The Sheffield Plan
Our City, Our Future

Citywide Options for Growth to 2034
November 2015

Sheffield City Council

Contents

What is the Sheffield Plan: Citywide Options for Growth to 2034?

- It is the first stage in preparing our new Sheffield Plan to guide development in the city. The Sheffield Plan will be adopted in 2018 and will last until 2034.

- It is not a draft plan and is not a statement of Council policy but is about giving people in Sheffield the opportunity to give their views on options for the nature and scale of growth in their areas over a 15-20 year period.

- It sets out the challenges and opportunities for Sheffield, and proposes a Vision for what our city will be like in 2034.

- It explains how many new homes and jobs we need to plan for, and gives a range of options for how and where they could be located.

- It gives you the opportunity to tell us what you think about these options, and about the future Plan for our city.

1. Introduction

Sheffield is changing. The city is growing, and its economy is developing and adapting to new global trends in employment and technology. New initiatives and projects to develop the economy and enhance our environment will help transform the City Centre and many of our neighbourhoods over the coming years. The city's population is expanding and getting older, though there are also more young people living in the city.

The city also faces a number of challenges, not least a changing climate, persistent inequality between neighbourhoods and people's life chances, a significant demand for more housing, and the need to shift towards a more dynamic economy. We need to address these challenges, whilst also making the most of Sheffield's positive features – our strong communities, our natural environment, and our identity and heritage.

1.1 What is the Sheffield Plan?

All these trends and challenges present a range of opportunities for the city and how it will develop over the next 15-20 years. This means we need to develop a Local Plan for the city that recognises the current situation, but also sets the agenda for how Sheffield will develop and change over this period. We are calling our Local Plan the 'Sheffield Plan'.

This document is the first stage in preparing this comprehensive Plan for the city's development. It sets out the challenges and opportunities that the city faces, as well as a range of options for the nature and scale of development in Sheffield over the next 15-20 years. Your comments on this document will help shape the writing of the Sheffield Plan, which will be the formal basis for making decisions about where new housing and other development will go, and will give a citywide policy context for any future Neighbourhood Plans (see page 3 for an overview of the timescale for preparing the Plan).

1.2 What is the national context for the Sheffield Plan?

The National Planning Policy Framework (NPPF, 2012) sets out national planning policies for England, and gives guidance on how these policies should be applied by Local Authorities. It covers a wide range of planning issues, including ensuring the vitality of town centres, delivering a wide choice of high quality homes, and conserving the natural environment.

You can read the NPPF here:
www.communities.gov.uk/planningandbuilding

The NPPF provides a framework within which Local Planning Authorities can produce their own distinctive Plans.

Which current plans will the new Sheffield Plan replace?

In 2009, we adopted the current Local Plan *Core Strategy*. The Core Strategy set out an overall spatial plan for the city, and broadly answered the question, 'At a strategic level, what is going to happen, where and how?' It contained a vision for the city and a set of objectives, as well as spatial policies which set out how the vision would be taken forward. Rather than starting a new Plan from scratch, we have decided to review the Core Strategy and use it as part of the preparation of the Sheffield Plan. The majority of the policies in the Core Strategy are consistent with the National Planning Policy Framework and many will be taken forward in a similar form in the new Plan.

We had also been working on a document called the *City Policies and Sites*, which would have set out policies to manage development, and allocated sites for particular types of development. This document had been consulted on several times and had reached the Pre-submission Draft stage of consultation in 2013. However, the Council decided not to proceed with this document, primarily because some of the housing policies in the Core Strategy were out of date, and the City Policies and Sites document did not identify sufficient land for new housing. Many of the policies and proposals in that document will be taken forward in the Sheffield Plan but the new Plan will also include some entirely new policies where needed, and identify additional sites for development.

The Sheffield Plan will ultimately replace both the Core Strategy, and the *Unitary Development Plan* (UDP), which was adopted in 1998 and contains some policies which are still in use ('saved' policies). Some policies in the UDP have already been superseded by the Core Strategy.

1.3 How long will it take to prepare the Plan?

It will take just less than three years for the new Sheffield Plan to come into force. The following flowchart sets out the stages and timescale for the preparation of the Plan:

CITYWIDE OPTIONS CONSULTATION:
NOVEMBER TO DECEMBER 2015

Draft Policies and Sites Options Consultation:
July to September 2016

Pre-submission Draft Sheffield Plan Consultation: *April to May 2017*

Submission to Government: *August 2017*

Public Examination: *October to November 2017*

Inspector's Report published: *February 2018*

Adoption by Full Council: April *2018*

1.4 How long will the Plan last?

We are proposing to adopt the Sheffield Plan in 2018/19 and it will last for 15 years, until 2033/34. 15 years is the timeframe suggested by the National Planning Policy Framework (NPPF) as it is difficult to plan with any level of confidence beyond that in terms of accurately predicting future changes and development requirements. Although the Plan will cover the period up to 2034, it will be reviewed before then to enable us to roll it forward for the next 15-year period.

1.5 Sustainability Appraisal and Equality Impacts

The main social and economic challenges and opportunities set out in this document are explored in more detail in the draft Sustainability Appraisal/Strategic Environmental Assessment (SEA) Scoping Report, along with the current environmental conditions in Sheffield. The Report outlines the latest baseline evidence and relevant plans and programmes that will inform the preparation of the Sheffield Plan and draws out the key sustainability issues for Sheffield. It also sets out the approach that will be used to predict, appraise and monitor the effects of the Sheffield Plan on all aspects of sustainability.

We have then assessed the likely effects of each Option, as set out within the Sustainability Appraisal/SEA of Citywide Options Report. This will inform the preferred approach we take in the Sheffield Plan. The work we have undertaken on Sustainability

Appraisal has ensured that we are complying with the EU Regulations on Strategic Environmental Assessment. Both Reports are available for comment as part of this consultation.

It is also important for us to understand any equality impacts arising from this Citywide Options for Growth document, to help us ensure that Sheffield is a fair and equal city.

Consultation question

Q1: Does this document raise any specific equality impacts which would affect particular groups or communities of people in Sheffield?

1.6 How to provide your comments

We look forward to receiving your comments on this Citywide Options for Growth document. Indeed, your comments are crucial to us gaining a full picture of the challenges that face the city and the options we are presenting for meeting them.

We have written this document to be as accessible as possible to a wide range of people, whether you are a resident with no previous experience of planning, or a professional who has commented on many plans.

You may wish to comment on all the parts of this document, but it is not necessary to do so – you may want to provide us with views on the areas that are important to you.

To provide your comments, please go to www.sheffield.gov.uk/sheffieldplan.

We are encouraging all input through the above online survey as it is much easier for us to process and respond to comments. However, if you cannot provide your comments online, please contact us on 0114 273 5259 to arrange an alternative means of providing input

2. Challenges and Opportunities for Sheffield to 2034

The future presents many opportunities for Sheffield, yet there are also a number of challenges our city is facing. Sheffield is widely connected to the rest of the country and the world and, therefore, broader national and global trends will have an impact on the city. The Sheffield Plan will have to grasp opportunities and respond to these challenges to help make the city successful, distinctive, inclusive, vibrant and sustainable[1].

This chapter sets out the key challenges and opportunities for Sheffield between now and 2034.

---
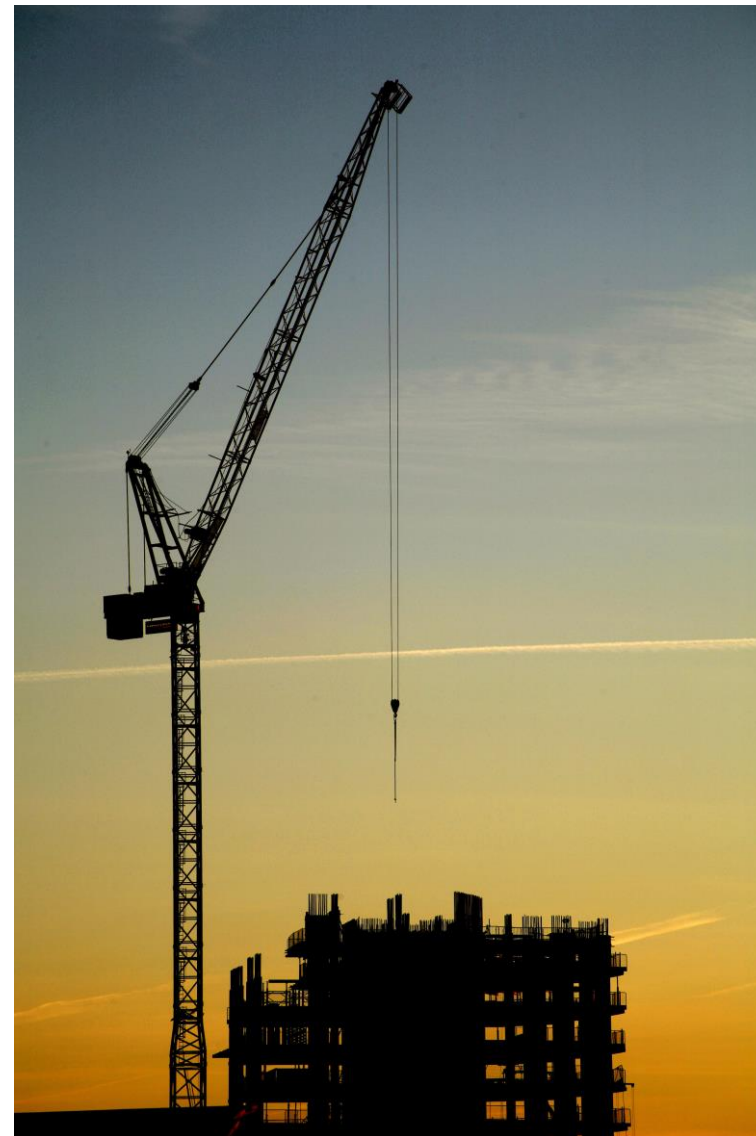
[1] Sheffield City Strategy, 2010-15

Key Facts

- Sheffield's population is projected to rise by **62,000** people between now and 2034, if current trends persist. Population rises may be higher if economic growth continues.

- Sheffield's population is getting older – by 2034, projections suggest that nearly **1 in 5** people living in the city will be over 65. The population of those over 85 is predicted to double.

- **18.3%** of Sheffield's workers are employed in the financial and business sector, compared to 24.5% in Manchester, and 33.6% in London.

- Gross Value Added, the measure of productivity, is **£3bn** lower than the national average in Sheffield City Region.

- **27,000** people work in the Creative and Digital Industries in Sheffield City Region.

- There are around **60,000** students at the city's two universities.

- On average, every day **63,000** people commute to Sheffield.

- Evidence shows that between 2014 and 2034, between **40,000 and 46,000** homes are needed in Sheffield – that's between **2,000 and 2,300** each year on average.

- Winter rainfall is predicted to increase in the city by **14%** from 2009 to 2050.

- **84.9%** of the over-16 population in Sheffield have used the internet at some point in their lives, compared to 87.2% of the wider UK population.

2.2 Stimulating Economic Growth and Job Creation

Sheffield's economy is changing and growing after a period of lower growth due to the global recession. The city faces a range of challenges in shifting to a more dynamic economy that is responsive to change, and that provides well paid, rewarding jobs to the workforce.

Sheffield still has a relatively high level of **manufacturing jobs** compared to other large cities, and a large proportion of its workforce is employed in the public sector (see Table 1). Nationally, it is predicted that the country will need fewer manufacturing jobs over the next 10 years, but an increase of financial and business related jobs[2].

