

VivaCity2020

WORK PACKAGE 2

The Generation of Diversity: Mixed Use and Urban Sustainability

SHEFFIELD CASE STUDY



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Appendix I – Survey of Households and Businesses

- Central ward area and Central City “quarters”
- Household Survey
- Business Survey

Introduction

The purpose of this study is to investigate and better understand the issues surrounding mixed-use development and high density living and working, and to help planners, developers, designers, residents and other stakeholders manage and implement sustainable mixed-use development more successfully in urban environments. Diversity in this sense is reflected in a sustainable mix of land and building uses, amenities and economic activity, social, community as well as temporal mix, such as evening economy, weekday/weekend and shared use of space. The spatial dimension is key to achieving sustainable urban environments, since it is the varying scales at which different activities and uses can co-exist, or require separation - either permanently or temporally.

Literature Review of Policy (Part 1)

This attempts to understand the national to local planning policy context for mixed-use development through the review of existing literature (such as PPG's, UDPs, SPGs and other planning guidance documents). This is done to gain an understanding of the rationale for the promotion of mixed-use development in urban planning policy.

Social Survey (Part 2 & 3)

This attempts to understand what mixed-use development means in practice as experienced by the 'practitioners' and decision-makers in the urban environment. In addition, this seeks to understand the experience of residents and businesses living and working in a mixed-use urban environment and their quality of life issues.

The key objectives of survey:

- To understand what is mixed-use development
- Define the concept of mixed-use development
- Understand why mixed-use is important
- What the concerns are around mixed-use development
- Understand the importance of achieving mixed-use development

Case studies

This report reviews one of two in depth case studies – central Sheffield ward (S1 area) - for the second case study Clerkenwell, see separate report. A shorter report on inner city living in Manchester is also available. Together these will provide a platform from which to understand the practical and strategic issues involved in achieving mixed-use development and diversity in local economy, social and temporal uses of buildings and space. The analysis will highlight the pros and cons and the potential implications for designing successful mixed-use as well as highlight key problems and challenges of creating mixed use developments.

Methodology

Primary surveys of residents and businesses included qualitative and quantitative methods in both case study sites such as face to face interviews and in depth questionnaires (Survey summary - Appendix I), as well as focus groups with special interest groups (e.g. pensioners, young mothers). The aim of this survey was to gather a cross section of viewpoints representing a range of interests - developer's, planners, urban designers, councillors, community leaders, businesses and residents.

Part 1:

Section A:

Policy Literature Review Review of urban planning policy

National and Regional Guidance Planning Context for Mixed-Use Development

In 1994, the concept of 'mixed use' was used as a key theme in the Department of the Environment's Quality in Town and Country initiative and subsequently emerged in national planning policy guidance resulting in a major national shift in planning policy incorporating the concept of mixed use into its key policy framework. Mixed use development is based on the notion that mixed uses reduce the need to travel and create more vibrant areas – which are now held as a key component in achieving a more sustainable and well designed urban environment.

PPG1: General Policy and Principles (February 1997) sets out the government's commitment to sustainable development principles and promotion of mixed-use development. This has been recently reinforced in the Government's aims for the reformed planning system in 'Sustainable Communities – Delivering through Planning' (2002). It considers mixed-use development as being more sustainable than 'single use' developments and likely to create vitality and diversity and reduce the need to travel.

'Local planning authorities should include policies in their development plans to promote and retain mixed uses, particularly in town centres, in other areas highly accessible by means of transport other than areas highly accessible by means of transport other than the private car and in areas of major new development' (paragraph 8-12)

PPG 1 not only offers practical advice about how mixed use developments should be introduced through 'development plans' but also how individual sites can be identified and at the same time attempting to safeguard existing residential areas:

"...plans can designate an area, such as a town centre, where developments on suitable sites would be expected to incorporate a mixture of uses. This should include a list of those uses which are considered appropriate. Applications for single uses in such designated areas would need to be justified either in terms of their non-suitability for mixed-use development or in terms of their contribution to the overall mixture of uses with the area...the character of existing residential areas should not be undermined by inappropriate new uses. (PPG 1)

PPG3: Housing (March 2000) also promotes mixed use development, including the provision of housing as part of mixed use developments, in order to bring new life into towns and cities.

“Local authorities should promote developments which combine a mix of land uses, including housing, either on site or within individual buildings such as flats over shops...where appropriate, specifying the proportion of floor space which should be residential within such developments...should promote additional housing in town centres within the context of their overall strategy for each centre, taking into account the existing balance of uses in the centre”.

PPG 13: Transport (2001) sets out the Government's objectives to integrate planning and transport. It recognises that mixed use development can provide very significant benefits, in terms of promoting vitality and diversity and in promoting walking as a primary mode of travel. The government's main objectives are pointed out in paragraph 4:

1. *“promote more sustainable transport choices for both people and for moving freight;”*
2. *“promote accessibility to jobs, shopping facilities and services by public transport, walking, and cycling; and”*
3. *“reduce the need to travel, especially by car.”*

PPG13, recommends a pattern of urban growth around existing urban centres which generate the highest travel demand in order to achieve full utility of existing public transport systems. PPG13, paragraph 20, states what planning policies should aim to achieve:

“Produce a broad balance at the strategic level between employment and housing, both within urban areas and in rural communities, to minimise the need for long distance commuting...focus mixed use development involving large amount of employment, shopping, leisure and services in city, town and district centres and near to major public transport interchanges, and...encourage a mix of land uses including housing in town, suburban and local centres.”

In November 2000, the government produced its white paper: 'Our Town's and Cities: the future. Delivering an Urban Renaissance', following the Urban Task Force report 'Towards an urban Renaissance'. The White Paper through its initiatives primarily encourages Brownfield development and regeneration within mainly deprived towns and cities in the UK. It refers directly to its new guidance on housing in PPG3 as being an integral driver of the 'urban renaissance' and the importance of local authorities in implementing this effectively. The White Paper lists 8 actions Local authorities should undertake and how they can 'promote mixed development so homes are closer to jobs and services'.

The Green Paper 'Planning: delivering a fundamental change' (December 2001) and Planning Policy Statements: 'Sustainable Communities – Delivering through Planning' and 'Making The system Work Better – Planning at Regional and Local Levels' (July 2002)

In December 2001 the Government issued a Green Paper, Planning: delivering a fundamental change'. On 18th July 2003 the Office of the Deputy Prime Minister Issued two policy statements in the light responses received to the Planning Green Paper and the recommendations of the Transport, Local Government and Regions Select Committee of 1st July 2002.

In the Planning Policy Statement 'Sustainable Communities – Delivering through Planning', at paragraph 3, the Government has reiterated its aims for the planning

system which aims to: “...deliver in a sustainable way key Government objectives such as housing, economic development, transport infrastructure and rural regeneration whilst protecting the environment” and to “...create and sustain mixed and inclusive communities”.

SUMMARY

The mixed use policy approach is aimed at achieving Sustainability goals by helping to reduce the need to travel, encourage the use of public transport, increase the amount of residential accommodation including, where appropriate, affordable housing in the centre of the City, offering access to the widest range of employment, leisure and other facilities, whilst building on existing linkages between activities and ensure that there continues to be a distinctive mix of uses in central areas of the city.

Part 2

Section B

Sheffield - UDP review

UDP Review of Sheffield City council:

Even though the UDP is out of date, it is useful to use this as a starting point in which to begin to understand the existing planning policy framework in Sheffield

UDP to Sheffield Development Framework

- The current Sheffield UDP – adopted 1998 is being reviewed:
- Currently Developing the:
 - LDF (Local Development Framework)
 - Core Strategy – Preferred options
 - City Policies Document & City Sites Document = ‘Emerging Options’ stage.
- Key Features of Policy context: see Table 1.1.

The plan contains specific policies encouraging ‘mixed use areas’ but not mxd

Definition:

‘Mixed Use Areas’ - areas consisting of two or more major land uses, with no single use being dominant.

‘In defined Mixed Use Areas, a variety of land uses will be preserved and created. A mixture of developments will be encouraged by not allowing any single land use to dominate’ (p.204).

The plan contains a policy chapter dedicated to encouraging mxd areas:

MU1 and MU2.

MU1 policy has 3 aims to:

1. ‘Build on the character of existing Mixed Use Areas’ (p.204)
2. ‘Promote mixed uses where there are major opportunities to regenerate an area
3. ‘Anticipate opportunities for mixed development to complement other adjoining land uses’.

Whilst the plan does have a policy dedicated to mixed use it is applicable at an area wide level only. Whilst the conceptualisation or meaning offered in Clerkenwell related more strongly to building level uses and to a weaker extent at area level policy.

The definition offered encompasses area wide level of application, which would be composed of 2 or more land-uses without allowing any single use to dominate.

Despite the lack of comparable definition in the UDP the Plan appears generally to encourage mxds. There are specific policies that require mixed use and policies to retain an existing mix of use.

Housing

In addition, whilst the plan contains policies which encourage the inclusion of housing in town centre locations it does not have any requirement to secure affordable housing in the city centre. Furthermore, the plan does not contain any policies or density standards for housing or size standards for any housing units. However, it does have policies on parking standards for housing, which apply to mixed-use development in the same way as all other developments.

Although the plan does not allocate specific sites for mixed-use in the city centre it does seem to promote mixed use development in other policy documents, especially to be found in the master-plans for specific areas within the city centre such as:

Devonshire Quarter Action Plan and Masterplan.
St Vincent's Action Plan
Cathedral Quarter Action Plan
Cultural Industry Quarter Action Plan

These seem to generally promote mixed use at an area wide level as a way of regenerating and bringing vitality to the city centre area and beyond. The UDP acknowledges that the main benefit to be gained from achieving mxd is sustainability.

In Sheffield's experience, the main factor which hindered mixed-use development in the past 5 years related to concerns about Noise nuisance issues, especially those which consisted of residential (C3 uses) with Food & Drink (A3 uses).

Key policy summary Sheffield

Table 1. UDP

Sheffield City Council

Date of UDP	1998 – under review for LDF
Does the Plan have specific policies to:	
1 Encourage MXD	Yes
2 Require MXD	No
3 Defines or characterizes MXD	Yes
4 Retain an existing mix use	Yes
5 Encourage the development of housing in town centre locations	Yes
6 Inclusion of affordable housing in town centres	No
Apply to MXD in the same way	Yes
7 Density standard for housing	No
Apply to MXD in the same way	Yes
8 Size standards for housing units	No
Apply to MXD in the same way	Yes
Parking standards for housing	Yes
Apply to MXD in the same way	Yes
Allocate specific sites for mxd in town centre	Yes
Promote MXD in policies or documents other than a plan	Yes
Securing MXD in town and city centres to be important	Yes
Benefit from achieving mixed use	Sustainability
Main constraint to development of mxd schemes	Noise – housing and A3 uses
Initiatives to overcome constraints	Zone and restrict areas where there are lots of A3 uses

Part 3: Findings

Section C

Sheffield - Interview analysis on mixed-use policy and practice

Sheffield Policy and Practitioner Interview Findings:

Background Methodology

This analysis is based on over 20 a semi-structure interviews undertaken between 2005 and 2006. The interview transcripts were tape-recorded, transcribed verbatim and then coded up at in Nvivo using a coding framework. This analysis reports on the key experiences and views during the case study survey in Sheffield. The analysis uses selectively examples from the interview to provide n overview of the key issues and concerns, which are to be found around the theme of mixed-use development.

