review of the planning history indicates that the existing retail warehouse units on site were constructed in circa 1994.

### *Context*

Paragraph 16 of the NPPF highlights that Plans should be positively prepared in a way that is aspirational but also deliverable. We set out below why we consider site allocation HC03, as proposed in Part 1 of the Publication (Pre-Submission) draft Plan, is not deliverable, **justified** or **effective** and therefore **unsound**.

### Soundness of Proposed Site Allocation HC03

To meet the growth plan and spatial strategy for the city, Part 1 of the Plan includes a list of site allocations in Appendix 1, including those listed under Policy CA5 (Page 125 of the Plan). We address representations relating to Policy CA5 on a separate pro-forma. Annex A (Site Allocations) provides more detail on the mix of uses that are required on the Site Allocations listed in Part 1 of the Plan. It also sets out any conditions that will apply to development of the sites.

Proposed Site Allocation HC03 includes Land and Buildings at St Mary’s Gate and Eyre Street, S1 4QZ and is a proposed strategic mixed use site measuring 1.6 hectares with a net housing developable area of 1.42 hectares with a proposed housing capacity of 1,006 new homes and with other employment uses on 1.60 hectares of land.

The proposed allocation HC03 also includes a list of **Conditions on Development** as follows:

- Community, Commercial and/or Retail uses should be provided at ground floor level.

- Open space should be provided in accordance with Policy NC15.
- The site has been identified as having potentially contaminated land. A detailed assessment of the extent of land contamination and identifying sufficient mitigation/remediation will be required at planning application stage.
- No development should take place over the Porter culvert or within the area in 1 in 25 probability (including Climate Change allowance) of flooding. A Level 2 Strategic Flood Risk Assessment (SFRA) is required to ascertain any residual risk from culvert, identifying the extent of any non-developable area.
- The watercourse should be de-culverted and enhanced.
- Connective ecological corridors/areas (including buffers) shown on the Local Nature Recovery Strategy and combined natural capital opportunity maps are to be maintained on site and removed from the developable area. Biodiversity Net Gain should be delivered on site within the connective ecological corridor/area.
- A staged archaeological evaluation and/or building appraisal should be undertaken prior to the submission of any planning application; the application should be supported by the results of this evaluative work.

Chapter 5 of Part 1 of the Publication (Pre-Submission) draft Plan addresses 'Housing' with paragraphs 5.1-5.7 dealing with housing growth and housing land supply.

Paragraph 5.3 states that sufficient land supply has been identified to meet the proposed number of new homes over the period 2022 to 2039 with Table 1 setting out the 'Housing Land Supply'.

Table 1 (page 99 of Plan) identifies a supply to meet the requirement of 35,700 new homes with 26,995 new homes on allocated sites.

Table 2 (page 100 of Plan) provides a breakdown of housing supply by Sub-Area with the Central Sub-Area providing for 18,465 new homes of which 10,320 are proposed to be allocated sites currently without planning permission.

The Council's 'Site Selection Methodology' (January 2023) report forms part of the Plan's evidence base. It sets out the methodology adopted by the Council in selecting sites for future development. A range of sources was used to identify sites.

This was followed by an assessment of the suitability of sites for future development. This adopted a 'general suitability' assessment of sites including a broad sustainability assessment, before considering whether the identified sites taken forward into the next stage were 'available'. The 'achievability' assessment was then undertaken as part of a whole plan viability assessment.

Following the above stages, a list of sites was produced that were considered suitable, available and achievable (viable) for allocation within the Sheffield Plan. The list of sites was then used to inform a number of further assessments before concluding whether a site was suitable for allocation and providing a full list of proposed site allocations the Council consider to be suitable, available and achievable.

Against this background, the NPPF highlights that when identifying land for homes planning policies should identify a sufficient supply and mix of sites which meet the above criteria (available, suitable, economic viability) and should identify (a) a supply of deliverable sites for the one to five year period of the Plan and (b) specific, developable sites or broad locations for growth, for years 6-10 and where possible, for years 11-15 of the plan.

Developable sites are defined as those which are in a suitable location for housing with a "*....reasonable prospect they will be available and could be viably developed at the point envisaged*".

In order to review the 'soundness' of the plan and in particular whether proposed Site Allocation HC03 is 'sound' in the context of paragraph 35 of the NPPF, an assessment has been carried out as to the availability, suitability and achievability of HC03 as a mixed use allocation that would provide 1,006 new homes.