	Sheffield	Greater Manchester	Leeds	London
Manufacturing	9%	8.8%	7.1%	2.3%
Financial and Professional	18.3%	24.5%	22.3%	33.6%
Public Administration	35.1%	26.9%	28.7%	22.6%

Table 1: Percentage of Workforce in Different Sectors, Nomis, 2014

However, Figure 1 shows that, compared to the national figures, the proportion of manufacturing jobs is only slightly higher in Sheffield, but education and

---

[2] UKCES, 2014

public health are relatively important sectors. There is significantly less representation in professional and business services in Sheffield than nationally.
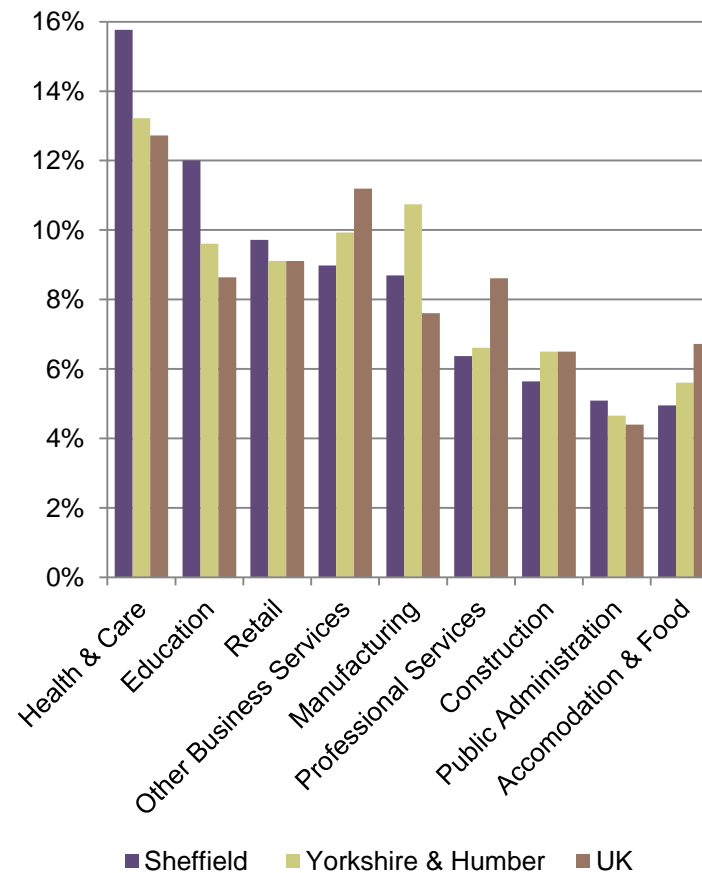

Figure 1: Key Employment Sectors, 2015, Source: Sheffield and Rotherham Joint Employment Land Review, 2015

Other key issues for the city's economy are as follows:

- **Unemployment** has dropped in the city over the past two years but is still higher than the national figure, particularly in terms of youth unemployment[3].

- The measure of **economic productivity**, Gross Value Added (GVA), shows Sheffield to be below the national average. Across the wider Sheffield City Region, GVA is £3bn lower than the national average (excluding London) illustrating difficulties in moving towards a more productive economy[4].

- **Wages** in the city have increased in the past few years, but at a lower rate than other parts of the country[5].

- **Skills** levels are also somewhat lower in Sheffield and the wider City Region than other areas, with higher numbers of residents with no qualifications than the national average.

- Latest statistics show that Sheffield is the 41st most deprived local authority area for **educational attainment**. There are also sharp divides in attainment, with areas of the city ranging from 46th

most deprived to 32,790th most deprived in England in terms of educational attainment[6].

A key challenge for Sheffield's economy will be to make the step up to national levels of economic activity and productivity through transforming its economic base towards higher growth and more productive sectors. This is likely to require shifts in skills training as well as new infrastructure to support economic growth[7].

Opportunities for a Growing Economy

- A growing advanced manufacturing sector, with more apprenticeships and work-based training than other large cities, mainly located around the Sheffield Business Park/Advanced Manufacturing Park on the Sheffield-Rotherham border[8].

- Two universities, with around 60,000 students who can help meet the requirement to fill the identified need for 30,000 high skilled jobs in the Sheffield City Region.

- Highly accessible and well-connected spaces for new firms to locate, making Sheffield a key location for economic growth in the City Region and more widely.

---

[3] Sheffield Corporate Plan, 2015-18
[4] Sheffield City Region Strategic Economic Plan, 2014-24
[5] Median wages in Sheffield for workers in the city are approximately £390 per week, but are over £400 per week in Leeds and Birmingham, and over £450 per week in Manchester (Annual Employment Survey, 2014)

[6] ONS, English Indices of Deprivation, 2015
[7] Sheffield City Region Strategic Economic Plan, 2014-24
[8] Sheffield Corporate Plan, 2015-2018

- A recognised centre for creative and digital industries, with around 27,000 employed in the creative and digital industries in the City Region, with the large majority being based in Sheffield[9].

- Increased focus on skills development in Sheffield City Region following the devolution deal announced in October 2015, with locally controlled funding for enhancing training provision in this area.

2.3 Meeting the Needs of a Rising Population and Housing the City's Residents

The population of Sheffield has risen significantly in the past 10 years, after a decline from the 1970s to the 1990s. Figure 2 shows the recent increase in population, which grew by 7.5% between 2001 and 2011 and is projected to rise to 625,000 by 2034 if recent past trends continue. A key task for the Sheffield Plan will be to decide where new housing will be located to provide homes for this growing population.
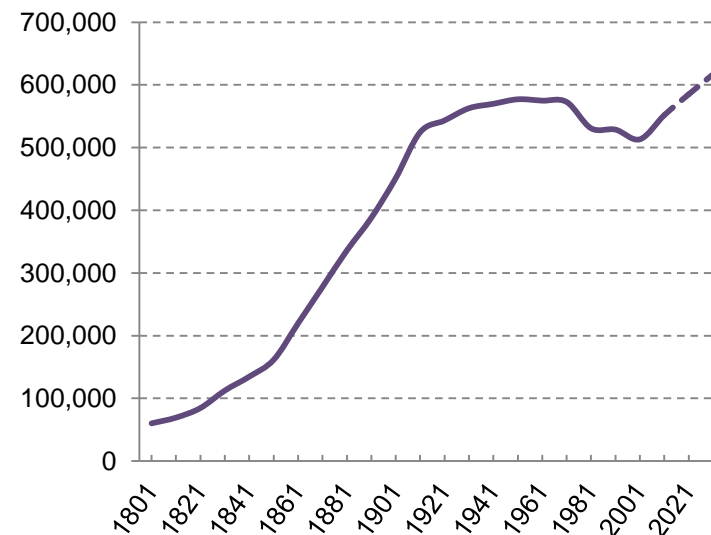
Figure 2: Sheffield Population 1801 to 2031 (projected)[10]

The future population is likely to be:

- On average older, with 20% of Sheffield residents being over 65 by 2034 and a doubling of residents over 85 within the next 20 years (See Figure 3).

- More likely to stay in Sheffield – whilst there is currently a net outflow of people moving to outside the city, this trend is decreasing[11].

- More likely to move to Sheffield from abroad, with approximately 6,000 people moving to Sheffield

---

[9] Creative Sheffield statistics

[10] Sheffield City Council and ONS
[11] ONS, Internal Migration, 2014

each year, many of whom are students who leave Sheffield after their studies[12].

- More likely to live in the City Centre. Over the past 15 years the greatest rises in population have been in the City Centre and some areas to the east of the city. Some areas in the south of Sheffield have lost population (See Figure 4, p.11).

Figure 3 shows the predicted population growth by age in Sheffield from 2012 to 2034.
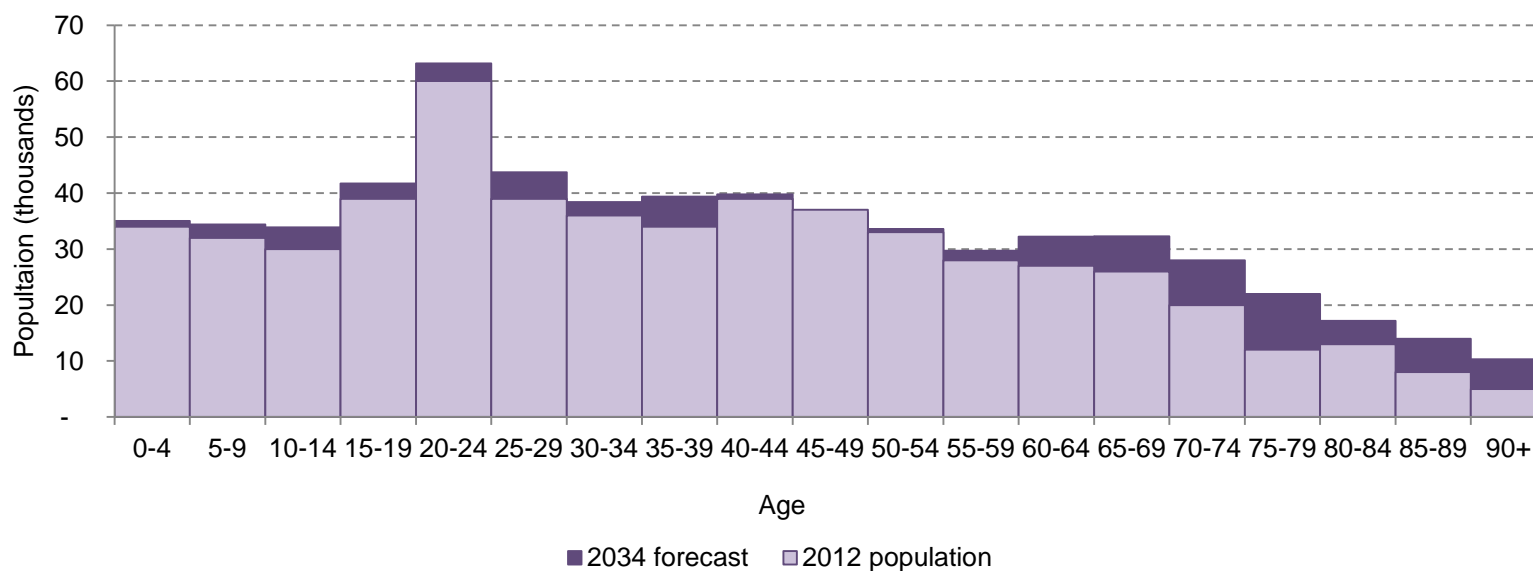
Figure 3: Predicted population growth, 2012 - 2034

---

[12] There were 12,000 non-UK students at university in Sheffield in 13/14; an additional 5,000 compared to 10 years ago. The visas of all non-EU students (10,000) expire on course completion.
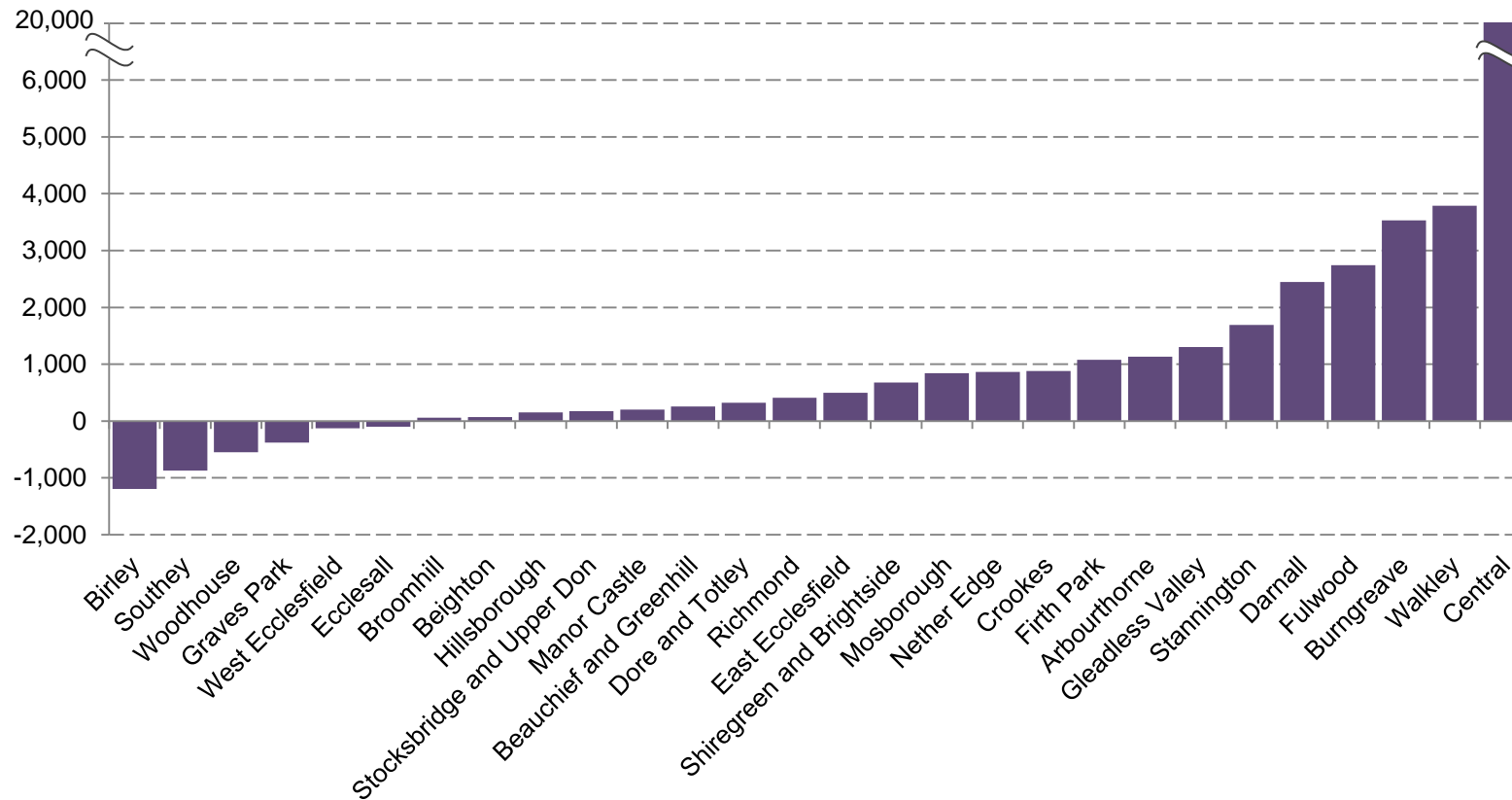
Figure 4: Population Change in Sheffield Wards 2001-2011[13]