The Experience of Mixed-use Development Practice in Sheffield

The research undertook semi-structured interviews with a wide-range of key informants representing key interests in the case study locality: these interests were represented by:

Local planning authority professionals:

- Planners from development control and planning policy-making
- Housing
- Regeneration
- Elected members (Ward councillor)

Property professionals:

- Estate agents
- Property management
- Developers

- Local business
- Community groups
- Residents

This chapter reports on some of the key experiences and views expressed during the case study research. This section summarises with selected examples the views and opinions of mixed-use development given by the interviewees. They provide an insightful overview of the types of issues and concerns, which underlie mixed-use development.

What is a mixed-use development?

Definitions

As expected, the definitions varied from person to person and between planning professionals, responses nevertheless helped build a picture of what mixed-use constituted. The most common definitions, were quite simple and understood as being something with more than use:

More than one use:

Anything other than 1 use is mixed use...
Sheffield Policy & Planning officers

This statement distinguishes it from what it is not:

...Developers are putting forward 95% housing and 5% other, this is not mixed use. Mixed use has to be at least 2 and a good percentage mix.
Sheffield Planning & Policy Officers

There was a suggestion that the definition for mixed-use development varied between groups of professional, for example between developers:

...the interpretation of the term 'mixed-use' is different for different developers.
Sheffield First officer

Dual use: usually a combination of two uses in the mix:

Mixed use is residential, and some offices and on the ground floor some retail. In Sheffield, you tend to have the ground floor as retail, offices at 2nd and 3rd floor levels and then apartments start at 2nd or 3rd floor.
Sheffield Estate Agent

...mixed use of shops on the ground floors and apartments above. I've got a small scheme on that's got offices on the ground and first and residential on the next 4 floors.
Sheffield Estate Agent

In Sheffield, we've not got to the stage where they are building that diversity of mixed use two uses is probably as far as it goes. I don't think there's been great appetite for more than that.
Sheffield

There appears to be a lack of diversity in the type of mixed-use development being created. These statements identify not more than two primary uses such residential with office and/or retail uses.

Highlights residential and office as typical uses to be found in mixed-use development with commercial uses on ground or lower floors and residential on upper floors:

Mixed use is residential, and some offices and on the ground floor some retail. In Sheffield, you tend to have the ground floor as retail, offices at 2nd and 3rd floor levels and then apartments start at 2nd or 3rd floor.
Sheffield Estate Agent

Housing as a key component

...we define it as being anything that included housing and at least one other use...

Sheffield Senior planner

Mixed use exists at block level with vertical segregation

Some think it's where you have separate blocks of residential and offices. A vertical segregation...

Sheffield First officer

Large Site Level with many different use buildings – side by side and stand-alone

It appears in many different forms, but I would read mixed-use development as being in a site, which is capable of taking different uses. In the old days you would buy a site and you would put either an office building on it or a residential block on it, but these days you would buy a site and try and get several different uses on the same site, and that can appear in different forms, really...e.g. some separate stand-alone blocks... the big, floor-plate type offices that would suit big organisations

Sheffield Developer

It means layers of different uses throughout the day

...Mixed use means this variety of activity in a project or area that has this layering effect of different uses, different uses throughout the day and a great place to be and a quality environment.

Sheffield One officer

Area policy:

City centre area (CBD) policy

Meadowhall is single use. Monoculture. why is it dull, boring and awful? For that reason City centres are great because you get a far greater variety of uses and they are more interesting places to be because of the mix of uses.

Sheffield One

Planning Policy: mixed use policy applied throughout City centre

The menus for the mixed use policy area is we're different in different parts of the city, so it could be housing and business it could be housing and shopping it could be housing and education or something like that

Sheffield Senior planner

Summary:

Most responses claimed that most mixed use was anything with more than one use and veered towards being dual use. The typical composition of the mix was either office and residential or retail and residential land uses. These were the typical uses to be found in Sheffield. In addition, the office or retail is likely to be located on the ground floor and residential was likely to locate on upper floors in order to retain or attain active shop frontages at street level.

What are the Benefits of mixed-use development? Why is it important?

Examples	Benefits
<p><i>Meadowhall is single use. Monoculture. Why is it dull, boring and awful? For that reason City centres are great because you get a far greater variety of uses and they are more interesting places to be because of the mix of uses...</i> Sheffield One officer</p>	<p><i>Avoids monotony of single use Creates interest in City centre Provides a variety of uses Improves existing centre</i></p>
<p><i>...When we started the heart of the city, we weren't just about doing an office scheme; there was a housing, offices, and art gallery. We don't want to create soulless places our touchstone is 'will this scheme create another piece of the city? and by 'piece of the city' we mean lively, vibrant, mixed use, interesting, people-centred, quality public realm...</i> Sheffield One officer</p>	<p><i>Creates 'soul' for the place Lively and vibrant space Provides cultural spaces Creates a people centred place Quality public realm</i></p>
<p><i>... That's where we start from on all our projects. Mixed use means this variety of activity in a project or area that has this layering effect of different uses, different uses throughout the day and a great place to be and a quality environment.</i> Sheffield One officer</p>	<p><i>Different uses throughout the day Quality environment to live and work</i></p>
<p><i>...have more people friendly space and more activity on the ground floor with restaurants and retail outlets</i> Sheffield First officer</p>	<p><i>People friendly space Active street frontages through activity generating land uses</i></p>
<p><i>...Within Kellum, there's a good building stock. Conservation area, a large number of listed buildings, so they know that they can't knock them down and so generally, bit by bit, those buildings have been converted and where there are empty sites, you get new build, but new build that respects the scale and massing of those existing buildings, so those buildings are being converted into residential, they've been converted to mixed use on the ground floor... some office, some buildings have been converted purely into office,</i> Sheffield Design & Conservation Officer</p>	<p><i>Recycle disused old buildings and areas by finding new uses and functions for them</i></p>

SWOT Analysis of Mixed use development

Has mixed-use development been achieved?

Mixed-use development has been attained throughout the city. There is suggestion that strong local authority intervention has secured mixed use but the demand for housing has been greater for the residential component than the commercial component, which has then remained vacant.

Negative impact: residential demand leaves vacant non-residential units

There are quite a few good examples around the city centre where the local authorities have insisted upon mixed use where the residential accommodation has gone very easily, and the commercial space has stuck, basically because it is probably in the wrong location.

Sheffield Developer

Overwhelming demand for residential which is regarded as most profitable use. LPA has to persuade developers to build mixed use.

Residential values have risen significantly. So people want to build more homes. You have a housing developer not wanting to put something else like offices on the site now, we are encouraging housing developers to put offices on the site, so you can get mixed use on individual sites, which is fine, but it's getting the developers to think themselves about mixed use on a scheme-specific basis which more of them are prepared to do now.

Sheffield One officer

Separation of residential and commercial uses demanded by developer: often want separate entrances.

Whether it's floor-by-floor or having the offices sit on the front of the building, they still have to be separate in the sense that an office occupier wants to have their own separate entrance and will often want to impose their corporate identity on that part of the building.

Sheffield Developer

Residential prefer clear separation of the domestic sphere:

... It becomes more difficult for the residential user who is entering a building where their home is how you allow them access without them feeling they are going to work when they are going home. You would probably design separate access for the two different kinds of user. I don't think you will find many examples of that in Sheffield. We have very little true mixed-use development.

Sheffield First officer

Residential users need a clear separation of access aesthetically in order to make the distinction between work and home environment. There are few examples of the residential and commercial entrances being integrated in Sheffield.

Lack of integration of uses in schemes

..At Riverside, there is that vertical segregation, blocks of apartments and offices, but with no interaction between the two. They could have been two different schemes. There are no public spaces between the two it's just a road. We are trying to get away from that and have more people friendly space and more activity on the ground floor with restaurants and retail outlets...

Sheffield First officer

Lack of integration in design can miss out the potential interrelationships. The proximity of different uses creates the potential for synergies, which would be beneficial for street level activity, adjacent uses and improved public space.

Barrier: Cost of conversion of historic buildings for mixed-use development

Not the adaptation. It's the actual repair cost of the building, because generally they've fallen into disrepair but that's the biggest problem...they could knock a building down and start again and put up something of a much lower quality, that from a developers' points of view they can make more money out of it, so they have to keep the (listed) building has to be kept and they've got to find a way round it and therefore they cannot pay as much for the site, to the question for a developer is well, do we think we can knock that building down and build something that's of lower quality and gets more accommodation on the site, or can we develop.

Sheffield Design & Conservation Officer

Vacant Units due to lack of marketing

I mean I think the issue of ground floor A3 and apartments above works fine and there are various examples in the city. I mean within the city at the moment, there are a good number of buildings where they knew that the apartments were being built and the office or active use, mixed use had been requested on the ground floor and it hasn't been implemented. There are currently boarded up buildings that have got consent for office or A3 and the demand at the moment isn't there and they haven't been implemented on the ground floor. Which is an issue for the city and in terms of ensuring that we do get something's that visually attractive there.

Sheffield Design & Conservation Officer

Little used public space: due to lack of design integration with other features

Victoria Quays is an interesting example because, it's a very nice environment a lot of money was spent on making it into an attractive waterside area. We've got ground floor units there in the old listed buildings which any fool could see would make a good restaurant or a bar but the owners want to turn it into offices and so, you know, oddly enough there, you've got a situation there where people are trying to get away from, normally you know people are trying to build bars in every orifice sort of thing but there they're actually

Sheffield Design & Conservation Officer

What is the Developer's role and attitude to mixed use?

Developer reluctance in past, now will do housing and retail mix use

A few years ago you couldn't get developers to mix housing and retail now they are very keen to do it.
Sheffield One officer

Perceived problems amongst developers/owners

...I don't think people have a problem. Some people think it's more difficult from an investment perspective to sell on an investment that is half the building. I think a lot of people make more of an issue than reality because if you are an office user, I don't think there is a problem if floors 1-5 are office and above that is residential.
Sheffield First officer

Some perceive it would be more difficult to sell parts of a mixed-use building than single use building.