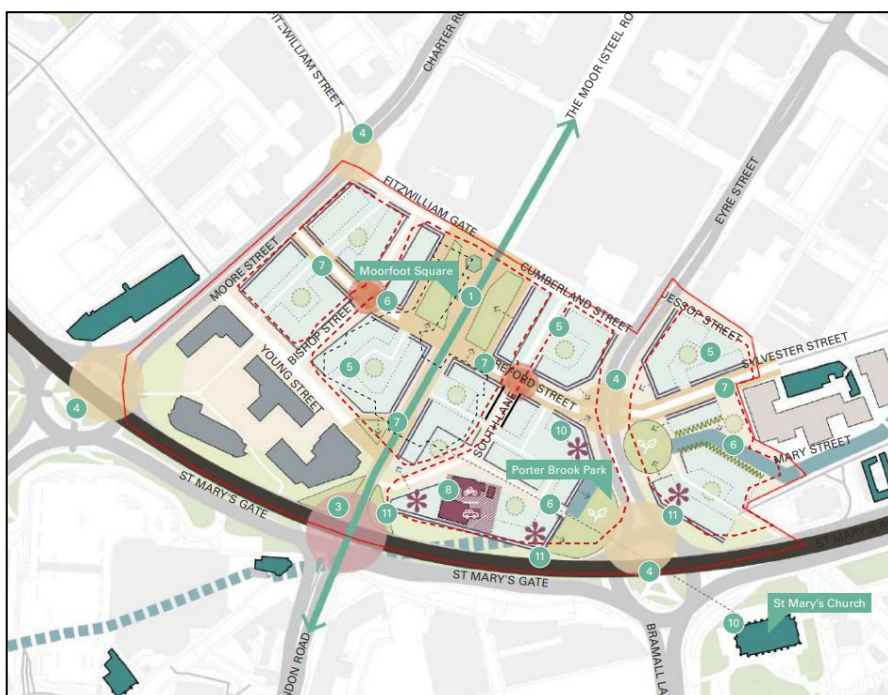
The proposed allocation of site HC03 for mixed use focused on 1,006 new homes is addressed in further detail in the Plan's evidence base, with particular reference to the city centre evidence base including the Priority Neighbourhood Frameworks (November 2022) report ("PNF").

The PNF report outlines guiding development principles for five Priority Locations and the three Catalyst Sites in the City Centre to guide future development in these areas.

The PNF document assessed the Priority Location Areas within the six Character Areas in the Central Sub-Area and developed masterplan concepts for the respective neighbourhoods with potential housing capacity for different plots of land depending on the criteria set for the assessment.

Moorfoot was one such Priority Location assessed in the Framework document including proposed site allocation HC03. A masterplan framework is included in the PNF (page 144-145) with an image provided below.

Development of the masterplan framework had regard to other guiding factors addressed in the PNF including an assessment of 'Creating Connections' through the priority location and potential 'Greenspace & Public Realm'.



The masterplan framework depicts a number of development parcels which relate to a plan on page 125 of the PNF (see image below) which sets out potential height by a range of number of storeys for each parcel and indicative capacities for each plot.



A further broad masterplan for the Catalyst Sites is depicted on page 129 of the PNF. An image of the masterplan that includes the scenario assuming redevelopment of the Moorfoot building is below.

For proposed site allocation HC03, it shows the suggested arrangement of development blocks, which when account is taken of the assumed densities that could be achieved in the context of the number of storeys for each block, this provides a range of potential housing numbers.

In each capacity scenario tested the total maximum capacity calculated for parcels 4-6 (site allocation HC03) inclusive in the PNF Report is 1,159 homes.



The estimated capacity for housing in Annex A to Part 1 of the Plan (Site Allocation HC03) is given as 1,006 homes.

In order to determine whether proposed site allocation HC03 is available, suitable, achievable and would result in the provision of a developable site, an assessment has been carried out, including an examination of constraints to development, to understand whether the proposed allocation is appropriate.

The assessment considers whether the proposed allocation (HC03) is 'sound' in the context of the proposed mixed use development providing for 1,006 new homes as the focus of the development with commercial / community and other uses on lower floors.

## *Assessment of Availability*

A land ownership plan is included in **Appendix 1** of our main representation statement. This shows three main land ownerships including land owned by Sheffield City Council, National Power Grid and Lidl Great Britain Limited.