As the city's population has grown, so has the number of households in the city. Figure 5 (p. 12) shows that after 2003, the city's households have increased to a current figure of 236,865, and are projected to rise to

271,801 by 2034[14]. This rise of 14.7% is higher than the overall rise in population as a result of more people living on their own in the city, as the population ages and a greater number of younger people migrate to Sheffield. These factors mean that the average

---

[13] ONS, Sheffield City Council

[14] DCLG 2012 Sub-national Household Projections

household size has got smaller and Government projections suggest this trend could continue.
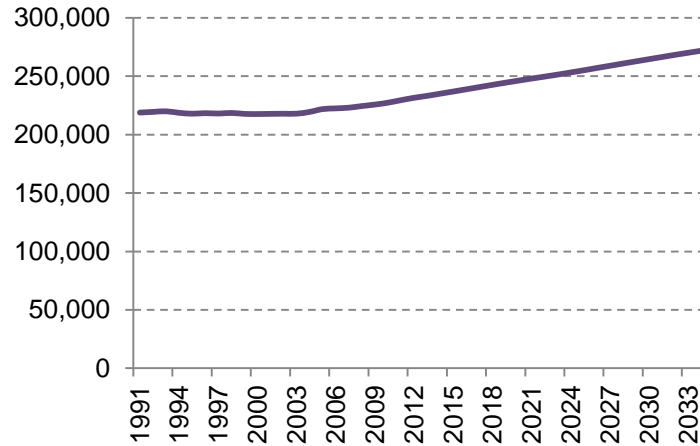
Figure 5: Number of households in Sheffield, actual and projected, 1991 to 2034.[15]

These trends lead to a big challenge for the city – to build more housing in the right locations. This consultation sets out a number of options for where we might be able to build new housing (see Section 5.4).

The past 5 years have seen new housing built in the city, though this has been at a lower rate than the previous period until last year (see Figure 6). A range of factors, most notably, the past economic recession

have impacted on how many homes have been built. On average, Sheffield has built 1,674 new homes each year for the past 10 years but, in order to meet the needs of a growing population and to support economic growth, more housing needs to be built each year in Sheffield and, perhaps, in adjoining local authority areas.
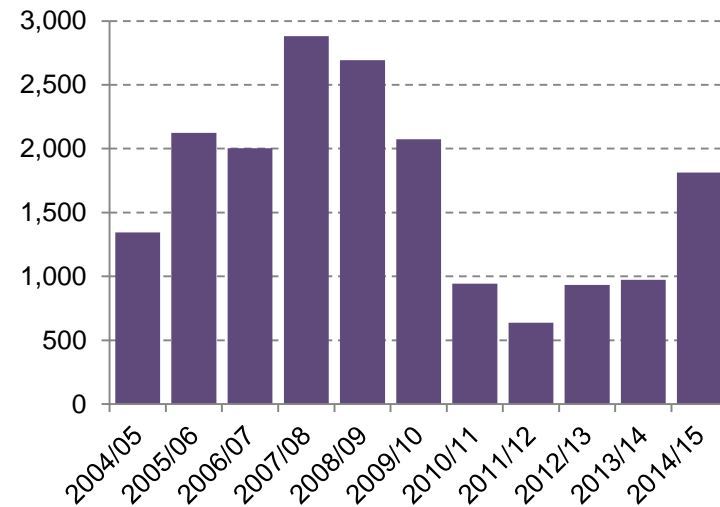
Figure 6: Total Housing Completions in Sheffield 2004/5 to 2014/15 (numbers of units)

---

[15] DCLG Sub-national Household Projections, 2012

Opportunities from a growing population

Compared to many other countries, the UK's 'second tier'[16] cities are smaller and, in redressing this imbalance, and an increase in population and jobs in cities such as Sheffield would help meet national needs for economic growth. In addition, whilst the ageing population of Sheffield presents some challenges in terms of delivering specialist housing and services, it also presents opportunities in terms of a more active older population who can play a major role in society[17].

2.4 Tackling Climate Change, Managing Energy and Resources

Evidence suggests that Sheffield's climate is changing more rapidly than at any time in the past 125 years[18]. Projections suggest that by 2050:

- Average temperatures could rise by 1.9 degrees Celsius.

- On average there will be five and a half more days per year when temperatures rise above 28 degrees Celsius.

- Summer rainfall will decrease by 25%.

- Winter rainfall will increase by 14%[19].

If these projections are correct, the changing climate will have a significant impact on the city, with key problems likely to be damage to buildings and infrastructure, buildings overheating, maintaining water supply, and health impacts on vulnerable groups. Increased rainfall is likely to affect Sheffield significantly as it is a hilly city which means that surface water runs off and gathers in valley bottoms more quickly. It also has a legacy of development in flood risk areas and post-industrial buildings which are more likely to be damaged by severe weather.

More broadly, global trends indicate that energy prices will rise over the period to 2034, leading to issues of continuing fuel poverty[20], and increased transport costs. Other resources, such as public open space, are critical to a good quality of life, and pressures to maintain them against a backdrop of continued austerity will be a key challenge.

[16] Second tier cities are those smaller cities that are not major 'global megacities' (such as London, New York and Shanghai), but fall into a smaller group of cities. See State of Sheffield Report, 2015.
[17] See 'Sheffield: A City for All Ages', 2012
[18] Sheffield Local Climate Impacts Profile, 2009

[19] All figures, Yorkshire Futures, 2009, Weathering the Storm: the Yorkshire and Humber Regional Adaptation Strategy
[20] See Sheffield Fairness Commission Report, 2014

Challenges and Opportunities for Sheffield to 2034

13

Opportunities for Sheffield as a Green City

- Sheffield can be a forerunner in tackling climate change, through taking actions such as creating and maintaining Green Infrastructure[21], and ensuring new development is environmentally sustainable.

- The city can promote job creation in low carbon technologies, a sector identified as crucial to increasing GVA in the Sheffield City Region[22].

2.5 Promoting Health and Wellbeing

The quality of our neighbourhoods and environments, and the opportunities afforded by them, has significant impacts on our health. Air pollution, poor quality housing, and lack of open space and sports facilities can all hinder people's ability to live a healthy lifestyle. Conversely, neighbourhoods with good housing, sufficient green space and other community facilities can all help people to increase and maintain their health and wellbeing.

- The statistics on health in the city reveal an average life expectancy for men of 78.1 years and

for women of 81.8 years[23], which is less than the national average.

- Projections show that the number of people with dementia and obesity is set to rise.

- If shifts do not happen in how we travel around the city, air pollution may increase, especially in the main transport corridors such as the Lower Don Valley, which are projected to be more heavily congested unless infrastructure improvements are made[24].

Opportunities for Sheffield as a Healthy City

Sheffield has a number of opportunities for promoting health, with the potential for the city's population to become increasingly active:

- 'Outdoor' activities are popular in the city, with excellent facilities for climbing, mountain biking, walking, and running. Participation rates for all major outdoor leisure activities are higher than the national average[25], and the City Council is developing plans to enhance the facilities and reputation of the city for outdoor sports[26].

---

[21] National Planning Policy Guidance defines Green Infrastructure as 'a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Green infrastructure includes parks, open spaces, playing fields, woodlands, street trees, allotments and private gardens.'
[22] Sheffield City Region Strategic Economic Plan, 2014-24

[23] Sheffield Joint Strategic Needs Assessment, 2013
[24] Sheffield City Region FLUTE Model Outputs, 2014-2024
[25] Sheffield Hallam University, 2014 Valuing the contribution of the outdoor economy in Sheffield report
[26] See Sheffield: The Outdoor City

- The city is long recognised as one of the 'greenest' in the UK, with over 2 million trees and a range of high quality open spaces, providing opportunities to develop active lifestyles.

- Developing the cycling infrastructure in the city would help to reduce congestion, and bring Sheffield's rate of commuter cycling up to the Council's target of 10% of journeys by 2025, yielding health improvements in the working population.

- Encouraging low emission vehicles and public transport that will reduce air pollution across the city and particularly in the City Centre and Lower Don Valley.

2.6 Connecting the City Through Better Transport and Digital Networks

As the city's economy grows, a significant issue will be managing the increase in journeys from home to work. The nature of economic growth will affect commuting; if the city attracts higher skilled jobs, commuting from outside the city is likely to increase, unless there is a rise in the number of residents with these skills. Aside from transport, the city will also need to develop its digital connectivity in order to support economic growth ambitions.

- On average, Sheffield receives 63,000 commuters every day, the highest number in the City Region[27].

- Sheffield has the lowest proportion in the City Region of residents who work elsewhere at 18%[28].

- The car continues to dominate commuting patterns in Sheffield, accounting for at least one third of all journeys, with bus travel the next most common form of commuting at 8%[29].

- Journey times in Sheffield in rush hour are comparable with other major urban areas (except London)[30]. If either shifts in transport away from the car, or infrastructure improvements, are not made, projections show that by 2024 many key routes into the city will be heavily congested. For example, the A6178 through the Lower Don Valley is projected to see a 154% increase in delays from 2014 to 2024[31].

- Connections to other major cities are critical to the growth of the city and the surrounding region's economy[32]. Whilst improvements in journey times to major cities, such as Leeds, have improved,

---

[27] Census, 2011
[28] Census, 2011
[29] Census, 2011
[30] Department for Transport 2015 Congestion and Reliability Statistics
[31] Sheffield City Region, FLUTE Model Outputs, 2014-2024
[32] Sheffield City Region Strategic Economic Plan, 2014

journey times to other cities have not decreased significantly in the past decade.

- Whilst fast broadband connectivity is broadly available in the urban area of Sheffield, connectivity is not as developed in the rural areas. 84.9% of the over-16 population in Sheffield have used the internet at some point in their lives, compared to 87.2% of the wider UK population. In addition, connectivity is lower amongst more deprived households. National figures show that whereas 99% of people with over £500 per week income have ever used the internet, this falls to 94.8% of those with incomes less than £200 per week[33].

A key challenge will be how we connect new areas of housing to the city and to the places we work by sustainable forms of transport that are cost effective and quick, and how we accommodate an increasing number of journeys in a safe and sustainable way.

Opportunities for a more connected city

Despite the challenges presented above, a number of opportunities can be identified that will enhance the city's connectivity and sustainability, including:

- Developing new and faster connections between the City Centres of Sheffield, Leeds and Manchester, by both road and rail, including a High Speed 2 railway station in Sheffield.

- An enhanced public transport network for the City Region with high quality vehicles and more frequent services on core routes.

- Considering more innovative ways of managing the highway network, for example providing dedicated routes for journeys by public transport, walking, cycling and motor vehicle to reduce delays.

- Park and Ride on the periphery of the city, providing faster journey options by switching from cars at key gateway locations.

- A new tram-train connection between Sheffield and Rotherham.

- Extending the tram network. We think priorities should include routes to serve the city's hospitals as well as serving potential housing growth areas and employment areas.

- Initiatives such as integrated ticketing and e-ticketing for public transport, which are supported in the Northern Transport Strategy[34].

- Building on work to develop the city's cycling facilities, including a new bike hire scheme, bike hubs in the City Centre and a new citywide cycle network.