Funding problem

The biggest issue is funding, and the different funding requirements in terms of the mixed use and the difficulty of getting funding to, from a developers' point of view, its much easier if they can have the same use on all floors, and there is an issue in terms of say the active use on the ground floor, the A3s, the issues of sound, the issue of smells, the issue of the additional cost that can be associated with that and the lending requirements that can make it more difficult
Sheffield Design & Conservation officer

Barriers for mixed use are the same as any large brownfield redevelopment site

... The first thing you have to remember it is very difficult to talk about the property industry or talk about mixed use development because every single situation is different. There is not really a generic term 'property'; what is property? it is basically accommodation within which something happens, isn't it, and at any one time the industrial market might be completely dead, and the office market may be booming. So you have to get down to a bit more detail; lots of schemes find lots of problems in financing, but it is not because they are mixed use, it will be more to do with how risky the project is.
Sheffield Developer

All schemes have problems this is not specific to mixed use

Developers respond to property market demands as well as a local need

Well, we know roughly what the level of demand is and we are able to see what supply is coming forward, and it is quite straight forward in a lot of regional cities that there is more demand than there is supply, generally, because you cannot manufacture land; it is always hard to find a site. So we advised them at that stage that there was a shortage of offices a particular type of offices; the big, floor-plate type offices that would suit big organisations, and also what we felt there would be good demand for riverside city-living apartments. So as a mixed-use developer, quite straightforwardly, they kicked off the back of the scheme with some city-living apartments overlooking the river.
Sheffield Developer

The role of the local developers and development agencies seem to be very influential in shaping the urban development in Sheffield. They often work closely in co-operation with local authority on development schemes. The pro-active approach has helped trigger speculative development in the wider Sheffield area through its advisory role and interventions. The local authority assists by identifying potential sites and local needs are in the property market.

Made to measure development

...you get a bit of momentum going where occupiers will come along and say 'Well, I would quite like to move my business to this site, can you build me a building to order?' And that is what tends to happen there
Sheffield Developer

Speculative development will also spark off demand for further new development. Sometimes, businesses will want buildings made to measure for their specific commercial requirement.

Local Planning Authority Perspective (LPA) Perspective:

From a planning perspective the developer's attitude towards mixed-use development is regarded as tokenistic:

...But there is a problem with getting office development in the city centre. Developers are putting forward 95% housing and 5% other this is not mixed use. Mixed use has to be at least 2 and a good percentage mix
Sheffield Planning & Policy Officers

Demand for Housing remains:

...now the market you know all it wants to do is build housing so what we're trying to do now, is to say, no you can't just build housing unless you provide some employment space and some ground floor shops or whatever. There's some examples in for instance the Cultural Industries Quarter, where that has not been fantastically successful as yet in that developers are being forced to provide this ground floor space, they've don't it with an attitude basically...
Sheffield Senior planner

In many examples the developers are being “forced” to undertake mixed-use development by the LPA, despite developer reluctance.

Force, persuade and negotiate mixed-use development delivery

Residential values have risen significantly. So people want to build more homes. You have a housing developer not wanting to put something else like offices on the site now, we are encouraging housing developers to put offices on the site, so you can get mixed use on individual sites, which is fine, but it's getting the developers to think themselves about mixed use on a scheme-specific basis which more of them are prepared to do now.
Sheffield One officer

... I'm pretty sure that in time, eventually the market will determine what the price of that space is and it will fill up, at the moment they're trying to market it at prime values and because in a sense they were forced to put it in and it's not part of their business plan, they don't really care whether it lets or not....you know, if you talk to people that manage CIQ workspace, they'll use all sorts of imaginative ways of getting space...to get someone in there that gives a confidence, they're not doing that sort of thing, they're saying that's the price, take it or leave it, so there are issues around that...
Sheffield Senior planner

Developer reluctantly builds mixed-use development and then neglects the marketing and sale of its commercial component this can have negative impact on the building and marketability.

The LPA are also actively responding by curbing housing growth:

Control housing growth in order to maintain a rich mix

...the issues around mixed use are now mainly about trying to contain the enthusiasm for housing and maintain a richer mix.
Sheffield Senior planner

Mixed-use Planning Policy Framework:

Old definition: Menu policy in UDP

...the menus for the mixed use policy area is we're different in different parts of the city, so it could be housing and business it could be housing and shopping it could be housing and education or something like that.
Sheffield Senior planner

Differing land uses promoted in different parts of the City, depending on the existing functions of that space.

Impact of national planning policy intervention –mixed use development policy excluded in UDP

The difficulty is that the Unitary Development Plan doesn't advocate mixed development...in 1988, we had a policy that said we would expect developments to be mixed, whether on a site or an area. That was taken out of the UDP because when we were writing it, there was a lot of pressure from the government (national) not to deal with issues like that as planners. It was at the same time when planning was told to keep out of design. Mixed use wasn't seen as a way forward for planning so we weren't allowed to put it in the UDP...

Sheffield City Centre Division – Planner

LPA persuaded developers to build mixed schemes despite weak policy backing and despite the property market demands

...We were faced with trying to persuade developers to look at mixed schemes, especially in the city centre without having a policy backing. We have implemented several supplementary policy planning guidance documents such as the Devonshire quarter and the CIQ Action Plan as a way of trying to balance the picture again. We have used that documents as a means to try and persuade developers to look at mixed schemes and gain things other than what the market says in other words residential.

Sheffield City Centre Division – Planner

New definition: Transitional areas in UDP

In the new development framework...we decided to move away from mixed use areas ...they're calling them transitional areas so St. Vincent's area ...is going to be referred to as a transition area and effectively its pretty much the same once developers have it explained to them they realise it is an area that they can you know there is a fair amount of latitude for housing providing that in critical areas they maintain active ground floors or include a significant element of employment space...

Sheffield Senior planner

This approach attempts to be flexible and balance the type of mix uses created in an area protecting active frontages and employment generating uses.

UDP used to identify mixed-use areas and development:

In the UDP, we had mixed use as a quality area – yellow... we did identify some limited mixed-use areas, I think Victoria Quays around the canal basin was the only one in the city centre. Devonshire Quarter for instance wasn't identified as a mixed use, there was a shopping area and then there was dotted lines round it that said housing priority area, which kind of in a way implied that it was mixed use but it didn't call it mixed use.

Sheffield Senior planner

Planning interventions:

Transforming the place and getting a culture change

... the situation has completely turned round from what it was in 95, 96, when the UDP was written, at that time getting people to live in the city centre was a planner's dream which the market didn't think it wanted to do, so we were trying to encourage developers to including housing which they really didn't want to do, now the market you know all it wants to do is build housing so what we're trying to do now, is to say, no you can't just build housing unless you provide some employment space and some ground floor shops or whatever...

Sheffield Senior planner

The market demands and economic position has changed since the plan had been written in 1995. At the time when the plan was written the LPA was responding to the existing set of circumstances within the city – of industrial decline in all sectors and high unemployment and depopulation in the city – with forward thinking it sought a long-term vision of what it want to achieve by not yielding to the prevailing demand of that time. This meant gently persuaded developers to provide employment generating land-uses even though it was not popular but also the idea to introduce more housing - one that would create a new identity and vitality for the city.

Heart of the City Project: aimed at regenerating the city

...When we started the Heart of the City, we weren't just about doing an office scheme, there was housing, offices, art galleries. We don't want to create soulless places our touchstone is 'will this scheme create another piece of the city?' and by 'piece of the city' we mean lively, vibrant, mixed use, interesting, people-centred, quality public realm? That's where we start from on all our projects. Mixed use means this variety of activity in a project or area that has this layering effect of different uses, different uses throughout the day and a great place to be and a quality environment. A few years ago you couldn't get developers to mix housing and retail now they are very keen to do it.

Sheffield One officer

Use of Action Plans and development Briefs in regeneration process:

West Bar Triangle... that's an area where we're positively intervening with a brief...saying from scratch we want to build a new mixed use area and quite a fine grained mixed use area

Sheffield Senior planner

...we have an action plan (Cathedral Quarter) which encourages the Georgian terraces to be colonised as places for people to live and that's just starting to happen now, its been quite slow...and at the same time we encouraging a new professional quarter to develop round the riverside which is also starting to happen, some of the big law firms are now moving down to that area, and building new offices and we're encouraging a new mixed use quarter to develop around the riverside which will be able to encompass both professional offices but also housing and lively...we're actually promoting an area...

Sheffield Senior planner

City Centre Strategy vision: question is how to deliver the Vision whilst balancing the competing interests?

...And so within this level we have set down a vision for the area...some of that vision has come out of the action plans or come from the more detailed work...but key principles: whether its about building, building heights, down to activity, mixed use development should include local amenities such as shops, a laundrette, so is there is stuff to with activity, but the basic principle of most of the work within the city centre, its mixed use, its how do we make mixed use work? How do we make neighbourhoods work? How do we get that through the action plans that have been prepared within the city, whether it's the Devonshire Quarter or whether it's the St Vincent's, or take that to another level (delivery).

Sheffield Design & Conservation Officer

LPA draws on public private partnership working and inward investment to secure its vision for the city:

There's an area at the moment on the Riverside Area which is called West Bar and again the area, its one of the quarters within this area, but what the city council is doing, is its gone out to international competition...its working with a number of different partners, its invited interest, and we're taking it the next step, so again partnership working, trying to get major developers on board, to actually facilitate or take forward that vision set down: how do we connect the Riverside back to the city centre, how do we create a clear and easy route that builds on the strength of the city, the river, the south facing aspect, how do we create spaces and link them back to the city. So the vision is set within there, its set within action plans, but how do you actually the deliver it. Well you deliver it through public private partnership, you get the development, you get the investment and that is now at the next stage, international competition, I think the 5 preferred bidders and the thing goes forward.

Sheffield Design & Conservation Officer

Example: CIQ – How mix use development is gained:

.. In the CIQ, we said the preferred use is B1 or B2 but all the schemes coming forward are for residential. So we say 'the preferred use is this and you are proposing this let's look at having the whole of the ground floor as being the preferred use And that will allow the residents to be away from the noise of the ground level and away from general disturbance but you will still be able to get x number of floors of residential above it.' We did it by a 106 agreement...

Sheffield City Centre Division – Planner

Summary:

The LPA became a pro-active collaborator with the developers on proposals in their quest to regenerate the City. Their role was sometimes forceful and at others bargaining for the desired land uses to be provided by the developer - in which it seems developers built mixed-use as a way of getting planning permission for the use they really wanted. For the LPA the **compatibility** between uses within a building increasingly became critical issues, which could hinder the types of mix uses that could be considered in any given site.