Sheffield City Council's ownership in general terms includes the south west corner area, which is currently grassed and treed, the south east corner which is the open section of Porter Brook and the grassed area with pedestrian/cycle routes towards the underpass, as well as land along the frontage to St Mary's Gate (inner Ring Road). From title searches the Council also own the northern block currently largely occupied by offices.

National Power Grid (NPG) own the Sub-Station area and slivers of land to the west and south of the sub-station compound. Access into the sub-station compound is from the south east corner of the compound facing the inner Ring Road. As is shown in the next section NPG have access rights to the sub-station entrance from Eyre Street.

Lidl Great Britain Limited's ownership includes the former retail park, associated car parking area to the east of the existing buildings and open service yards accessed from South Lane.

The area under the ownership of Lidl Great Britain Limited is not 'available' and is being promoted for an alternative use which re-uses / alters the existing building on the site resulting in refurbishment and regeneration of the site to provide a food retail use within the inner Ring Road that is well placed to meet the basic weekly food shop for city centre residents and others. This part of the site is therefore not 'available'.

NPG own land providing the location of the sub-station and immediately adjoining slivers of land. The sub-station is active and there is no suggestion it is to be relocated or otherwise and consequently it remains in situ, limiting the ability to provide a mobility hub on this part of the wider site. Availability of this part of the wider allocation is highly questionable.

As highlighted in our main representation statement, the online planning guidance advising on the 'availability' of land, in the context of a housing and economic land availability assessment, states that a site can be considered available for development, when on the best information available there is 'confidence' that there are no legal or ownership impediments to development.

In the case of proposed allocation HC03 and for reasons given above there are ownership impediments to delivery of the allocation and there is not the confidence that other impediments do not exist, for example, access rights for National Power Grid. The latter is accommodated as part of the current Lidl proposals on the site.

Consequently, in our view the site cannot be considered available for proposed site allocation HC03.

## *Key Site Constraints*

Constraints plans are provided in **Appendix 2** of our main statement. This sets out some of the key constraints to determining the developable area of the wider proposed HC03 allocation. The main constraints are overlaid on the SMR masterplan schemes addressed later (7587-SMR-00-ZZ-DR-A-8204-S3-P2 & 7587-SMR-00-ZZ-DR-A-8205-S3-P2).

The south east corner of the site is currently a grassed area with cycle/pedestrian routes and in the NFP is shown as a future potential park area (Porter Brook Park).

The sub-station location is considered a constraint to development given it is in situ and not proposed for re-location. In addition, NPG have a right of access to the sub-station compound access gate facing St Mary's Gate through the existing retail warehouse car park from the adopted highway at the Eyre Street entrance to the existing car park.

This is shown on the constraints plans in **Appendix 2** of our main statement and provides a relatively wide area of passage through the site from the car park entrance off Eyre Street to access the sub-station

for maintenance and other purposes. The route ensures that sufficiently sized vehicles can access the site for maintenance purposes and other works, for example, should a transformer need replacing. The access route is a significant constraint given it would need to be taken into account in any future redevelopment of the site.

In addition to the access route through the site for NPG, there are a number of cable easements through the site, the main one running north / south through the existing car park that would need to be relocated, which would lead to a significant financial cost. A plan showing existing NPG apparatus connected with the sub-station is also included in **Appendix 2** of our main statement.

Porter Brook passes under the south east part of the HC03 site area in culvert before it enters the short section (30m) of open channel before entering a further culvert to go under Eyre Street.

The alignment of the Porter Brook culvert is a constraint to development. With the culvert in situ no new built development should be located over the Porter culvert. We are further advised by Lidl's flood risk consultant (Weetwood) that no new development should be constructed within 8m of the centreline of the existing culvert.

The policies in the Publication (Pre-Submission) Draft Plan, as currently worded, and the proposed site allocation HC03 seek the de-culverting of Porter Brook. This has been taken into consideration in our assessment of proposed site allocation (HC03). Our assessment has examined a land area for development based on the masterplan framework provided by the PNF and also a land area for development assuming de-culverting and daylighting of the culverted section of the Brook.

Whether the culvert is taken into account in situ (with the 8m easement from centre line) or de-culverted, it has an impact on the assumed developable area on the PNF concept masterplan, substantially reducing the area available for development.