---

[33] ONS, Internet Access Quarterly Update, Q1 2014

[34] Northern Transport Strategy, 2015

- Continued investment in Key Bus Routes to improve journey reliability, through the Sheffield Bus Partnership, which has a target to increase overall patronage by 2% per year.

- Investment through the South Yorkshire Superfast Broadband Project to increase high speed internet access to 95% of the region by 2017.

- Sheffield 'Smart City' initiatives, especially the Sheffield Smart Lab[35] that will seek innovation in delivering better services to residents and businesses.

2.7 Responding to our Changing City and Retail Patterns

The ways we shop are changing rapidly. We are now shopping more frequently online, with approximately 15% (by value) of all shopping done online in 2015[36], and this has implications for the type of physical stores we require. City Centres are now more heavily promoted as destinations with a range of shopping and leisure activities, and our patterns of using supermarkets are changing. This is coupled with more residents now living in city centres and changing office

markets that address the needs of a knowledge economy[37].

Sheffield has a smaller retail centre than comparable cities, partly due to Meadowhall acting as a major destination for shopping in the City Region. Efforts to bring in new shopping and leisure development to Sheffield City Centre are being renewed, with the launch of the Sheffield Retail Quarter, and major new investments in The Moor. All these trends raise a series of challenges for how the Sheffield Plan shapes change and supports our City Centre and district/local centres across Sheffield:

- How to integrate new retail development with a wider range of uses in the City Centre.

- How to balance leisure uses, and particularly the night time economy, with a growing residential use of the City Centre.

- How to balance demand for out-of-town shopping with the need to regenerate city and district/local centres.

- How to support district and local centres in providing a range of shops and services that meet the needs of all groups in society.

Opportunities for better city and district/local centres

---

[35] See Sheffield Smart Lab
[36] Centre for Retail Research, 2015 Online Retailing Report

[37] NLP, 2015 Workspace Futures: The Changing Dynamics of Office Locations

There are a number of opportunities for the City Centre and retailing more widely across the urban area:

- The Sheffield Retail Quarter in the City Centre is planned to create a more consolidated core retail area, with modern quality retail space that attracts higher quality retailers to match Sheffield's regional role. This should facilitate more visitor visits to Sheffield, increasing the amount of money spent locally.

- Opportunities for more independent retailers especially those serving specific markets, may become more important, with scope for development in district centres which are relatively close to the City Centre.

2.8 Making Sheffield a Fairer Place

As the Sheffield Fairness Commission notes 'Sheffield is not a city in which everybody has the same chances in life…there are deep and persistent inequalities between different communities and groups'[38]. In particular, these inequalities are spatial in nature – some neighbourhoods in the city are very wealthy by national standards, whilst others are some of the most deprived in the country. Whilst the overall level of poverty and deprivation in the city is not at the scale of some major cities, the differences between neighbourhoods can be stark, particularly between the

east and west of Sheffield. Such inequality can hold back the economic growth of the city and the viability of district and local centres, as well as diminishing life chances for many citizens.

Opportunities to make Sheffield a fairer city

Despite the challenges of inequality in the city, there are a number of opportunities for Sheffield to tackle these issues in the short to medium term:

- Sheffield's Fairness Commission and the commitment from City partners to address inequality in the city provides the basis for tackling these issues, and sets a framework in which the Sheffield Plan can help to direct growth in ways that meet the needs of all in the city.

- An understanding that an equal city will provide the basis for a stronger, more sustainable city, which is better able to meet future challenges is framed in a range of strategies[39].

- A long experience of regeneration in many parts of the city that has significantly improved their fortunes, and which may further reduce inequality between areas, including through schemes by the Sheffield Housing Company and plans to build new council housing in the city.

---

[38] Sheffield Fairness Commission, 2013 Fairness Commission Main Report

[39] Sheffield Corporate Plan, 2015-18; Sheffield Fairness Commission, 2013 Fairness Commission Main Report

- New house building provides an opportunity to improve the range of housing available and can help to ensure that homes are provided for people on low incomes and those with specific housing needs.

Consultation questions

Q2: (a) Have we identified the right challenges for Sheffield between now and 2034?

(b) If not, what other challenges does the Sheffield Plan need to address?

Q3: (a) Have we identified the right opportunities for Sheffield between now and 2034?

(b) If not, what other opportunities could the Sheffield Plan support?

3.   The Vision for Sheffield in 2034

Our City sits at the heart of a strong, distinctive and internationally successful City Region economy which supports innovation and enterprise

Our City Centre is a vibrant, creative and welcoming destination, with a modern business, cultural, shopping, leisure and residential offer

Our City prizes, protects and enhances its natural assets, green infrastructure, and distinctive heritage and character areas, whilst promoting high-quality buildings, spaces, and places

Our City has neighbourhoods which are attractive, sustainable, and great places to live, with sufficient homes available to offer everyone good and safe access to a range of facilities and services

The Vision:

In 2034 **Sheffield** will have thriving neighbourhoods and communities and be globally successful, with a distinct urban and rural identity underpinned by strong and sustainable economy

Our City has excellent digital and physical connectivity, with a transport network which provides efficient, safe and sustainable travel choices for the movement of people and goods

Our City has excellent education and training facilities which enable the development of a talented and agile business base and workforce

Our City is inclusive, providing for good opportunities, health, wellbeing and quality of life for everyone

Our City mitigates and is resilient to climate change, making the best use of energy, water, land and food resources, and is at the forefront of sustainable design and technology

Figure 7: The Vision for Sheffield in 2034 and its 8 supporting aims

3.1 Aims and Objectives

The Vision is supported by eight Aims (See Figure 7). The following objectives set out more specific detail on how the eight aims will be achieved:

Our City sits at the heart of a strong, distinctive and internationally successful City Region economy which supports innovation and enterprise

Objectives:

- Successful and ambitious large, medium and small businesses building a future based on Sheffield's competitive advantages in the areas of advanced manufacturing; education, learning and knowledge; creative and digital industries; advanced technology, research and innovation; medical technology and services and sports science.

- Sheffield recognised internationally as the outdoor leisure capital of the UK.

- A city of creative and innovative enterprise, globally renowned for nurturing, valuing and supporting invention and entrepreneurialism.

- Businesses which are able to respond quickly and successfully to economic opportunities and which have collaborative networks across the city and City Region.

Our City Centre is a vibrant, creative and welcoming destination, with a modern business, cultural, shopping, leisure and residential offer

Objectives:

- A visitor destination of international repute with a variety of global brands, events and accommodation choices for visitors.

- A thriving independent scene where retailers, cafés, museums and art galleries can access the buildings and spaces to suit their needs.

- World-class public spaces, streets and landmark tall buildings which are distinctive to Sheffield.

- A desirable place to live for a broad range of households, including families and older people, along with the amenities to support sustainable neighbourhoods.

Our City has distinctive neighbourhoods which are attractive, sustainable, and great places to live, with sufficient homes available to offer everyone good and safe access to a range of facilities and services

Objectives:

- Sufficient attractive, affordable and high quality homes across the city and City Region, with strong

transport and digital connectivity between communities.

- Successful housing markets across all tenures, in all areas of the city, with increased demand for housing in areas where it is currently low.

- A successful, accessible district or neighbourhood centre, providing local shops, health services and other community facilities, at the heart of every neighbourhood.

Our City prizes, protects and enhances its natural assets, green infrastructure, and distinctive heritage and character areas, whilst promoting high-quality buildings, spaces, and places

Objectives:

Natural Assets and Green Infrastructure
- Sheffield's unique natural setting of valleys, woodland, trees, rivers and wetlands safeguarded and enhanced.

- Biodiversity safeguarded and enhanced throughout urban and rural areas.

- Parks, playing fields and other open space protected, enhanced or created to meet the needs of the community.

- New development (focused in the most sustainable locations) with efficient use made of brownfield sites to minimise urban sprawl and loss of countryside.

- Access to green spaces and countryside enhanced, though improvements to footpaths, cycle routes and public transport.

Distinctive Heritage and Character
- The character and distinctiveness of neighbourhoods enhanced, and existing local character and built and natural features to provide the context for new development.

- Buildings and areas that are attractive, distinctive or of heritage value in urban and rural settings preserved and enhanced.

- The landscape and character of the villages and countryside, including the urban/rural fringe protected and enhanced.

High-quality buildings, spaces and places
- Sustainable buildings and urban spaces which are of a high quality and are well planned, optimising sustainable design and use of resources.

- The built environment maintained and safeguarded in areas where it is already of good quality.

- Design and townscape improved and new character created in areas where the built environment is of poor quality.

Our City has excellent education and training facilities which enable the development of a talented and agile business base and workforce

Objectives:

- A city of well-educated and confident young people who have the knowledge and skills to access existing and future education and employment opportunities

- A range of further education and employment opportunities to enable working people to stay in Sheffield, and to attract new talent to enhance the workforce.

- Employers supported by talented and adaptable employees, with the skills and abilities to help build successful businesses, and a commitment to lifelong learning.

- Businesses which invest in the development of the city's economy by providing a range of jobs and high quality training and development opportunities.

Our City is inclusive, providing for good opportunities, health, wellbeing and quality of life for everyone

Objectives:

Inclusion & Opportunities
- Investment and renewal directed to neighbourhoods that lack adequate facilities and services, or those that suffer from an unsatisfactory environment, particularly in the north and east of the city.

- New development designed and located to benefit those who are currently excluded and vulnerable.

- A wider choice of housing provided through more mixing of house types and tenures, to meet the needs of the whole community, including older people and disabled people.

- Workplaces located where they are accessible to all by a range of transport options, particularly from areas of high unemployment.

- Services and facilities, and the spaces around and between them, located and designed to be safe and accessible to all.

Health & Wellbeing
- A healthy environment, which includes space for physical activity and informal recreation and does

not subject people to unacceptable levels of pollution, noise or disturbance.

- Unfit or low-demand housing replaced or improved so that everyone has the opportunity to live in a decent home.

- Streets and spaces which encourage walking and cycling and which are accessible to people with mobility difficulties.

- A safe and secure environment, minimising physical hazards and opportunities for crime.

- Opportunities for peaceful enjoyment of urban neighbourhoods and tranquil areas of the countryside safeguarded.

Our City mitigates and is resilient to climate change, making the best use of energy, water, land and food resources, and is at the forefront of sustainable design and technology

Objectives:

Sustainable Use of Resources
- A city at the forefront of research, design and development of local and global solutions to address the issues of energy, food, water and land scarcity and the impact of climate change, and at the forefront of proactively applying these solutions in new development.

- Residents, businesses and organisations able to operate effectively and successfully with access to affordable energy and water resources.

- Reuse of previously developed land and existing buildings maximised.

- Contaminated land restored and put into beneficial use.

- Air and water quality improved in excess of minimum requirements.

- Waste reduced, re-used, used as energy, composted or recycled, and land requirements for disposal met.

Resilience to Climate Change
- The likelihood and impact of flooding decreased by reducing surface water run-off and not developing in locations where flood risk is unacceptable, but where development cannot be avoided in areas of potential flooding, implementing appropriate mitigation measures.

- Buildings designed to reduce obsolescence and to withstand and not exacerbate extreme variations in temperature, thereby providing an acceptable environment for occupiers and minimising the urban heat island effect.

Our City has excellent digital and physical connectivity, with a transport network which provides efficient, safe and sustainable travel choices for the movement of people and goods

Objectives:

Digital and Physical Connectivity
- Excellent connections with the City Region, national and international transport networks.

- Public transport and walking and cycling connections improved within Sheffield, particularly between the City Centre, district centres, villages and main employment locations.

- Efficient use of existing transport, utilities and telecommunications infrastructure.

- Effective and efficient movement round the city, making best use of routes and ensuring that development would not increase congestion unacceptably.

- A 'Smart City' which develops and utilises new technology to put the city at a competitive advantage and which enables local residents and businesses to prosper.

Sustainable and Efficient Travel Patterns
- Development located to limit the distances people and goods need to travel, with mixing of land uses and increased opportunities for single journeys to serve several purposes.

- High density development focused in the City Centre, in or at the edge of district centres, close to high frequency bus routes, Supertram stops and railway stations.

- Walking and cycling encouraged by design of places and routes and by the location of facilities.

- New development that generates significant trips focused in areas accessible by a choice of sustainable forms of transport.

Consultation questions

Q4: Do you support the Sheffield Plan Vision, Aims and Objectives?

Q5: Do you think anything is missing, and if so, what?