What can be observed in this discussion is that the LPA is taking the lead in the regeneration process of the City centre and the fringe areas around the city i.e. Riverside and West Bar. It is actively using Action plans and development briefs (non-statutory documents) to achieve the vision they want to create in each area. In addition, the LPA draws on public private partnership working and attempts to get development investment for the City from both national and international sources:

Examples of mixed use developments in Sheffield:

*...The Velocity scheme, the offices are an integral part of the residential...
Sheffield First'*

*West One - is a mixed use development yes, well its mixed use if you define mixed use as being anything with housing in it and one other use, its not mixed use in the sense of being, it hasn't got any employment space in it but its got an active ground floor of gyms and bars and shops and then housing above...
Sheffield Senior planner*

*Victoria Quays is an interesting example because, it's a very nice environment but its very little used other than by people who live or work there...
Sheffield Senior planner*

*Victoria Quays is an interesting example because, it's a very nice environment a lot of money was spent on making it into an attractive waterside area. We've got ground floor units there in the old listed buildings
Sheffield Design & Conservation Officer*

Kelum Island – Industrial redevelopment into mixed use

*...Within Kellum, there's a good building stock. Conservation area, a large number of listed buildings, so they know that they can't knock them down and so generally, bit by bit, those buildings have been converted and where there are empty sites, you get new build, but new build that respects the scale and massing of those existing buildings, so those buildings are being converted into residential, they've been converted to mixed use on the ground floor... some office, some buildings have been converted purely into office, I think the biggest issue, is not what they can be converted into, I think with industrial buildings, they can be converted into almost anything. Whether its apartments...etc
Sheffield Design & Conservation Officer*

*West Bar Triangle - site as a specific demonstration project to create some new streets in that area and link the old Cathedral Quarter to the Riverside via some new streets... from scratch we want to build a new mixed use area and quite a fine grained mixed use area
Sheffield Senior planner*

Riverside Exchange that was a brewery owned by Whitbread, which was effectively closed down about ten years ago now, a typical old manufacture industry building. As it closed down, it was a case of what to be done with the site. We know a very large regional developer ... we highlighted the opportunity to being next to the river; city living was just coming in, so they are very keen on it, the site had enormous problems in terms of ground infrastructure; river flood levels, so were able to persuade the regional development agency to put some grant aid forward which we sorted out. The developer, off the back of all that, bought the site - he bought the redundant brewery and then set about redeveloping it. It is all about control risk at that stage, you need to develop some of the site, but you do not want to take too much risk because there might not be any occupier at the end of the day
Sheffield Developer

Summary of Sheffield observations:

Local Development and Local Authority policy approach:

- 1 Responding to post-industrial decline
- 2 CBD decline due to competition from out of town shopping centre
- 3 Actively involved in the place-making
- 4 Strong political leadership
- 5 Strong development control over urban change in the City
- 6 Strong strategic regeneration Vision for the City
- 7 Pragmatic approach to public & private partnerships to secure their vision
- 8 Proactive and accommodating partnership approach with the development industry to get the economic revival underway
- 9 Growth agenda with spin-off benefit proposed
- 10 Civil society seem to be supportive of the growth on the proviso it brings the benefits
- 11 Highlight the opportunities to development industry
- 12 Residential demand is key driver in the economic revival process
- 13 Businesses and students are key targets for the growth in city centre living
- 14 Many of the developments are large footprint brownfield developments
- 15 Strong planning policies, master planning mixed use areas, action plans and development briefs to guide and secure the desired land-use functions
- 16 City Centre made-up distinct functional quarters e.g. CIQ Quarter, Devonshire Quarter and new 'Retail' Quarter and 'Legal Quarter' underway.
- 17 Area-based policy approach to mixed-use development.
- 18 Change from 'menu' policy approach in the UDP to LDF and 'Transitional' zones.
- 19 Local authority a catalyst for mixed-use development in the City
- 20 It wants to achieve sustainability through adopting a mixed use area approach

The following table summarises some of the key planning issues emerging from the interview analysis on the perceptions of mixed policy practice in Sheffield.

Table 2: Key issues

	Summary of key emerging issues of MXD:	Sheffield
1	Demand to build residential outweighs demand for mixed-use – MXD not regarded profitable as single use: housing	High demand
2	Unsold and vacant components of mixed use development scheme	Greater extent
3	Complexity in managing and maintaining the Building - Developers like separate entrances not single	Growing acceptance
4	Mixed use design perceived to be more costly than single uses	Yes to some extent
5	Lenders/Banks building-society don't like mixed-use - Difficult to get funding for the whole scheme	Reluctance still evident
6	Mixed-use is a way getting planning permission for development	Great extent
7	Mixed-use an unintended consequence of reluctance to do Affordable Housing (AH)	No requirement to do AH
8	S106 sometimes used to acquire mixed use or 'marginal use	In most new schemes
9	'Tokenism' to mixed use development, Less dynamic mix	To some extent Dual use Less social mix
10	Shortage of land and availability of spaces as an issue	Large to small sizes of land available
11	Conflict between uses	C3 – A3 More problem
12	Compatibility between uses	C3 – B1,A1
13	Impact of 24hr & late night economy on residential environment	Greater extent Drink related concerns

Part 4: Findings on Quality of Life Issues

Section D Sheffield - Interview analysis on residential quality of life

Findings: Quality of Life issues from Interviews in Sheffield.

Introduction:

This section summarises some of the key quality of life issues raised by practitioners and policy makers in Sheffield. Given that in the main interviews focus was about understanding mixed-use planning and policy there was little time to really expand on some of the quality of life issues touched upon (Out of the 20 interviews undertaken 3 interviewees were local residents). The summary below will highlight some of the quality of life issues experiences within the city and reiterates some of the points raised in the householder questionnaires (4 open ended questions).

1.1. Background context to Sheffield:

*Economic drivers for regeneration: aim to rebuild declining economy
The question you hear about what are the economic drivers for change in
Sheffield, undoubtedly its rebuilding the economy which through the 1980s
was absolutely shattered by the run down of coal and steel and so our
number one priority is to rebuild the economy on a basis that's hopefully less
open to those kinds of massive troughs of and depressions
Sheffield, senior planner*

Pressures for change

*In terms of, demolitions and development pressure. Yes, I mean, there is a lot
of development going on in the city and hopefully, within that, I mean, what is
good within the city can be kept, and Sheffield as with other cities, has got a
limited amount of historic buildings within the city centre, it got bombed
massively, there are major redevelopment opportunities, but there are, there
is distinctiveness in the city, there's the metal trade sort of, relatively small
buildings that are identified as historic part of the city and we very much want
to keep those and they are difficult buildings to keep
Sheffield One*

Planning policy backed housing growth

*We were following demand, the actual UDP policy made it a housing demand
area to encourage housing away from the ring road and Broomhill flats, to
encourage more private development ? Plaza and West 1. This started with
student accommodation, then there were concerns that it would be one-sided
with just students, so encouraged permanent residents and now have a nice
balance. Although problem now is that private apartments have been bought
to let by investors, as they are relatively cheap, and are rented to students so
maybe it will be skewed again.
Sheffield, Policy Officer*

2. Environmental Issues:

Impact of drug dealing in neighbourhood

It's a massive issue. Oh god, in this area, yeah. We've got the cheapest drugs in the country, Sheffield. They did a survey, the cheapest cocaine and crack is in Sheffield. I don't necessarily think it's a drug use issue over here, there is some because we have needles and condoms and everything in our playground.

Sheffield community member

Social problems in the area:

Part of it is quite popular but parts are slightly rundown. There are lots of problems - damp, condensation, prostitution and vandalism. The garage side of St Georges is used in the nighttime by prostitutes, which has resulted in a lot of complaints.

Sheffield housing officer

Litter generated by shop customers

There is also a lot of rubbish and litter getting chucked from the take-aways in that last little bit before the ring road

Sheffield Resident 2

Street drinking,

Yeah, there's some street drinking, but they get moved on. That's improved in the last couple of years. I think once West One was built, there was a concerted effort by the city centre to move them on. So though we still have some

Sheffield activist

Impact of Late night activity: Noise, loud music, anti-social behaviour

I have evidence of nuisance; I am being caused nuisance by loud music through the wall, or thought people piling up at the front of the premises until the early hours of the morning', it would be one of the four core objectives, and provided she can provide evidence, she can seek a review.

Sheffield

Impact of Late night activity: noise and nuisance on streets by passers-by

It does get wary, as it is alive 24hrs a day. My window faces the ring road and even at 2-3am there is always someone walking around...There is someone walking through all the time. But it is quieter in the night, there's a rule on the estate that after 10pm there's no loud noise. There are quite a lot of people coming past the estate at about 9-10 o'clock, and at 11pm at pub throwing out times there are major rows. Fights take place on the corner of Broomspring Lane but its not the people who live here. There is also a lot of rubbish and litter getting chucked from the take-aways in that last little bit before the ring road.

Sheffield resident

Impact of Late night activity: Not feeling safe

The only affect for me would be people walking past. I try not to walk through city centre at coming out time at the bars. I feel semi safe walking alone. I would rather bars find another way to earn money, to do something else as well as selling drink such as billiard tables, to encourage people to be more social and spend money on something other than alcohol. At 10pm there are people being sick on the pavement, shouting at each other, and violence.

Sheffield Resident 2

Maintenance important but not always valued:

Street Force – they do maintenance and cleaning. That allowed us to argue that putting better quality materials into these spaces, was not a waste of money because they were being looked after and people appreciated them. The shopkeepers certainly did. People were willing to use it and sit outside on proper designed seats. That’s been the cornerstone of the work I’m doing.

Sheffield, planning policy FAP

3. People/Community:

Lack of public service: schools, doctors and dentists

One other issue that has been raised has been about lack of schools, doctors and dentists. There is no general practice in the city centre. There is one on Devonshire Street but that is looking to relocate and there are no others in the area...
Sheffield resident

Types of people - family households less likely to reside in city centre because of late night activities

West St – the best and most popular example of city living – on a Friday and Saturday night, it’s full of drunk young people. Is that the kind of environment you want to bring kids up in? Traditionally you want to bring up kids with a bit of garden, in the suburbs
Sheffield Estate agent

Types of people – students and professionals more likely

Can’t imagine people in block of flats would live there with families, I get the impression that quite a lot of West 1 flats have students in, as they’re parents have bought them and will sell them in 3 yrs. There are a lot of professional mobile people, and older people who have given up cars. I met a retired GP in West 1, who sold up and lived in the City Centre but finds it too big so has bought a flat in a smaller development. He usually goes to the City Centre Forum. Dr X.
Sheffield, councillor

Types of people – students and professionals more likely

Residents are very transitional in city centre. A lot of property has been bought speculatively. One block on Ecclesall Road has a lot of doctors who stay for 6 months, as it is not far from the hospital.
Sheffield, councillor

Types of people – couples without children

Like this couple I met – they want a garden. Having a school in the city centre is a waste of time – it’s not going to be needed – there are so few kids that live in the city centre and there are going to be so few – I don’t see a change in people’s attitudes to having children in the city centre. As soon as they start having children, they think ‘we’ve done this for 2 years – let’s move to the suburbs’
Sheffield estate agent

Students:

Types of people – students/graduates

Assuming the residential market is not over-supplied – for example in Sheffield you have 50,000 students in the city, 12,000 graduates a year being generated – quite a lot will want to stay here – so there is continuous supply.

Sheffield First

Types of people – students

In Sheffield a significant proportion of the MXD living accommodation is aimed at students although predominantly short term let.

Sheffield First

4. Local Authority Perspective:

Licensing control and mitigate late night licence nuisance

It's concentrated where people live. Wherever people live, they will be affected by noise at night. At reasonable times – say up to midnight, there's no reason for us to do anything about the noise they experience because they are in the city centre – it's one of those things but once it's beyond that, we start to look at it. On top of all the noise attenuation measures, we also impose closing times in planning terms because of the impact on residents

Sheffield Licensing officer

Noise: affects of late night activity,

The main conflict is between residential and the nighttime economy. Where you get sources of noise, which disturb people in their flats. You can separate the uses with a bit of zoning – this area is OK for night clubs but not this one. You can do it by more sophisticated means – a lot of the noise doesn't actually come from the night club – it's from the street when they turn out all at the same time and can't get taxis. It would seem better to solve that by making sure there are more taxis. Or making sure the clubs don't close at the same time.