### *Assessment of Suitability*

In considering whether the area comprising the NPG, Lidl and Council owned land is 'suitable' for the proposed HC03 allocation, we have undertaken a masterplan assessment based on the concept plan provided in the PNF to determine the number of units that are achievable.

The assessment of capacity is provided in **Appendix 3** of our main statement. This includes two masterplans provided by SMR architects based on the HC03 allocation area with Porter Brook retained in culvert and also an option with Porter Brook de-culverted and embankments on either side. These have been designed in accordance with the guidelines within the PNF.

The housing mix for each concept masterplan envisages providing a mix of units but ensuring that one house type does not dominate thus seeking to deliver a mixed community with choice of housing. The housing mix adopted for the assessment seeks to provide a range of units from one to three bed apartments but with a focus on one and two bed apartments. The housing mix assessed includes the following for the apartments:

- 1 Bed – 40%
- 2 Bed – 48%
- 3 Bed – 12%

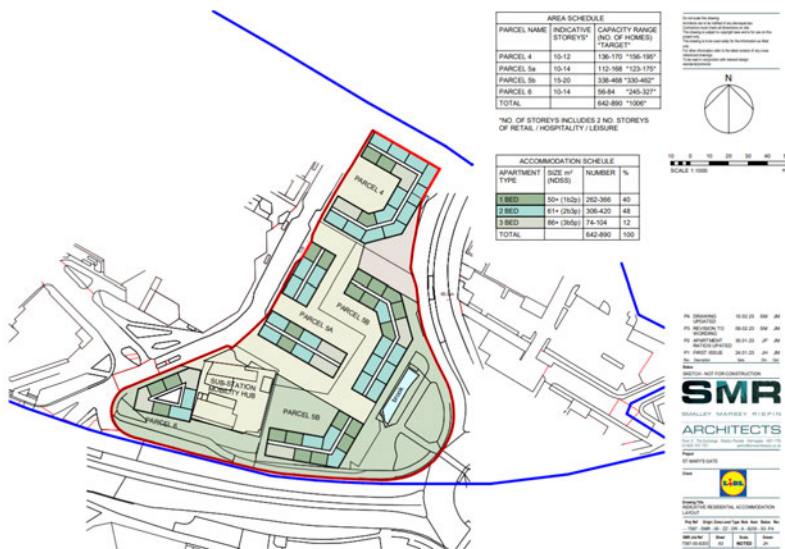
Taking account of the above and the parcels of land that are envisaged would come forward in the concept masterplans of the Priority Neighbourhood Frameworks (PNF) report and also providing an option which would de-culvert the Porter Brook, two masterplans were provided by SMR Architects.

In each masterplan an assumption was made allowing for two storeys in each block to provide for a range of other supporting uses such as retail, hospitality, leisure and community uses. This would provide for other uses and lead to the creation of active ground floor frontages.

Plan 7587-SMR-00-ZZ-DR-A-8200-S3-P2 ("Plan 8200-S3-P4") shows the layout of the blocks of development as depicted on the masterplan concept in the PNF with associated public realm areas providing open squares and cycle/pedestrian links through the area. Adopting the above housing mix

and the range of storey heights for each block as set out in the Priority Neighbourhood Framework report, would result in the delivery of the following range of units:

- 642-890 homes

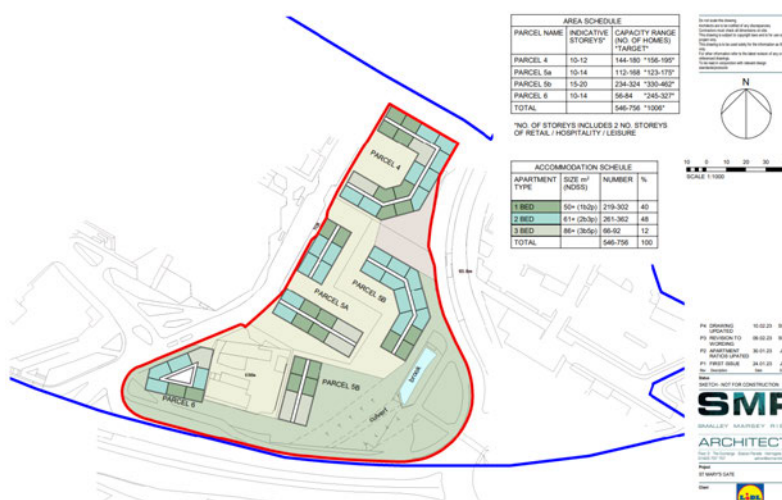


The above range would provide a maximum of 890 homes, below the proposed allocation sought of 1,006 homes and before considering the various constraints identified earlier.