4. How much Growth are we Planning for?

4.1 What is Sheffield's role in the City Region?

Sheffield is the Regional City within Sheffield City Region which covers the four South Yorkshire Districts of Barnsley, Doncaster, Rotherham and Sheffield, and parts of Derbyshire and Nottinghamshire, comprising North East Derbyshire, Derbyshire Dales, Chesterfield, Bolsover and Bassetlaw districts, see Map 2 (p.37). Policies in the Sheffield Plan should help deliver prosperity and services to the people of Sheffield and the area it serves[40].

The Strategic Economic Plan (SEP)[41] of the Sheffield City Region Local Enterprise Partnership (SCRLEP) provides the strategic economic growth context for the Sheffield Plan. A key aspiration of the Economic Plan is to deliver 70,000 additional jobs across the City Region over the period 2014-2024, representing a 10% level of growth with at least 30,000 of those jobs to be in highly skilled sectors.

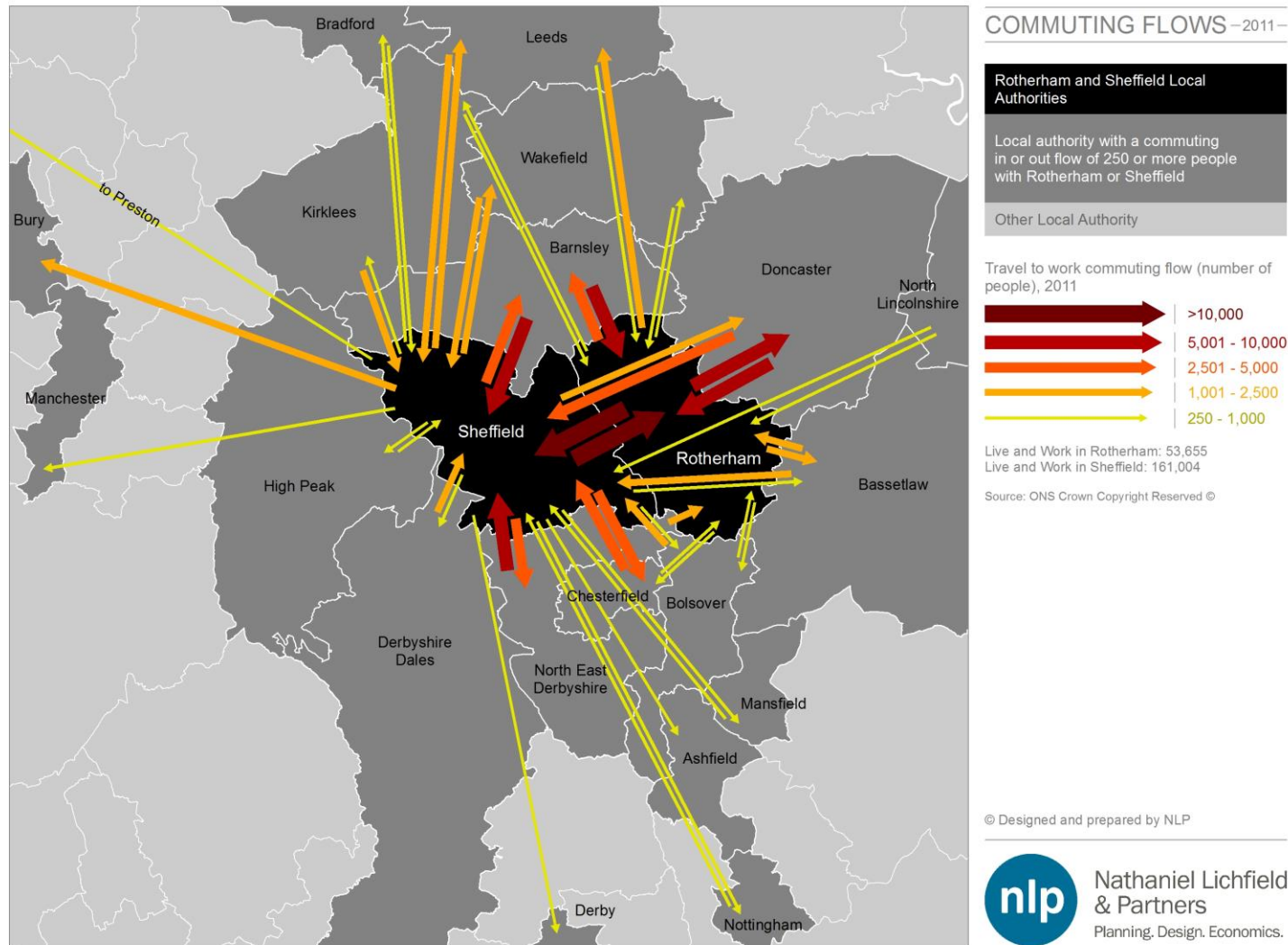Analysis commissioned by the local authorities in Sheffield City Region suggests that between 70,000 and 100,000 homes are needed across the City Region to support the jobs growth target in the SEP. Sheffield's housing market area extends beyond the district boundary, with a particularly strong relationship with Rotherham. This is discussed further on page 36. Evidence suggests that Sheffield and Rotherham are one single Functional Economic Market Area and the Sheffield Travel to Work Area consists solely of the Sheffield and Rotherham local planning authority areas[42].

Over a third of the jobs in the City Region are in Sheffield and, as already noted in Chapter 2, large numbers of people commute into Sheffield every day from other districts. Map 1 overleaf shows the flows of commuters between the districts. Over the next 20 years, we expect that Sheffield will continue to have the largest number of jobs in the City Region but other places like Doncaster, Barnsley and Bolsover have also been set ambitious growth targets in the SEP.

---

[40] We will deliver growth through the Plan alongside a series of funding initiatives and interventions such as business rate growth plans.

[41] The Sheffield City Region Strategic Economic Plan was submitted to the Government in 2014

[42] See the Sheffield and Rotherham Joint Employment Land Review 2015, (p 34) - The Government defines Travel to Work Areas as those where at least 75% of an area's resident workforce work in the area and at least 75% of the people who work in the area also live in the area.

COMMUTING FLOWS —2011—

Rotherham and Sheffield Local Authorities

Local authority with a commuting in or out flow of 250 or more people with Rotherham or Sheffield

Other Local Authority

Travel to work commuting flow (number of people), 2011

>10,000
5,001 - 10,000
2,501 - 5,000
1,001 - 2,500
250 - 1,000

Live and Work in Rotherham: 53,655
Live and Work in Sheffield: 161,004

Source: ONS Crown Copyright Reserved ©

© Designed and prepared by NLP

nlp Nathaniel Lichfield & Partners
Planning. Design. Economics.

Map 1: Travel-to-Work Flows for Sheffield and Rotherham, 2011

The NPPF requires Local Planning Authorities to assess the need for land for economic development, and to allocate land in their plans to meet these needs. It also requires us to work with neighbouring authorities on planning policies to meet needs that may be addressed across local authority borders. The SCR SEP addresses the needs of the wider region, but within that there is a specific need for Sheffield and Rotherham to work particularly closely with each other as a distinct functional economic area. This has led to Sheffield City Council and Rotherham Metropolitan Borough Council producing a Joint Employment Land Review (ELR)[43], to analyse demand and supply of employment land in Sheffield and Rotherham. The Sheffield and Rotherham Joint Employment Land Review[44] concluded that the growth prospects for Sheffield are 'relatively strong'.

The Employment Land Review also noted that:

> '*Although Sheffield is recognised as an industrial city – rather than a commercial one – it is nevertheless acknowledged as the principal office location within South Yorkshire*'.

It goes on to state that the key locations for offices in terms of the demand for Grade A space and rental levels, are all within Sheffield City Centre. Therefore, the City Centre is clearly the prime location for demand for new office space within the SCR.

---

[43] Sheffield and Rotherham Joint Employment Land Review, 2015
[44] Sheffield and Rotherham Joint Employment Land Review, 2015

4.2 How much land do we need for New Employment?

Analysis commissioned by the SCRLEP[45] suggests Sheffield would provide around 25,550 (35%) of the 70,000 new jobs created. Sheffield and Rotherham would together account for almost half of the City Region's jobs growth (see Table 2, opposite).

The Sheffield Plan aims to contribute to creating the right conditions for businesses to grow and therefore to benefit the citizens of Sheffield through improved prosperity. An important part of the vision of the Sheffield Plan is that the City will be economically prosperous and attractive to business and new investment, and will provide employment opportunities for all.

The Strategic Economic Plan (SEP) has identified an ambition to create a significant number of new jobs in growth sectors. This generates pressure for the provision of land for new development to meet these needs.

Investment in new and changing businesses can only take place if there is land available for new development. A key element of the Plan is to ensure there is sufficient land of good quality identified to meet the needs of the area. In doing so, the Council must comply with national policies and guidance and consider the impact on the rest of the Sheffield City

---

[45] Sheffield and Rotherham Joint Employment Land Review, 2015

Region (SCR). Policies should consider how the city serves the City Region in terms of its economy and also the economic impact that the rest of the SCR has on Sheffield.

The Sheffield Plan can direct new development to the best locations and ensure that there is enough land in these locations to allow for the needs of businesses to be met. The priority is to ensure that potential economic investment and development is encouraged in the most suitable parts of the City and that the maximum possible overall benefits can be achieved from new investment.

As well as providing land for economic development, there is a need to ensure the city's infrastructure is sufficient to support future economic needs. Businesses can only thrive if the right infrastructure is in place. Where deficiencies are likely to occur, provision will need to be made and the funding for infrastructure improvements will need to be identified.

Businesses also need to operate, develop and grow in appropriate areas without being constrained by the presence of sensitive uses that could hold back future economic activity.

The Sheffield and Rotherham Joint Employment Land Review (ELR) identified the following key growth sectors for Sheffield:

Sector	Current Representation in Sheffield	Future Growth Potential in Sheffield
Financial / Professional Services	Moderate	Moderate/Strong
Wholesale, transport and logistics	Moderate	Low/Moderate
General Manufacturing	Moderate	Low/Moderate
Advanced Manufacturing	Strong	Strong
ICT	Low/Moderate	Moderate/Strong
Creative Industries/ Publishing /Media	Moderate/Strong	Moderate/Strong
Utilities/Environ-mental Technology	Moderate	Moderate/Strong
Healthcare/Bio-technnology	Moderate	Moderate/Strong
Construction	Low	Moderate

Table 2: Employment Growth Potential of Different Sectors in Sheffield[46]

[46] Sheffield and Rotherham Joint Employment Land Review, 2015

Distribution of Jobs Growth Target by Local Authority (SEP figures)