Sheffield one

City Centre night life – problems

it is certainly a centre where you can come and meet your friends for a drink or a meal in the centre of the city, go to a nightclub, bar or whatever – in Sheffield and most other cities of a similar size, the city centre is the place you would go to for these activities. With that comes problems; people do drink too much, and if you are living there and want to go to work the next day, there are nuisances connected to living in the town centre. And I sometimes wonder if people consider this thoroughly enough before buying an apartment in the town centre.

Sheffield licensing officer

Avoid conflicts between use: Pubs and people

Congregations of people meeting outside premises, we have many premises in this city where you have a row of houses and a public house in the middle of them or in the corner, and people move outside such that in some cases it is acceptable, but in other cases, in certain other parts of the city, it is not acceptable, so you have to consider this. There is one premise, for example, that is right next door to a nursing home, and therefore they are less tolerant to nuisance from any kind of noise than others.

Sheffield Licensing

5. Parking and Transport Issues:

Traffic management concerns:

We're trying to encourage people to use cycles more or walk, or car share, as so many people still drive to work. We have improved bus lanes, popular with some, unpopular with others. Traffic management is a nightmare. There are difficulties with cars parking in bus lanes, so traffic wardens have been targeting those areas too.

Sheffield councillor

Car Parking

Now the LA have traffic wardens to ticket people parking on double yellow, and some residents feel they're being over zealous. There is an issue with cars parking over drop kerbs, and lots of complaints, so Wardens are targeting these areas.

Sheffield councillor

Car Parking

The City Centre is a parking zone, and Broomhall has just got a parking scheme and there will be one at Broomhill and (Sharrow?). Commuters just park outside and go to centre, so resident cant park. There have been issues in the centre with indiscriminate parking. Traders complain there is not enough parking. But most car parks have places, so the main problem is on street parking, especially in city centres.

Sheffield

6.Housing:

Loss of social housing: through council's decisions to demolish

Yes, myself and the green councillor are both concerned. Planners have told me there has not been any demand for it, they've spoken to Housing who've said there was plenty of social housing around the centre, but a lot has changed in the housing market recently. We've been demolishing council housing as people didn't want to live in that type of housing, now we have more and more wanting social housing.

There's a need for better quality social housing. The ODPM have said the Council can request that developers to provide 50% social housing within their developments.

Sheffield resident activist

Important to keep social housing mix in light of growth in student and private sector housing:

Fairfield Flats St James area, are social housing, to make sure we maintain that mix as there is a major influx of students and private households.

Social housing/students/private housing

One of my main concerns is about housing. There have been masses of planning applications for students and apartments, but there is no social housing being provided for the city centre.

Sheffield, councillor

Cheap student accommodation:

A lot of the accommodation that is rented is going to students. We have a lad who works for us – a student at Hallam - and he rents a 2-bed apartment for £650 a month and shares with a friend. They have a nice apartment for £325 each – which is comparable with what they would pay in student accommodation. So again, it's transitory. The big challenge is to try to get a sustainable community in the city.

Sheffield, estate agent

7.City Centre Living Perceptions:

Licensing responding to problems: People need to be realistic about their expectations of city centre living:

I think over time it can, but I think if people want to live in such areas, they really need to understand that there are ups and downs of living there, and saying this, the downs cannot always be that we will just ignore any problems associated with licensed premises, because we won't - in Sheffield we are certainly proactive. If you lived in the town centre of Sheffield and you were experiencing some problems due to premises we would react, and we would react, a lot of the time, directly with you and directly with the licensed premises to see whether or not we could resolve it.
Sheffield licensing officer

Advantages and disadvantages of city centre living

We had a development in Sheffield, in Liverpool Street, it used to be a school and then became education department offices - a very big site - that now will be developed for mixed use, housing; flats, apartments, bars, shops etc. It is absolutely in the middle of the town centre, it is a good development for that site. However, there are also down sides: People become attracted to the idea and think: 'Oh it would be nice to live in the town centre, in an area where I could just go across the road to a bar or walk to the theatre - but there are also down sides to living in the town centre; one of these is that Sheffield town centre on a Friday night or Saturday night attract around 40,000 people, because it is the centre of entertainment, and entertainment is the centre for the provisional (?) bars and nightclubs.
Sheffield licensing

Advantages and disadvantages of city centre living

I still support developments to include putting people into the town centre, because it adds a bit of life, it adds community to the town centre where developments such as Meadow hall removed businesses and shop premises...
Sheffield, licensing officer

Need to keep social cohesion:

...I'm concerned about sustainability and a cohesive community. There will be expensive shops and apartments around the centre and people living outside this who will feel its not part of their city. I feel there should be social housing around centre, particularly for the older people who like to live close.

Sheffield councillor

Summary Sheffield (Interviews) – Findings on quality of life issues.

1. Background context to Sheffield:

- economic drivers for change to counteract the affects of industrial decline in city
- to rebuild local economy and find new direction for the city
- attempt to build on existing historic context
- find new uses for building stock
- opted for housing led renewal strategy
- fully supported by Planning and UDP
- Initially targeted student housing, then private sector housing in order to balance out supply.

2. Environmental Issues:

- A number of social problems are experienced in the city centre
- Crime, anti-social behaviour, drug use and dealing
- Prostitution
- Litter and poor street cleaning
- Street drinking
- Noise nuisance
- Negative impacts of late night activity on residents
- City centre management and maintenance important (e.g. *City Centre Ambassadors, Street Force*)

3. People/Community:

- Poor community facilities
- Late night activities and mix of uses may put off families from city centre
- Community is regarded as being transitional
- Residents composed of: students, professionals, retired professionals and couples without children

4. Local Authority Perspective:

- conflict between residential and the night time economy
- licensing make every effort to mitigate detrimental residential impact
- some residential impact inevitable and part of living in city centre area
- licensing cant regulate all areas and the huge number of visitors who come other reasons to the city centre

5. Parking and Transport Issues:

- traffic management still difficult despite road improvements
- high car ownership in city and people want to park in or near the city
- main problems is to do with illegal parking in the city roads which are heavily policed by traffic warden
- illegal parking recently decriminalised in city

6. Housing:

- demolition of social housing as a consequence of councils regeneration plans
- existing significant proportion of social housing in the Devonshire quarter and St Georges/St Vincent's area
- social housing important in keeping social balance in city centre
- growth in student and private accommodation threatens the survival of social housing
- student housing is cheap to build and good for rental investments

7. City Centre Living Perceptions:

- People need to be realistic about their expectations of city centre living:
- Need to be aware of the advantages and disadvantages of being in mixed use area
- Having residents in the city centre gives life to the city centre
- sustainability and cohesiveness of the community needs to be considered as many existing people will feel left out of the success of the city.

Part 5:

Summary and Conclusions

Implications for Policy

Overall Conclusions of Survey

This study helps to identify the complexity of issues, which underlie mixed use development. The survey analysis proposed a way of understanding its complexity; to find out what would made them work; identify some of the perceived benefits and problems that may hinder its development.

What is mixed-use development?

- The survey reveals that mixed-use development is about bringing together and integrating a wide range of land uses and activities.
- It involves designing a compatible relationship between different uses so they can co-exist in harmony
- This involves the arrangement of different land uses either arranged horizontally (block /street/area) or vertically (building).
- The mixed-use at a building level is dual-use typically comprising residential with a commercial component

What is the impact on quality of life?

- The attractions of City Centre living has led to an increases in the number of people choosing to live in urban central areas. These are reported to be young professionals, students, couples without children, and retired and elderly people.
- The surveys suggest that residents actively consider dwelling type, size, layout, location, security, access to transport links and the vitality of the area when deciding where to live, and
- The residents trade off negatives factors such as noise, litter and nuisance against the positive aspects of location and proximity to city centre amenities and services
- The survey suggest that whilst many valued highly location factors such as proximity to city centre services and amenities they also complain about the poor-quality and maintenance of these amenities, the lack of open space and privacy, and additional security risks.
- Residents highlight the potential conflicts between certain uses all of which have implications for their design and management

Managing conflict between uses:

- The survey highlighted that the residents experienced problems with environmental issues such as litter, noise, and nuisance. For example: The noise impacts include: restaurants and cafes operating until late at night, noise and litter from customers leaving these premises, early-morning deliveries for business premises and to some extent odour from fast food premises.

- This means that planners and designers should consider carefully the position and Compatibility between different types of mixes to ensure that negative residential impact amenity could be avoided.
- Potential conflicts could be avoided by separating noisy and sensitive activities through better design and management practices.

Developers: Management issue:

1. Developers prefer physical separation of different uses within a scheme so that each part can operate independently.
2. Developers prefer physical separation of entrances for different users in scheme
3. Development management is required to ensure satisfactory coexistence of different uses.

Local Authority: Policy makers should consider:

In order to achieve and to secure mixed-use development, the survey analysis indicates a need for:

- Pro-active involvement of a wide number of stakeholders early in process
- ‘Strong’ statutory requirement in the ‘local plan’ for it be taken up by developers
- ‘Strong’ promotion amongst council and its planning policy documents (both statutory and non-statutory) from area wide scale to site-specific schemes
- Greater flexibility in development and building standards due to the complexity in design
- Assessment of user (particularly residential) impact critical at early stage of application in order ameliorate potential noise and nuisance issues – consider relevant sound insulation or physically separate access for different users.
- Councils should sometimes be prescriptive about the type of mix in certain locations thus encourage a ‘better’ diversity in range of uses provided by securing those which will sustain ‘community’.
- Parking provision and management costs should be realistically assessed and prioritised

What are the features for successful mixed-use development?

The ‘Home’

- Quiet living space
- Separate access to ground and upper floors
- Private open space
- Servicing and car parking

The ‘Neighbourhood’ (or area level)

- Need for separation between different uses
- Quiet and secure open space needed for the different users of scheme
- Create a mix of uses that complement existing uses and function of the local area
- Redevelopment and recycling existing buildings important for the maintenance of existing character of built form
- Not prescriptive about the built form
- More Flexibility in design and uses

From the Survey findings we have also gained a fine grain understanding of:

1. **Degrees of integration and separation of land-uses** within a designated mixed-use case study area
2. Evidence of the **negative and positive externalities** that influence both resident and business occupiers experiences of dense/diverse land-use areas.
 - **Trade-offs** - respondents are trading factors against each other in their assessments of mixed use/central city environments (i.e. dwelling type, land-use mix, location, provision of additional security and public transport networks).
 - **Location factors** - Proximity, Centrality, accessibility and high levels of amenity important
3. The survey data **highlights the scale - from the micro, meso to macro scale** - at which these externalities may be operating in the city.
 - mixed-use scale – more at neighbourhood and street level
 - pattern of separation between residential and commercial buildings – e.g. greater horizontal diversity within business occupier buildings
 - negative externalities - problematic at building level and those associated with street environment – mostly to do with litter, noise and parking.