The second scheme assessed by SMR takes account of the de-culverting of Porter Brook where it passes through the south east corner of the proposed allocation.

Plan 7587-SMR-00-ZZ-DR-A-8201-S3-P2 ("Plan 8201-S3-P4") in **Appendix 3** of our main statement adopts the same housing mix but with a reduced quantum of development in Parcel 5B to account for the de-culverting of Porter Brook as suggested in the emerging policies and the need for access by the environment agency for maintenance purposes. Based on this adjustment, the amended scheme to facilitate de-culverting could deliver the following number of units:

- 546-756 homes



The above figure of 756 homes is substantially less than that envisaged in the proposed allocation of 1,006 homes. De-culverting of the Brook would not enable provision of the number of homes envisaged in proposed site allocation HC03 and would be circa 250 homes or 25% below the allocation requirement.

The above masterplan assessment shows that on either basis, proposed site allocation HC03 could not accommodate the quantum of housing envisaged in the allocation of 1,006 homes. This is particularly



the case if regard is had to the potential de-culverting of the Porter Brook for a short section between St Mary's Gate Ring Road and the open section.

A further relevant consideration in the context of 'suitability' is whether the form and quantum of development envisaged by proposed site allocation HC03 is suitable when considered against relevant constraints and their potential to be mitigated.

The concept masterplan in the Priority Neighbourhood Framework (PNF) document (Page115) shows a landmark building on top of the culverted section of Porter Brook. This is carried forward in the further masterplan outline for development blocks shown on pages 129 and 131 (see images earlier in the representation document).

The location of development blocks on the proposed site allocation HC03 is not realistic as no new built development should be constructed within 8m of the centre line of the existing culvert. The concept masterplan provided by SMR (Plan 8200-S3-P4) includes the block in Parcel 5B in the location shown on the PNF concept masterplan to seek to maximise development potential.

However, there is no reasonable prospect of a layout adopting this approach being achieved where the apartment block is located over the culvert.

On this basis and taking account solely of the constraint resulting from the location of the existing culvert, the estimated capacity figure above of 756 maximum homes (Plan 8201-S3-P4) is more realistic than the estimated figure of 890 maximum homes. The former clearly falls well below the envisaged allocation of 1,006 units.

A further constraint is the NPG access route through the existing retail park car park. This route is shown on the constraints plan in **Appendix 2** of our main statement. The access route would clearly also affect the northern section of Parcel 5B and apartments in that block.

Given the location of the access into the NPG compound (south east corner of the compound) it would be difficult to see an alternative route, particularly if the route is required to cater for access by larger vehicles should more substantial works be required on the Sub-Station including, for example, the replacement of a transformer. This constraint would further reduce the developable area for built form and result in a reduction in the number of units that could be delivered on the allocation.

In addition, we include details of NPG's apparatus and cable locations in **Appendix 2** of our main statement. This shows a number of cables and easements through proposed site allocation HC03 including a cable running through the existing car park to Eyre Street. There are also a number of cables running towards and across South Lane. A number of the cables would require diversion to accommodate the envisaged development under HC03 which would add significant cost to bringing the wider site forward for development.

A further constraint to delivery of the respective development parcels is the extent of the National Power Grid ownership and its impact on Parcel 6. Parcel 6 is currently assumed to include the City Council owned land in that corner of the allocation and part of the NPG land (see Land Ownership in **Appendix 1** in our main statement). If the NPG land is excluded from the assessment SMR advise that with the remaining triangular grassed/treed area of land left within Parcel 6, it would be highly unlikely that any apartments could be accommodated on the limited remaining area. It is noted from the NPG cable and easement details in **Appendix 2** of our main statement, there are number of cables running along the frontage to St Mary's Gate (Ellin Street) and along the narrow lane immediately west of the sub-station compound and across South Lane. These run outside the compound but within NPG's land.