= 2,000 jobs

Sheffield – 25,500
10.6% change

Doncaster – 11,825
10.7% change

Rotherham – 9,125
9.8% change

Barnsley – 7,500
10.2% change

Chesterfield – 4,900
9.9% change

Bolsover – 4,100
13.6% change

Bassetlaw – 3,700
8.3% change

North East Derbyshire – 1,900
7.5% change

Derbyshire Dales – 1,400
4.6% change
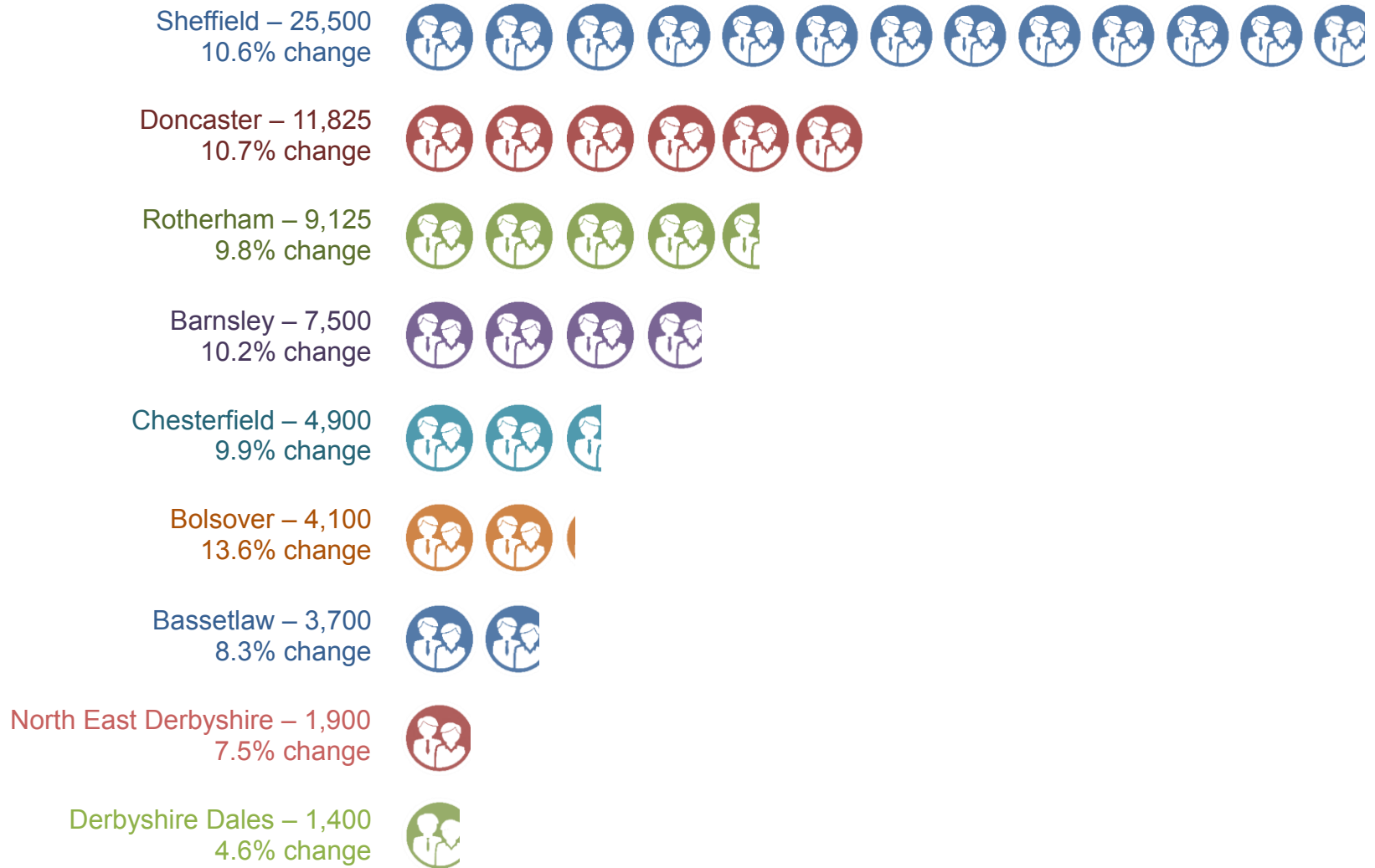
Employment Growth Targets by Sector (SEP figures)

Projected Growth

Current employment

Health
2,800 new jobs
7.1% sector increase

Retail
3,200 new jobs
12.9% sector increase

Creative Digital Industries
4,125 new jobs
27.9% increase

Relative sector size (by number of jobs)

Advanced manufacturing
2,800 new jobs
52.8% sector increase

Business Services
3,500 new jobs
32.1% sector increase

Construction
1,000 new jobs
12.3% sector increase

Other
1,300 new jobs
4.1% sector increase

Sport, Leisure & Tourism
2,800 new jobs
16.0% sector increase

Low Carbon
500 new jobs
19.2% sector increase

Med-low tech manual
-1,900 new jobs
12.3% sector decrease

Education
800 new jobs
2.6% sector increase

Financial Professional Services
6,100 new jobs
34.3% sector increase

Public administration
-3,600 new jobs
26.7% sector decrease

Logistics & Transport
1,800 new jobs
32.7% sector increase

In summary, the main findings of the ELR were as follows:

- The key challenge for Sheffield is to ensure there is sufficient land to meet the need for new office development. As the main provider of office jobs for the City Region this is essential to help meet employment targets.

- Specifically, the City Centre will continue to be the main location for offices and there is a need to provide new modern Grade A office space. This can only be done by safeguarding sites in the prime office locations. This suggests that the Core Strategy approach of identifying Priority Office Areas is still appropriate and should be continued, although the exact locations may need to be reassessed.

- There is also a need for office park locations and the Advanced Manufacturing Park / Sheffield Business Park on the Sheffield and Rotherham boundary is singled out as the most attractive location.

- The Core Strategy policy approach to achieving the development of sufficient new offices in the City Centre is to require 65% of new office development in Sheffield to be in the City Centre or at its edge. The ELR supports this approach and considers it is achievable.

- In terms of manufacturing, distribution and warehousing uses, the ELR concludes there is a shortage of land to meet Sheffield's needs and it recommends we look for more, especially in the high demand areas of the Upper Don Valley and Lower Don Valley.

- However, it notes that there is a potential surplus of employment land in Rotherham and suggests an option is to meet some of Sheffield's demand there. If Sheffield and Rotherham were to pursue this option, this could then allow some potential to reallocate some employment land and propose residential use (note that this option is outside of the remit of the ELR itself).

- The ELR has also summarised employment land supply and demand in the rest of SCR. It notes that Barnsley, Chesterfield and, in particular, Doncaster have potential surplus land and it recommends that both Sheffield and Rotherham pursue the option of diverting some of their demand to these areas.

The NPPF requires us to use a variety of forecasting techniques for employment needs. These are summarised in Table 3 (p.34). By combining the various methodologies set out in the table below, the ELR identifies a need for between 135 and 195 hectares of employment land to be allocated to meet the demand from B-class uses over a 15-year period.

This should be made up of:

- 20 to 30 ha of land for B1a/b (office) uses;

- 80ha to 125ha of land for B1c/B2 (manufacturing) uses; and

- 35ha to 40ha of land for B8 (warehousing and distribution) uses.

Table 3 (p.34) shows that an allocation of 161.6 hectares is more than sufficient to meet the land requirements to deliver the higher employment growth aspirations of the SEP. This could be rounded down to 160 hectares and still be sufficient. Using the breakdown above, this could be simplified to:

- 30ha of land for B1a/b (office) uses; and

- 130 ha of land for B1c/B2 (manufacturing) and B8 (warehousing and distribution) uses.

This equates to 10 hectares per year for all B-classes. The figure of 160 hectares will be sufficient to meet the higher employment growth aspirations of the Sheffield City Region Strategic Economic Plan (SEP)[47] that has identified a need within the City Region for land to help encourage more start-up businesses, and to increase GVA by 10% and deliver 6,000 new businesses, related to the 70,000 net additional jobs. It has identified 'significant capacity for additional

development of employment land (new and existing)', which will require local plans to allocate and protect employment land. The SEP notes that 'attracting these businesses will require an appropriate supply of land and premises'. It further sets out a Key Theme to unlock key employment sites across SCR, improving the commercial property offer, but notes that the region 'has a poor supply of accessible employment ready land'.

---

[47] The Sheffield City Region Strategic Economic Plan was submitted to the Government in 2014

NPPF suggested method of forecating	Equivalent ELR method	Jobs (total change over a 15-year period)	Annual Jobs Change	Equivalent Annual SEP jobs change	Forecast land requirement (hectares) over a 15-year period
Sectoral and employment forecasts and projections (**labour demand**)	Baseline employment forecasts (**labour demand**) produced by Experian Business Strategies;	8,530	533	23	126.5
Sectoral and employment forecasts and projections (**labour demand**)	Policy-on employment forecasts (**labour demand**) sourced from the Sheffield City Region FLUTE model developed by Ekosgen;	19,905	1,244	1,048	161.6
Demographically derived assessments of future employment needs (**labour supply** techniques)	Estimated future growth in the local **labour supply** – and the jobs and employment space that this could be expected to support– having regard to population projections taken from the City's Strategic Housing Market Assessment.	13,850	865	N/A	139.1
Analysis based on the **past take-up** of employment land and property and/or future property market requirements	Consideration of **past take-up** of employment land and property based on monitoring data collected by Sheffield City Council	N/A	318	N/A	180.3
Consultation with relevant organisations, studies of business trends, and monitoring of business, economic and employment statistics.	The ELR included discussions with commercial property agents active in the study area, telephone interviews with key business and economic forums, a survey of business needs and views of the study area as a business location and a stakeholder workshop.	This consultation did not result in specific forecasts, but was used to inform the recommendations on the amount and type of the employment land requirement.			

Table 3: Land and Job Forecasts for B-Class Uses over a 15-year period

One option for the Plan would be to allocate or identify 10 hectares of land per year for B1, B2 and B8 uses in order to meet the higher growth options of the SEP. An alternative option would be to meet the lower requirement forecast set out in the Employment Land Review analysis. This would equate to 8 hectares per year.

Given the different locational needs of office and industrial users, there is an option to separate out the requirement and subsequent site allocations into separate office and manufacturing, distribution and warehousing totals. But a single figure would give more flexibility for meeting the overall employment requirements on the sites that are identified.

There are also options put forward in the Employment Land Review to meet some of Sheffield's manufacturing, distribution and warehousing needs outside of the city.

The Employment Land Review also looked at the supply of sites that could meet the requirements. This identified:

- 5.3 hectares of land on sites within the City Centre that could meet requirements for B1a/b offices;

- 37.32 hectares of land in the Sheffield Business Park / Advanced Manufacturing Park area that could meet the requirements for all B-class uses related to advanced manufacturing; and

- An additional 86 hectares of land in other locations that would be suitable for B1c/B2/B8 uses.

Therefore, a total of 128 hectares of land is identified for all B-class uses. Relating this to the 160 hectare requirement figures set out above:

- We have around a 5-year supply of sites identified for B1a/b development in the City Centre.

- There is a significant amount of land identified in the Sheffield Business Park / Advanced Manufacturing Park area to help deliver the aims for advanced manufacturing in that location.

- There is sufficient land identified to accommodate at least 10 years' requirement for B1c/B2/B8 uses within Sheffield.

- The total supply is less than the 160 hectares required for the whole plan period, but sufficient for at least 12 years' supply in quantitative terms.

Consultation questions

Q6:   Should the employment land requirement in the Sheffield Plan be based on the Strategic Economic Plan jobs target of 10 hectares/year or a lower scenario of 8 hectares/year?

Please provide reasons for your answer

Q7:   (a) Should some of Sheffield's land requirement for manufacturing, distribution and warehousing (B1c, B2 and B8) be accommodated elsewhere in Sheffield City Region?

(b) If so, where could Sheffield's needs be accommodated?

Q8:   (a) Should employment land requirements be expressed as a single figure?

(b) If not, should they be separated out by employment type, either:
- 2 hectares for B1a/b and 8 hectares for B1c, B2 and B8; or
- 2 hectares for B1a/b and 6 hectares for B1c, B2 and B8

Please provide reasons for your answers

### 4.3 How much Land do we need for New Housing?

The National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) provide guidance on the appropriate approach to assessing housing need. These state that official statistics on population and household growth should provide the starting point for assessing need but that local circumstances and forecasts of economic growth should also be taken into account.

Under the NPPF, local authorities are expected to assess housing need across strategic housing market areas. The Sheffield Strategic Housing Market Assessment (SHMA, 2013) concluded that Sheffield's housing market area extends beyond the local authority area, though only for certain housing types and for certain household types (mainly households on higher incomes who can afford to commute longer distances to work). Sheffield's strongest relationship is with Rotherham but the market area also extends into parts of Barnsley, North East Derbyshire and Chesterfield (see Map 2, opposite). Migration and commuter movements between Sheffield and Bassetlaw, Bolsover, Derbyshire Dales and Doncaster are lower, suggesting that the relationship with those areas is weaker. Those relationships could, of course, change in the future, depending on transport infrastructure improvements, relative changes in house prices and the location of new jobs and housing.