General Findings

1. Growth in city living - pressure for residential in city centre over employment uses
2. Impacts from post industrial decline, current economic revival at different stages
3. Heavily private sector led – following national trends
4. Social housing component still exists – ALMO and few RSLs
5. Mixed-use Policy - No clear-cut definitions, although the terminology used and the principle is widely applied and is area specific.

Sheffield – policy & practice

1. City Centre Housing Market is in its infancy
2. Students main driver for CC Living
3. previously rigidly zoned, no history of mixed use, artificial creation
4. Mixed-use policy areas being omitted in new LDF –
5. Reactive approach to policy making - 'Menu Policy' approach
6. Planning: 'reactive approach' - masterplanning – top down, centralised approach to development.

Implications for Urban Design

1. Growth of city centre living highlights increasing importance of quality of life in these places
2. Negative role of City Marketing in selling places to groups only – typically affluent, mobile professional class people, singles or couples no real 'mix tenure'
3. Developer – mixed reactions to mixed use development, prefer vertical separation of landuses.
4. Need to explore the relation between the different scales within which the mixing of uses occur.

5. the perceived risks, expressed both by residents and decision makers based on the negative externalities could be reduced if their approach incorporates an understanding externalities and trade-offs.

Policy implications

- you cannot socially engineer mixed use communities
- policies for mixed use need to be less prescriptive
- mechanisms that generate and sustain diverse urban form cant really be planned instead they grow organically
- 'urban decision-makers need more joined-up thinking to reconcile competing public and private interests,
- there is a need for 'soft' infrastructure
- the market inevitably fails to provide public goods such as local amenities need to be factored in to areas where new developments are built
- people in different life stages need accommodation
- 'socially compartmentalised' spaces – how to avoid segregation by ethnicity, age, gender and social class?

Specific issues raised

- Planning Policies – need for a mixed-use class?
- Building Regulations – soundproofing
- Building Design – sustainability, adaptability issues for changing uses
- Fire, Health & Safety (and more Building Regulation) issues

Influence on design and decision-making

- **Connectivity** is still very important in both case study sites.
- **Proximity** to public transport and services/amenities
- **Walkability** and accessibility key to success
- **Not High rise** (above existing building heights./morphology)

Need for an integrated source of information about local environment – at the moment architects/ designers/ planners/ developers – don't think about who the end-users will be.

The sustainability or durability of buildings is not considered for people different life style needs

1. Further research - potential tools to be developed

- **'Urban Pattern Book'** (locally specific supplementary design guidance) for planning mixed-use development rationale: difficult to socially engineer the successful mixed use environment therefore the pattern book would provide a criteria or check-list for its key components and designs.
- **'Local evidence based decision-making'** – it is hoped this will avoid the contradiction between central and local government political and policy interests. Keep record of who consulted and build on the knowledge of local area. There should be scope for local people to input their knowledge and concerns within this process – using 'micro-knowledge'.
- **'Legacy Archive' – One-stop archive resource** where different sources of 'local data' about the local environment can be stored including the local evidence base. This will be regularly 'topped-up' and provide a 'longitudinal framework' of knowledge about urban areas, which will provide basis for measuring and evaluating success and failure in urban policies in the local environment.

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Web links:

Sheffield City Planning and Development

www.sheffield.gov.uk/in-your-area/planning-and-city-development

Yorkshire Forward www.yorkshire-forward.com

e-campus www.yorkshire-forward.com/view.asp?id=1757

Sheffield One www.sheffield1.com

Cultural Industries Quarter www.ciq.org.uk

South Yorkshire Passenger Transport Executive www.sypte.org.uk

Business Link S.Yorks www.blsy.com

Sheffield Chamber of Commerce www.scci.org.uk

Creative Clusters www.creativeclusters.com

Destination Sheffield www.sheffield.gov.uk/out--about/tourist-information

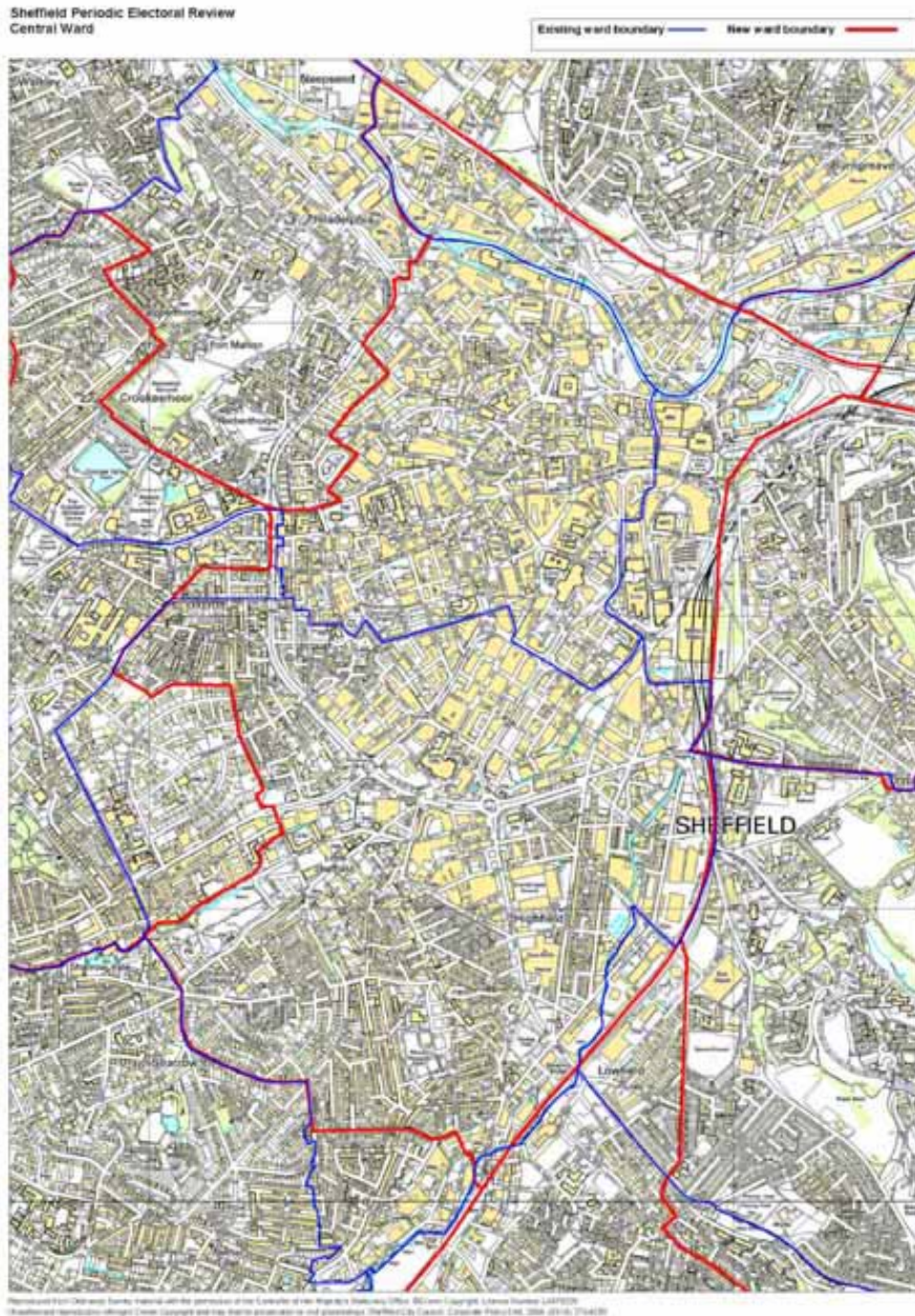
Dirty Stopouts Guide to Sheffield www.dirtystopoutsguide.co.uk

Sheffield First Partnership www.sheffieldfirst.net

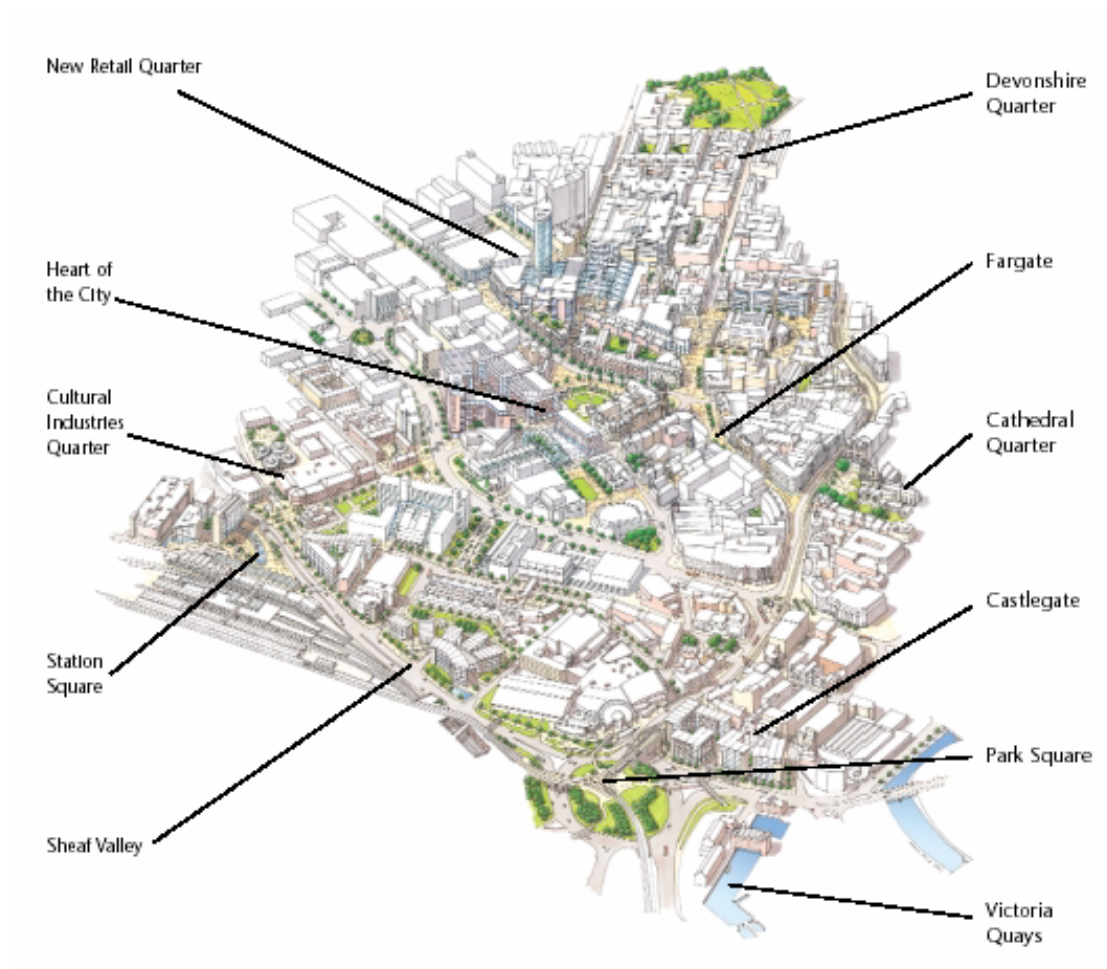
Sheffield Technology Parks www.sci-tech.org.uk