Taking account of the access rights for NPG and effective loss of Parcel 6 (estimated capacity of 327 units), this would result in the number of homes capable of being delivered on the site falling significantly below the proposed site allocation of 1,006 homes and indeed, well below the 756 units. The latter figure accounts for the fact that Parcel 5B cannot be developed over the culvert. If account is taken of the loss of Parcel 6 and 327 homes, this would leave around 429 homes without taking account of the NPG access rights constraint through the Lidl owned parcel of land.

In addition to the above, proposed allocation HC03 includes an existing office block and ground floor commercial uses in the northern part of the allocation. The office block was vacant for a number of years before being largely occupied by Wizu, a provider of serviced offices and co-working areas with meeting rooms, common areas and provision of virtual offices. The serviced offices and co-working offer provides a range of opportunities for small business and start ups to thrive in a community of other high quality office based businesses, making a valuable contribution to delivering the vision for the city (paragraph 2.2 – 2.5 of the Plan) to increase the skills of its people and make Sheffield a major employment centre.

The existing office building provides an important employment base for a number of companies enabling generation of better quality jobs and growth in employment to help raise average incomes and make a positive contribution to meeting the need for high quality and suitable accommodation for modern businesses.

The loss of the office accommodation would be at odds with the vision and objectives of the Plan in the context of the economy and on this basis this part of allocation HC03 would not be suitable for redevelopment for the proposed mixed use development envisaged in the emerging Plan.

Against this background we do not consider proposed site allocation HC03 to be 'suitable' for the proposed mixed use allocation focussed on the provision of 1,006 new homes as set out in the Publication (Pre-Submission) Draft Sheffield Plan.

### *Assessment of Achievability (Viability)*

When assessing whether a proposed site allocation is 'sound' it is relevant to consider whether the proposed allocation is considered achievable for the development envisaged. This is essentially a judgement about 'economic' viability of the proposed development as envisaged in the allocation.

To assess viability, consultants (RLB) were instructed to provide a feasibility report (see **Appendix 4** of our main statement) for the SMR masterplans, which were based on the proposed allocation HC03 adopting a range of storey heights in the respective development parcels within the proposed allocation.

The RLB report provides a rounded cost estimate for construction of the various schemes identified with and without de-culverting of Porter Brook.

Viability consultants (Savills) were then instructed to provide a development appraisal residual valuation assessment for the potential schemes, focussing on those that would provide for the maximum levels of development with and without de-culverting of the Porter Brook to determine likely viability of any scheme.

The findings of the Savills assessment are included in **Appendix 5** of our main statement. This shows that there are significant viability concerns with the proposed options that have been investigated.

The assessment finds that in each scenario assessed a proposed redevelopment to provide a mixed use scheme to seek to deliver site allocation HC03 and taking account of the need for a developer profit, would result in a significant and substantial negative land value of circa **-£41.8m** for the maximum homes scheme and **-£37.2m** for a reduced quantum of housing (with de-culverting) but without taking account of a number of key constraints relating to development of the proposed allocation site as identified above.

On this basis proposed allocation HC03 is not considered to be 'achievable' and is not economically viable.

### *Conclusions on Availability, Suitability, Achievability & Soundness of HC03*

In light of the above assessment, we conclude that proposed allocation HC03 is not available, suitable or achievable as a strategic mixed use allocation with a focus on providing for 1,006 new homes.

The NPPF (paragraph 68) highlights that planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. In doing so planning policies should identify a supply of specific deliverable sites for years one to five of the plan period and secondly, specific developable sites or broad locations for growth for 6-10 years and where possible for years 11-15 of a Plan.

Developable sites for the longer term are those defined by the NPPF Annex 2 Glossary as those with a 'reasonable prospect' that they will be 'available' and could be 'vially' developed at the point envisaged.

Based on the evidence provided it is considered that there is no 'reasonable prospect' that proposed site allocation HC03 could be provided beyond 5 years during the plan period. The evidence shows that development would not be economically viable and proposed allocation HC03 is not suitable or available for the mixed use development envisaged in the emerging Plan for the reasons set out above.

In light of the above, we conclude that proposed site allocation HC03 is not '**justified**' or '**effective**' and neither would it be '**consistent with national policy**' in relation to the relevant provisions of the NPPF in the context of identifying land for homes as set out at paragraph 68. On this basis the plan is **unsound**.

## Sheffield Plan Consultation Representation Form January – February 2023

**Please use this form** to provide representations on the Sheffield Local Plan. Sheffield City Council must receive representations by **5pm on 20th February 2023**. Only those representations received by that time have the statutory right to be considered by the inspector at the subsequent examination.