Forecasts of future employment growth and housing need tend to be produced for local authority areas and, for that practical reason, we propose to use the combined statistics for Sheffield and Rotherham districts to represent the overall housing need within the Strategic Housing Market Area.
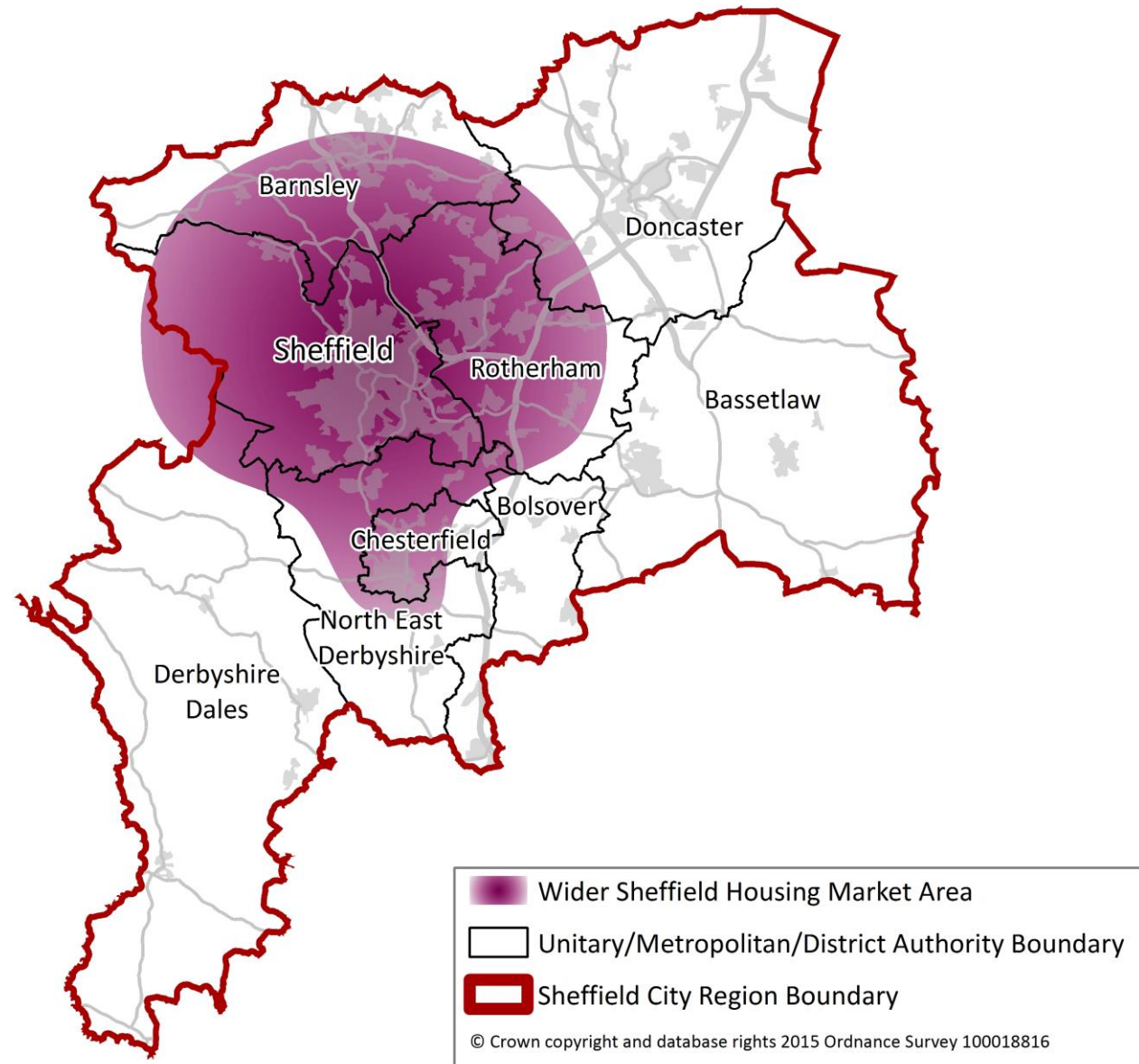
Map 2: The Sheffield City Region and wider Sheffield Housing Market Area

Legend:
- Wider Sheffield Housing Market Area
- Unitary/Metropolitan/District Authority Boundary
- Sheffield City Region Boundary

© Crown copyright and database rights 2015 Ordnance Survey 100018816

The number of new homes that will be needed in the Sheffield/Rotherham Strategic Housing Market Area depends on a number of different demographic factors, principally the birth rate, the death rate, levels of migration, and changes in average household size. A growing economy is likely to mean that more people move to the city to take up new jobs but it may also mean that unemployment rates fall and fewer people have to commute to other areas for work. Average household size is affected by a number of factors, including the availability and cost of housing, the age of the population and social factors such as changing family structures.

A recent study[48], commissioned by the SCR local authorities, looked at the level of population and household growth that would be needed to support the jobs growth target in the Strategic Economic Plan (SEP). The report also considered what the implications would be if the SEP jobs target was extended for a further 10 years (i.e. to 2034). This was necessary because Local Plans have to look at least 15 years ahead, which is beyond the period covered by the Economic Plan.

As well as examining the implications of the SEP jobs target for housing growth, the report commissioned by the local authorities included an alternative 'steady improvement' economic growth scenario. This reflected possible concerns about the achievability of the aspirational SEP jobs target, particularly during a period of austerity and restraint on public spending. Whilst this alternative scenario is still ambitious, it is based on delivering an average of 1,850 additional jobs per year in Sheffield over the period 2014-2034, rather than the 2,550 per year figure in the SEP. In the report, these economic growth scenarios are compared with the Government's own population projections[49] which would translate into jobs growth of 1,545 per year in Sheffield. These different economic scenarios have a significant impact on the number of new homes that would need to be provided in Sheffield.

A separate background paper[50], published alongside this Citywide Options document, provides more detailed explanation of the different household growth scenarios that have been considered and the assumptions made.

There are wide variations in the estimates for the rate of household growth and, therefore, the numbers of homes that might be required in the Sheffield/Rotherham Strategic Housing Market Area. The relationship between jobs and homes is not straightforward because the figures are very sensitive to assumptions about the economic activity rate. If more of the new jobs are taken up by unemployed people who already live in the city or by people who currently commute out of the city for work, then fewer new homes are needed (because fewer of the new jobs are taken up by people moving to the city).

---

[48] Sheffield City Region Demographic Forecasts 2014-2034, Edge Analytics, July 2015

[49] Government 2012-based Sub-National Population Projections
[50] Planning for Housing: Background Paper, Sheffield City Council, 2015

How many new homes might be built in Sheffield in the period 2014-2034 based on different approaches?

33,300-53,200: the number of homes that might be needed to support the Strategic Economic Plan jobs growth target for Sheffield

45,400: Based upon the need of 2,270 homes per year as estimated by the Sheffield Housing Market Assessment (2013)

37,900: the Government's latest estimate of the number of homes needed

28,500: the number of homes that could be provided if the current Local Plan annual housing requirement is retained

24,440: the number of additional homes that would be built if the average build rate for the period 2004/05 to 2014/15 continues to 2034

= 5,000 homes

The Government's own estimates of household growth (which simply assume that recent past trends continue) are relatively low. This is because the Government projections reflect a period of relatively weak economic growth and do not take into account future economic plans and policies. However, the latest projections are still higher than the housing requirement in the current adopted Local Plan.

Housing Market Assessments commissioned by Sheffield and Rotherham Councils and undertaken by the University of Sheffield concluded that 3,170 homes per year are needed across the Sheffield/Rotherham Strategic Housing Market Area if housing is not to be a constraint on economic growth. This would equate to 63,400 homes over the 20 year period 2014-2034. Of this, 45,400 homes (2,270/year) would be required to meet need arising in Sheffield and 18,000 (900/year) to meet Rotherham's needs.

Earlier this year, Sheffield City Council commissioned urban design and sustainability consultants URBED to give an independent view on how housing growth could be accommodated in Sheffield and the wider market area. The report produced by URBED suggests that it would be possible to plan for 100,000 new homes (5,000/ year) over the next 20 years across the Sheffield/Rotherham conurbation. Their observation is that the UK's regional cities are undersized and under-perform economically, meaning that Sheffield and the other northern cities should be planning for a much more ambitious and faster rate of

growth. Much of this growth, URBED assert, could be accommodated in the existing urban areas. However, the report recognises that, under the planning system as it currently operates, a high growth scenario runs the risk of having to make more allocations on land currently designated as Green Belt. This is because it is difficult to show that development within the existing urban area is deliverable.

Our conclusion on the overall level of housing need is summarised in the box overleaf. The annual level of need is broadly consistent with the conclusions of the joint Sheffield/Rotherham Strategic Housing Market Assessment and also takes into account the level needed to support the SCR Strategic Economic Plan. However, it also reflects the level of jobs growth which we think is deliverable and achievable under current planning powers and likely levels of Government investment in infrastructure. We think it is reasonable to assume that there will be an improvement in the economic activity rate over the plan period, given that significant Government investment via the Local Enterprise Partnership is focused on training to improve skills. Whether it is possible to achieve the average rate achieved across England and Wales in 2011 is hard to predict because this will be affected by wider economic conditions. The SEP jobs target is also highly ambitious and is only likely to be achievable

if more Government investment is forthcoming through further Growth Deals[51].

> ## Housing Need
>
> Our provisional view is that housing need over the period 2014-2034 is likely to be as follows:
>
> **Sheffield**: **40,000 – 46,000 homes**
> (an average of 2,000 - 2,300 homes per year)
>
> **Sheffield/Rotherham Strategic Housing Market Area**:
> **58,000 – 64,000 homes**
> (an average of 2,900 - 3,200 homes per year)

The housing target that is eventually set in the Sheffield Plan will take into account the level of housing need but will also take account of a number of other factors including:

- The environmental impact of accommodating housing growth
- Infrastructure capacity
- The potential to reduce the number of vacant homes

---

[51] Growth Deals are agreements between the Government and the SCRLEP. By committing to a certain level of economic growth, the Government provides funding to support new infrastructure and investment in training and skills.

- Market factors, including the deliverability of sites
- The need for housing to meet specific needs (e.g. older and disabled people, students, affordable housing)

Our current best estimate of housing need is 43,000, which equates to the mid-point of the Sheffield range given opposite.

> ## Consultation questions
>
> Q9: (a) Do you agree with the Council's assessment of housing need in Sheffield local authority area and the Sheffield/ Rotherham Strategic Housing Market Area?
>
> (b) If not, what are your reasons for suggesting different figures?
>
> Q10: Is the Council right to use the Sheffield and Rotherham local authority areas as being representative of the Strategic Housing Market Area?

5. What are the Citywide Options for Growth to 2034?

5.1 Introduction

In this section we look at how future employment and housing growth could be accommodated. Our current Local Plan Core Strategy says that development should be focused on the existing urban areas and the strategy is for regeneration of the existing built-up areas, rather than spreading out into the countryside. This means that development has been concentrated in the existing main urban area of Sheffield and in the towns of Chapeltown/High Green and Stocksbridge/Deepcar.

Almost all the countryside in Sheffield is designated as Green Belt, with development in rural areas mostly restricted to the larger villages of Oughtibridge, Worrall and Wharncliffe Side (which are surrounded by, but not within, the Green Belt). The smaller villages of Bolsterstone, Brightholmlee, Dungworth, Ewden, Midhopestones, Ringinglow and Whitley all lie in the Green Belt where new building is tightly controlled. Map 3 shows the hierarchy of existing settlements in the Sheffield district.

The future growth of Sheffield and the wider City Region depends on a reliable supply of land for development. However, the city's ability to match the level of housing needed to secure economic growth aspirations will require a shift in the nature and location of housing development. Continuing to rely on existing sources of development is unlikely to yield sufficient growth, meaning that new sources need to be explored. These include more intensive use of land in the existing built-up areas, new urban extensions and new settlements.

Evidence produced as part of the work on the previous Draft Local Plan documents (2013) showed that the existing built-up areas of Sheffield are capable of providing a significant proportion of the new homes that the city needs. However, it is clear from the discussion in the previous section that the new annual need for new homes is higher than the annual housing requirement in the current plan. The new Plan will also look further ahead than the current Plan (which only lasts until 2026).