Survey findings – Households and Businesses

Sheffield Central Ward (S1)



Sheffield Central Area (Activity Report 2003)



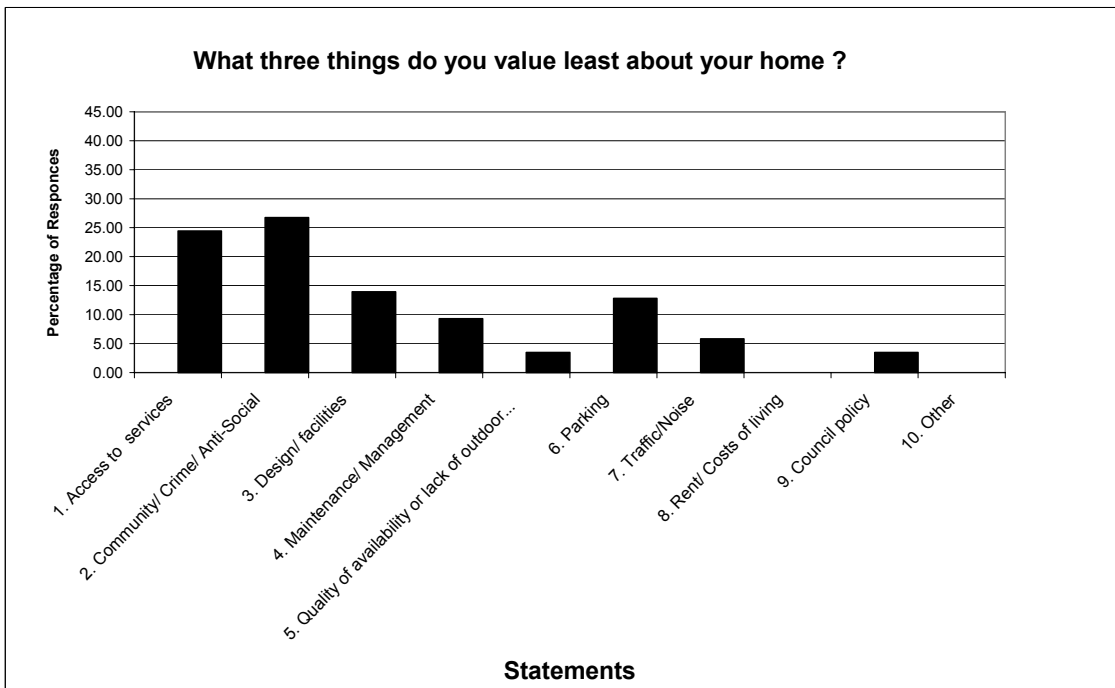
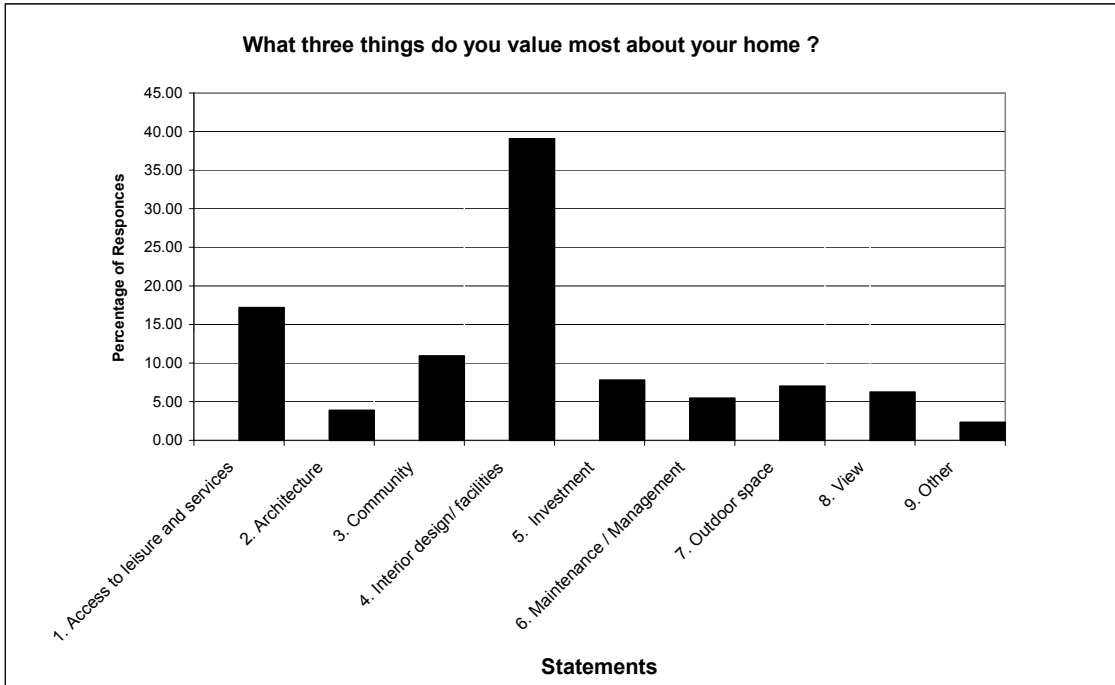
Household survey

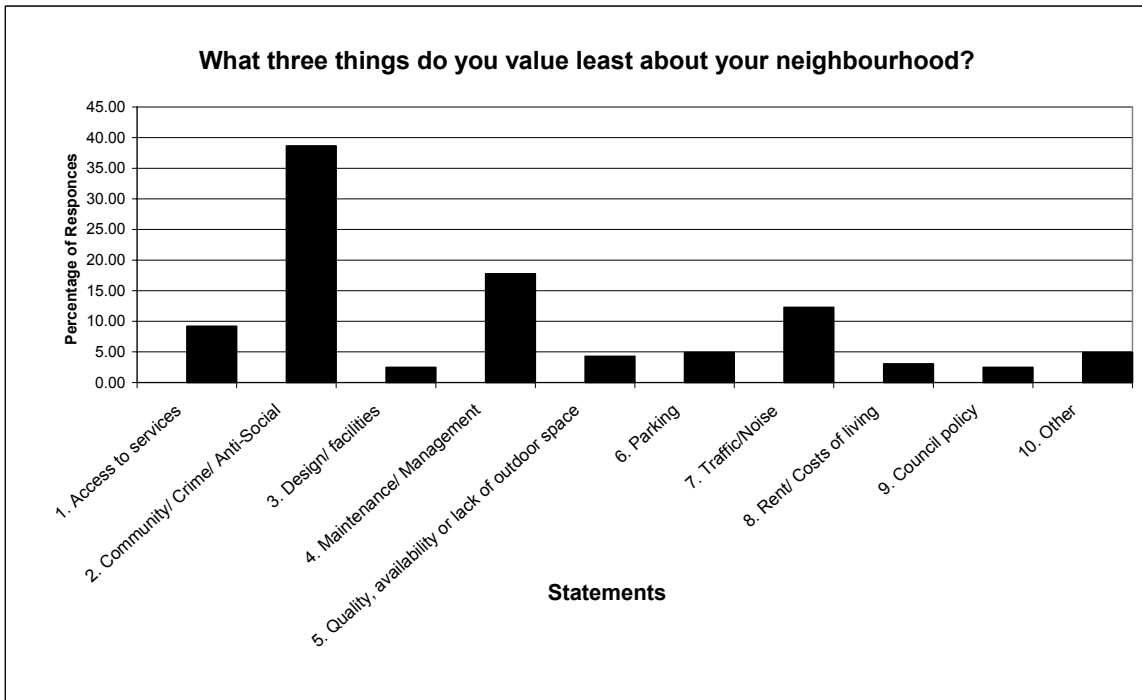
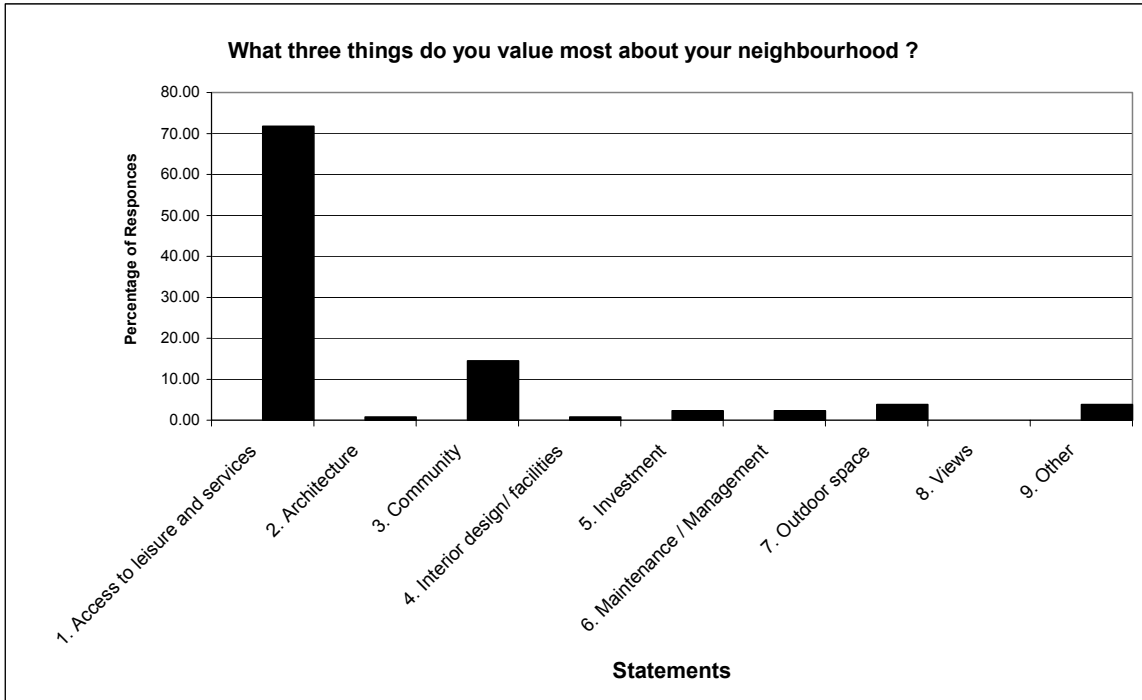
Respondents	%	Respondents	%
<i>Housing type:</i>		<i>No. of cars</i>	44%
House	28%		
Flat	69%		
<i>Gender:</i>		'Lost sleep' [Noise, ASB]	32%
Male	56%		
Female	44%		
<i>Work: full-time</i>		<i>Secure at home after dark</i>	83%
Retired	55%		
	12%		
<i>Age:</i>		<i>Transport to work:</i>	
26-35	22%	Walk	24%
36-45	29%	Bus	10%
56-65	9%	Train/tube/tram	3%
		Car	22%
<i>Tenure:</i>		<i>New residents:</i>	
Rent	57%	change mode	40%
Own Landlord:	43%	Decrease Car Use	5%
Local authority	21%	Increase Public Transport	12%
Housing Association	12%	Increase Walking	14%
Private	21%		
<i>Ethnicity: White</i>	73%	<i>Disabled</i>	14%