Responses can be submitted via

- the electronic version of the comment form which can be found on the Council's web site at: <https://haveyoursaysheffield.uk.engagementhq.com/draft-local-plan>
- an e-mail attachment: [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk)
- post to: **Strategic Planning Team, Planning Service, 4<sup>th</sup> Floor, Howden House, Sheffield S1 2SH**

Please note:

- Representations must only be made on the basis of the legal compliance, compliance with the Duty to Co-operate and/or soundness of the Plan.

Please read the guidance note, attached or available on the Council's webpage###, before you make your representations. The Local Plan and the proposed submission documents, and the evidence base are also available to view and download from the Council's Local Plan webpage:

### **Data Protection Notice:**

Under the General Data Protection Regulation 2016 (GDPR) and Data Protection Act 2018 (DPA) Sheffield City Council is a Data Controller for the information it holds about you. The lawful basis under which the Council uses personal data for this purpose is consent.

All representations are required to be made public and will be published on the Council's website following this consultation. Your representations and name/name of your organisation will be published, but other personal information will remain confidential. Your data and comments will be shared with other relevant agencies involved in the preparation of the local plan, including the Planning Inspectorate. Anonymous responses will not be considered. Your personal data will be held and processed in accordance with the Council's Privacy Notice which can be viewed at: <https://www.sheffield.gov.uk/utilities/footer-links/privacy-notice>

Due to the Data Protection Act 2018, Sheffield City Council now needs your consent to hold your personal data for use as part of the Sheffield Plan process. If you would like the Council to keep you informed about the Sheffield Plan, we need to hold your data on file. Please tick the box below to confirm if you would like to 'opt in' to receive information about the Sheffield Plan. Note that choosing to 'opt in' will mean that the Council will hold your information for 2 years from the 'opt in' date. At this time we will contact you to review if you wish to 'opt in' again. You can opt-out at any time by emailing [sheffieldplan@sheffield.gov.uk](mailto:sheffieldplan@sheffield.gov.uk) or by calling 0114 2735897.

Please tick/ delete as appropriate:

Please confirm you have read and understood the terms and conditions relating to GDPR.

Yes

No

Please tick as appropriate to confirm your consent for Sheffield City Council to publish and share your name/ organisation and comments regarding the Sheffield Plan.

I confirm my consent for Sheffield City Council to share my name/ organisation and comments regarding the Sheffield Plan including with the Planning Inspectorate.

Yes

No

Please tick as appropriate below if you wish to 'opt in' and receive updates and information about the Sheffield Plan.

I would like to opt in to receive information about the Sheffield Plan.

Yes

No

Printed Name: Jeremy Williams

Signature:

[Redacted Signature]

Date: 17<sup>th</sup> February 2023

**This form has two parts:**

**Part A - Personal details – need only to complete once.**

**Part B - Your representation(s) - Please fill in a separate sheet for each representation you wish to make.**

## Part A- Personal Details

### 1. Personal Details

Name:  
Organisation (if applicable): Lidl Great Britain Limited  
Address: c/o Agent  
Postcode:  
Tel:  
Fax:  
Email:

### 2. Agent Details (if applicable)

Agent: Jeremy Williams  
Organisation (if applicable): ID Planning  
Address: 32 Eyre Street  
Postcode: S1 4QZ  
Tel: [Redacted]  
Fax:  
Email: [Redacted]

## Part B - Your representation

Please use a separate sheet for each representation and return along with a single completed Part A.

Name or Organisation: Lidl Great Britain Limited

### 3. To which part of the Sheffield Plan does your representation relate?

Policy Number: Policy CO2 (Part 2 of Plan) - Annex B to Plan – Parking Guidelines

Paragraph Number:

Policies Map:

### 4. Do you consider the Sheffield Plan is:

Tick all that apply, please refer to the guidance note for an explanation of these terms.

4.(1) **Legally Compliant** Yes

No

4.(2) **Sound** Yes

No

4.(3) **Complies with the Duty to Cooperate** Yes

No

5. **Please give details of why you consider the Sheffield Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.** If you wish to support the legal compliance or soundness of the Sheffield Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

## Annex B – Parking Guidelines

### Soundness of Annex B – Parking Guidelines

Policy CO2 of Part 2 (Development Management Policies and Implementation) of the Publication (Pre-Submission) draft Plan addresses parking provision in new development. The first part of the policy wording states that new development (including extensions) should comply with the Parking Guidelines set out in Annex B. Annex B sets out draft Parking Guidelines

Proposed parking standards for Class E(a), food retail proposals, are set out for the 'Central Area' and other 'Urban Areas and Oughtibridge, Wharcliffe Side & Worrall'.