Sheffield City Masterplan (2006)

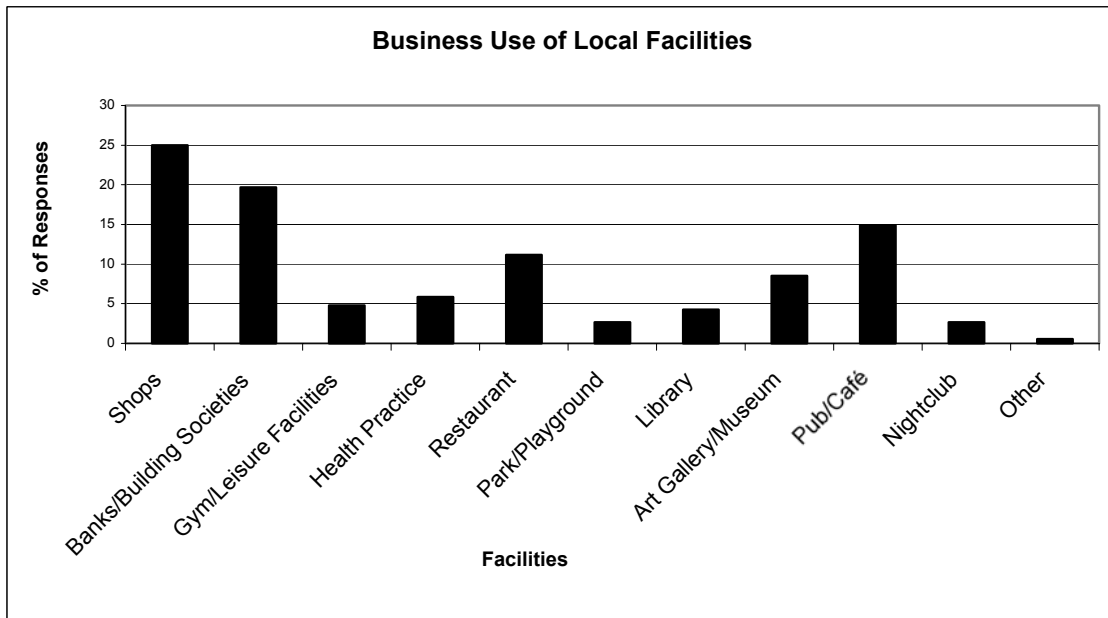
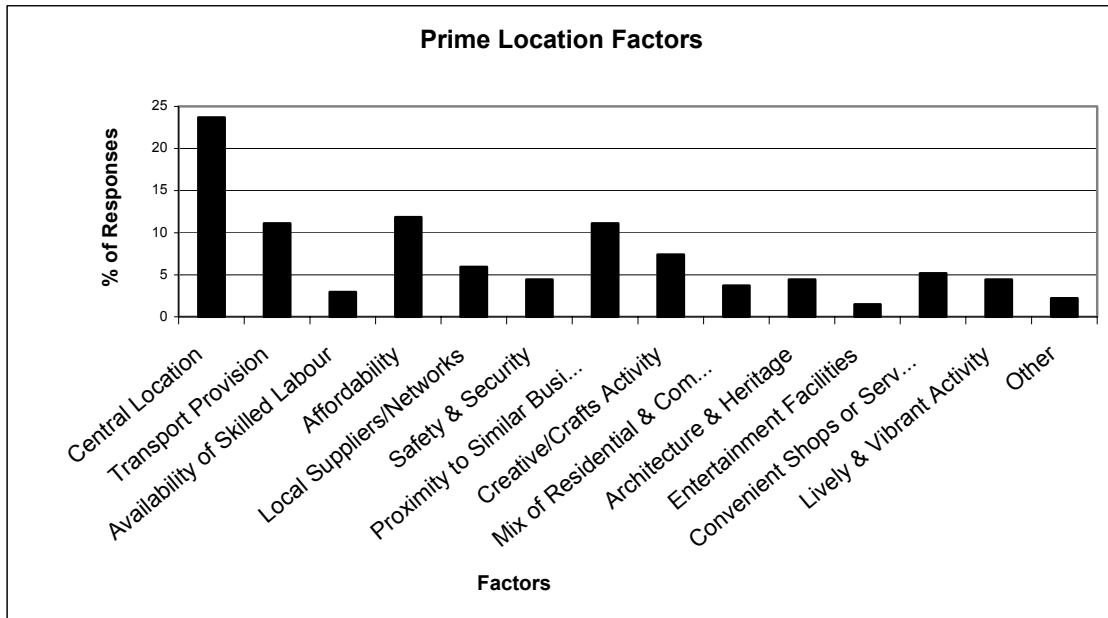
Public Exhibition – Survey Nov/ Dec. 2006	%
<i>Has Sheffield city centre improved since 2000 ? - Yes</i>	87%
<i>What are the main issues facing the city centre today ?</i>	
Public transport	21%
Quality of Environment	16%
Range of Shopping	15%
Traffic / Parking	14%
Bus Development/Investment	12%
Range of Entertainment	8%
Safety & Security	6%
Type of Housing	5%
<i>Reason for visiting Sheffield ?</i>	
Shopping	29%
Work	13%
Theatre/Cinema	14%
Live in centre	6%
Galleries & Museums	6%
Education	6%
Dining Out/Cultural Leisure	5%
Business	3%
Library	3%
Socialising	3%
n =105 <5% from S1 postcode area	

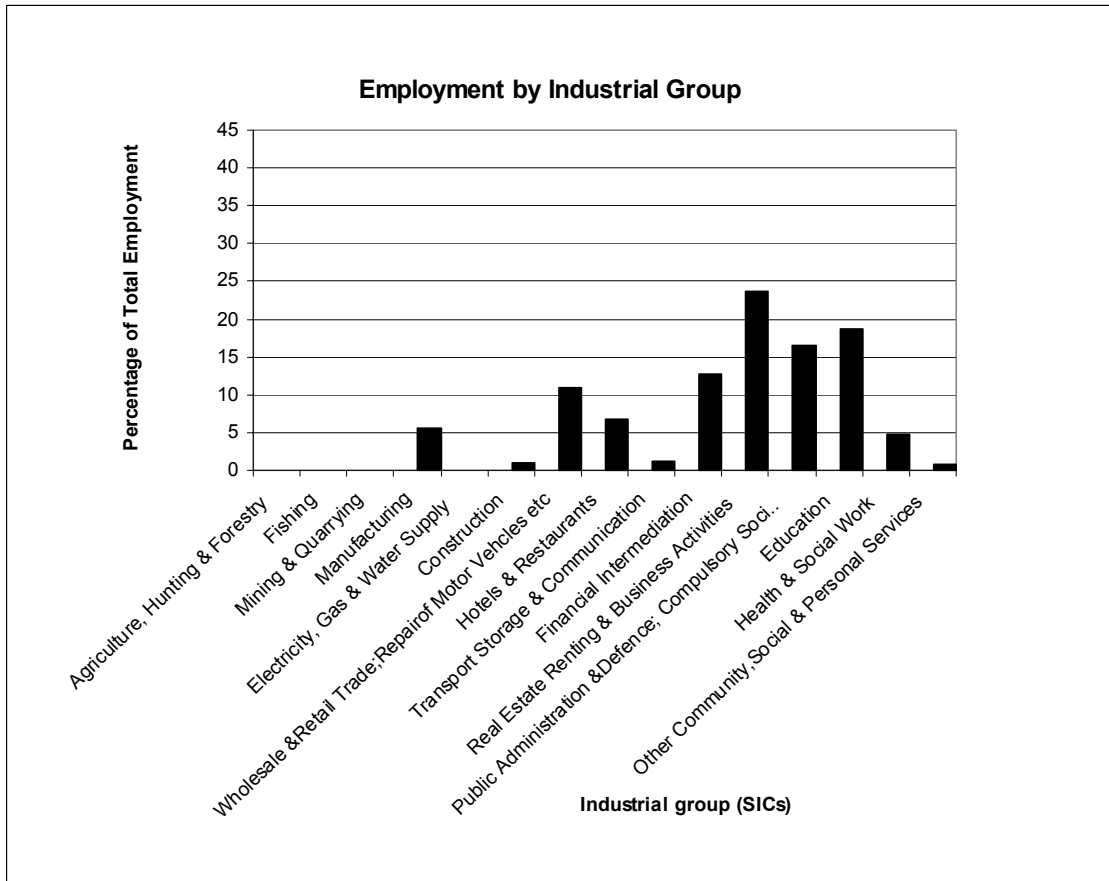
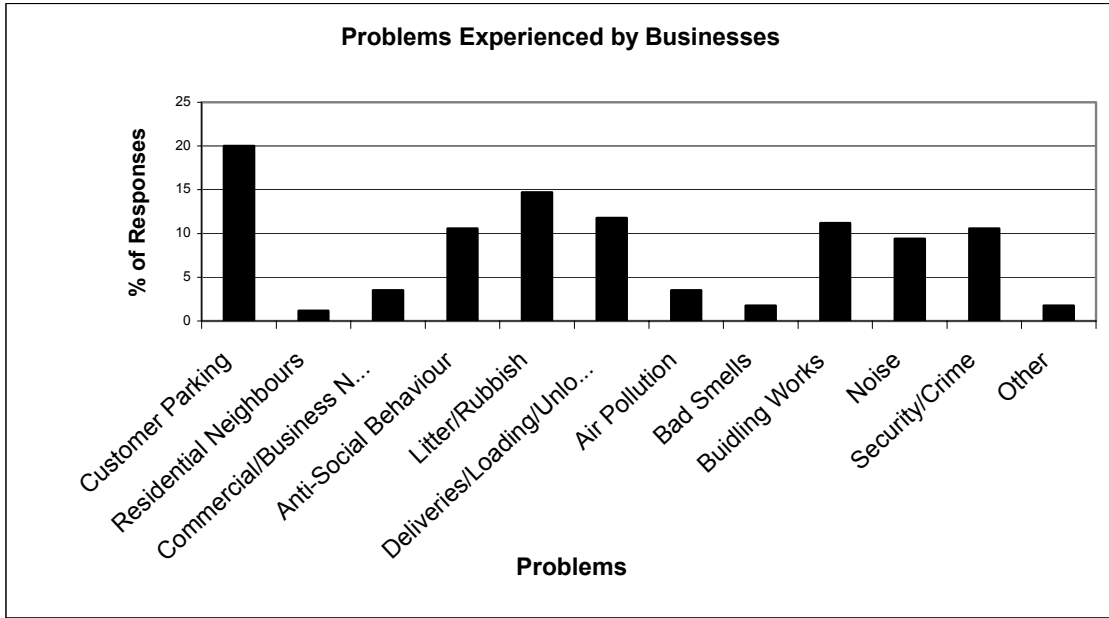
EDAW Report of City Centre Masterplan (Jan.2007)





Survey of Businesses





Employment in central Sheffield - 45,744 (ABI, 2005)