In relation to the Central Area maximum car parking to be provided for food retail developments is 'operational only'. The latter is that which is required to enable the site to operate for its approved use and does not include visitor or general employee parking.

Lidl Great Britain Limited operate stores in a variety of locations across the UK including both in city centre, edge of city centre and stores elsewhere in urban areas.

Whilst Lidl supports the move to achieve more sustainable development and encourage people to travel by modes other than the car, a foodstore will provide for a variety of shopping needs within an area. Lidl stores will tend to provide a sufficient range and choice of goods to meet the basic weekly shop. For some of their customers this means a weekly shop rather than purchasing goods on a daily or frequent basis.

In locations such as the Central Area of Sheffield there needs to be a variety of provision that will not only meet the needs of people who wish to do their food shopping on a regular or daily basis but also those that for reasons relating to convenience and other factors, need to undertake a weekly shop.

In those circumstances there may be the need to undertake the shop with the use of the private car given the difficulty in carrying home a weekly shop on public transport or indeed on foot or cycling.

If a customer undertakes their weekly shop in this way and the store they visit is conveniently located for access on foot to other shops and services, this provides the opportunity for linked dual purpose shopping trips. Dual purpose trips would provide wider spin off benefits for other shops and services that would be visited at the same time, increasing footfall in the Central Area to the benefit of other retailers and service providers.

As presently drafted for the Central Area, the parking guidelines do not provide the opportunity for linked trips in the manner described above thus potentially reducing the ability of one trip to serve more than one purpose for those that need to undertake a weekly shop.

Instead, it could result in two trips by car in the urban area rather than one trip serving more than one purpose. The former could itself lead to less sustainable shopping patterns and attract the weekly shopper to stores outside the Central Area and in out of centre locations thus not benefiting established centres.

Within the Central Area it is acknowledged that access by alternatives to the car are good with frequent bus / tram services and with many residential areas located within convenient walking and cycling distances of the Central Area. Consequently, it is clearly the case that parking provision would not need to be at the level of other locations in the urban area that are away from established centres.

However, some allowance for the medium to larger supermarkets that provide for the weekly shop should be made to enable those choosing to shop in this way to also undertake linked dual purpose trips thus attracting more people to the central area and delivering wider spin off benefits to other retailers/services.

On this basis we consider the Parking Guidelines for food retail in the Central Area, as proposed, would not be **effective**, are not **justified** and therefore **unsound**.

Continue on a separate sheet if necessary

**6. Please set out the modification(s) you consider necessary to make the Sheffield Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified in Question 5 above.**

(Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Sheffield Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

*Measures to make the Plan Sound*

We consider that some allowance should be provided for the medium sized supermarket and larger foodstores to include an element of customer parking to meet the variety of customer needs that exist.

On this basis we propose the following maximum standards for food retail in the Central Area as an amendment to Annex B (Parking Guidelines):

Use Class	Land Use	Central Area (Floorspace in m <sup>2</sup> is gross)
E(a)	Food Retail	Up to 1,500 m <sup>2</sup> gross – operational only 1,500 – 3,000 m <sup>2</sup> gross – 1 space/30 m <sup>2</sup> Above 3,000 m <sup>2</sup> gross – applications to be discussed individually

Continue on a separate sheet if necessary

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues they identify for examination.**

**7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?**

Yes, I wish to participate in hearing session(s)

Yes

No, I do not wish to participate in hearing session(s)

No

**8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**



The representation relates to matters concerning parking guidelines (Annex B). Our client (Lidl Great Britain Limited) operates a number of discount foodstores in the Sheffield area and is involved in proposed new developments in the City, including the city centre, for which parking provision is a matter of interest. Should any hearings be held to discuss Annex B (Parking Guidelines), Lidl would wish to have their representatives attend.

**Please note** that the inspector will make the final decision as to who is necessary to participate in hearing sessions, and to which hearing session(s) they should attend, and they will determine the most appropriate procedure to adopt to hear those who wish to participate at the examination hearings.