The National Planning Policy Framework (NPPF) says that Local Plans must allocate sufficient housing sites for at least the first five years of the plan period and must identify broad locations for growth for years 6-10 and, if possible, years 11-15. The Sheffield Plan is likely to be adopted in 2018 which means that, to comply with national policy, it will need to identify enough land to last until at least 2023 and then specify broad locations of growth for the period to at least

What are the Citywide
Options for Growth to
2034?   42

2028. However, to avoid the need for a review within the first 3 years after adoption of the Plan and, in order to provide choice and flexibility for developers, we think the Plan should allocate sufficient housing sites to last until at least 2026 and possibly to 2028. We also think the Plan should look to at least 2033/34 to provide long-term certainty about how the city should develop.
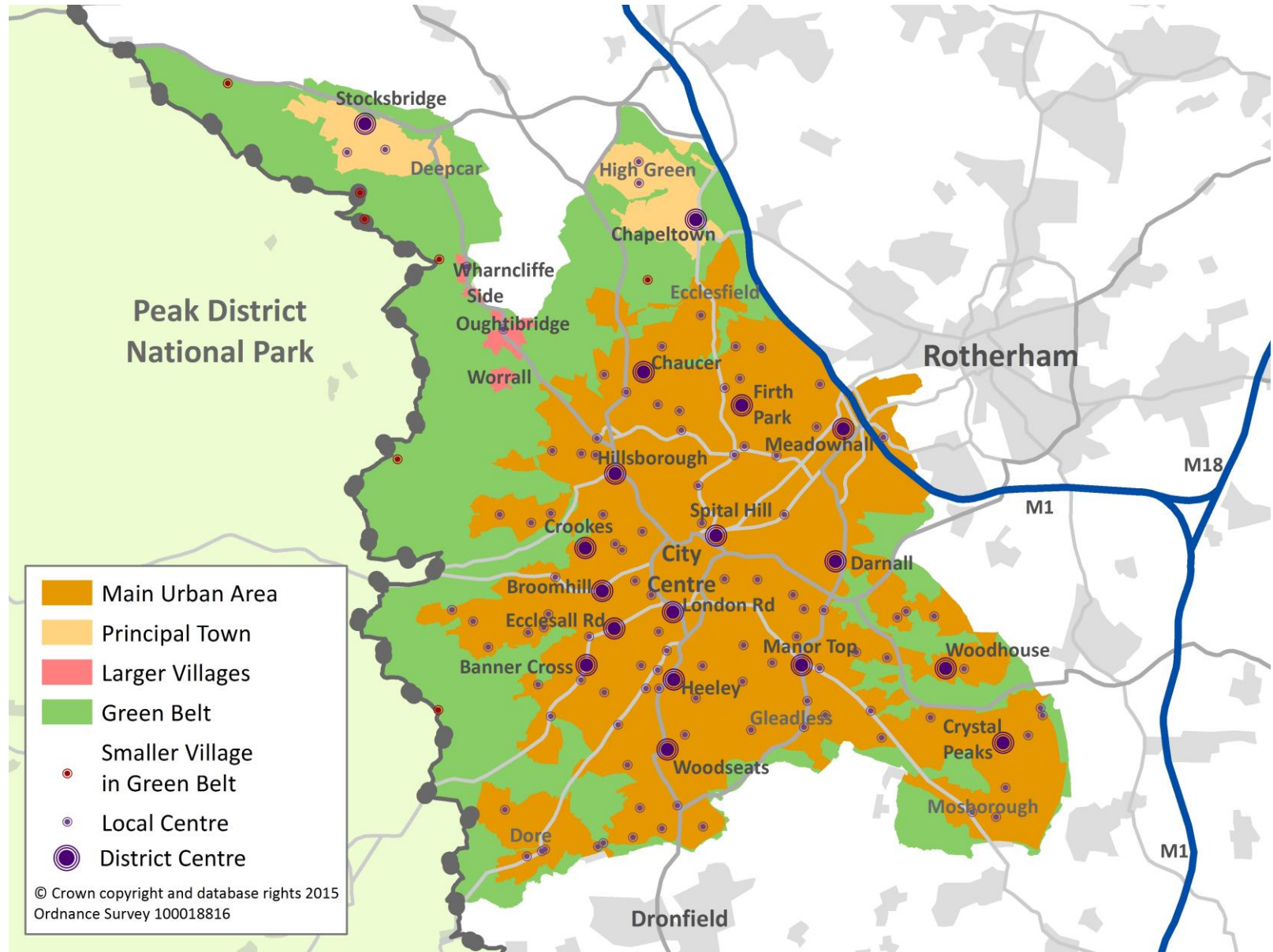
Map 3 shows Sheffield's settlement hierarchy.

Consultation question

Q11:   How many years' supply of housing sites should be allocated in the Plan?

Please provide reasons for your answer

What are the Citywide
Options for Growth to
2034?   43

Map 3: Settlement Hierarchy

Legend:
- Main Urban Area
- Principal Town
- Larger Villages
- Green Belt
- Smaller Village in Green Belt
- Local Centre
- District Centre

© Crown copyright and database rights 2015
Ordnance Survey 100018816

What are the Citywide
Options for Growth to
2034?   44

5.2 Green Belt Review

In the previous section, we explained that around 43,000 homes might be required to cater for housing need in Sheffield. Under the National Planning Policy Framework (NPPF), local authorities are expected to ensure that their Plan meets the full housing need within the housing market area but only if this is consistent with other policies within the Framework.

Although there are significant areas of brownfield land available in the urban areas in Sheffield and other districts in the City Region, it is unlikely that all development needs to 2034 can be met on such land.

Sheffield's Green Belt forms part of the wider South Yorkshire and north Derbyshire Green Belt (see Map 4). Barnsley and Rotherham have already proposed removing some land from the Green Belt in their district to provide more land for housing and employment uses.

The Sheffield City Region local authorities have agreed a common approach to Green Belt review, and work on Sheffield's review is ongoing. *Our provisional view is that the majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development.* Areas bordering the Peak District National Park are particularly valuable, and the countryside around Sheffield is one of the city's distinctive characteristics which make it a great place to live. However, this will mean having to accommodate a lot more housing in the existing built-up areas and/or meeting some need in other districts within the housing market area.

Our view is that a strategic review of the South Yorkshire and North Derbyshire Green Belt is required so that the most sustainable options for accommodating growth in the City Region can be identified. The City Council is therefore committed to working with the other SCR local authorities to reach agreement on the most sustainable way of accommodating future growth.
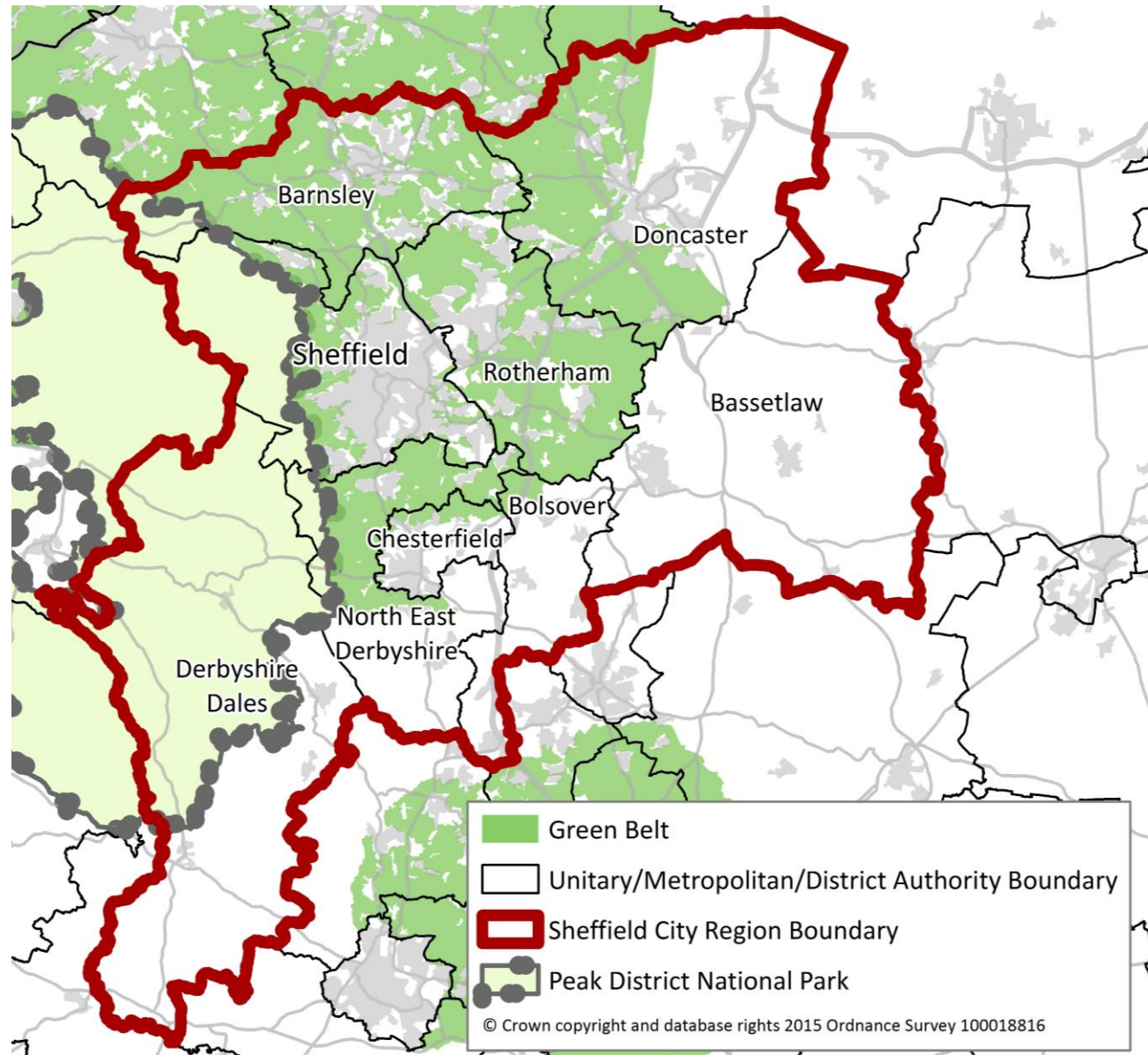
Map 4: Sheffield City Region Green Belt

What are the Citywide
Options for Growth to
2034?   46

5.3 Employment Growth Options

Main Employment Locations

The current Local Plan Core Strategy[52] identifies the main locations for manufacturing, distribution and warehousing uses (B-class uses). In the light of the most recent work on the Strategic Economic Plan (SEP) and the Sheffield and Rotherham Joint Employment Land Review (ELR), we need to establish whether these are still appropriate. Table 5.3 of the ELR suggests that the strategic importance of Chapeltown/Ecclesfield, Stocksbridge/ Deepcar, Sheaf Valley, Blackburn Valley and Orgreave are limited in terms of existing floorspace. This would leave us with the City Centre, the Upper Don Valley, the Lower Don Valley and the Outer South East[53]. Note, however, that there is a significant supply of employment land proposed at Smithywood in the Chapeltown/Ecclesfield area that would be required to help meet the city's overall needs. Also, Chapeltown/Ecclesfield, Stocksbridge/ Deepcar, Sheaf Valley, Blackburn Valley and Orgreave could still have a role to provide employment opportunities close to communities and potentially reducing the need to travel long distances.

---

[52] See Core Strategy policy CS5

[53] Note that this area is referred to as Mosborough/Woodhouse in Core Strategy policies CS5 and CS13, and in the Sheffield and Rotherham Joint Employment Land Review

Consultation questions

Q12: Should the Plan identify only the City Centre, the Upper Don Valley, the Lower Don Valley and the Outer South East as the main locations for new offices and manufacturing, distribution and warehousing?

If not, please provide reasons for your answer

Q13: Should the Plan acknowledge the Strategic importance of Chapeltown/Ecclesfield, Stocksbridge/Deepcar, Sheaf Valley, Blackburn Valley, Holbrook and Orgreave for B-class uses in terms of providing some employment opportunities close to new homes?

If not, please provide reasons for your answer

Advanced Manufacturing

The Employment Land Review has highlighted that the presence of two universities in Sheffield, the Advanced Manufacturing Park (AMP), and a number of other established higher educational institutions and Research and Development (R&D) facilities, is key to attracting advanced manufacturing and engineering

firms, alongside the critical mass of firms already present and their established track record. The AMP provides a dedicated advanced manufacturing technology park where established industries cluster, with strong links to Sheffield's universities and on-site research centres which will help to feed further growth in this sector. Advanced manufacturing also forms a key sector in both Sheffield's Economic Strategy and Rotherham's Growth Strategy, and is a policy priority for future development with higher projected job growth anticipated in this sector as a result.

Overall, therefore, the growth potential of advanced manufacturing and engineering sectors in Sheffield is considered to be strong. In terms of geographic distribution, it is anticipated that the area around the AMP and neighbouring Sheffield Business Park in the Lower Don Valley straddling the Sheffield and Rotherham boundary – currently referred to as the Advanced Manufacturing and Innovation District (AMID)[54] – will remain a key focus of future advanced manufacturing activity, particularly for the expansion of established businesses.

Rotherham MBC has an adopted Core Strategy policy CS9[55] and is proposing a development management policy SP19[56] both of which encourage advanced

---

[54] See Sheffield Innovation District Commission
[55] See Rotherham Adopted Core Strategy, Policy CS9
[56] See Rotherham Sites and Policies (Publication Version 2015), Policy SP19

manufacturing in the Waverley area. The Sheffield Plan could include a policy or policies that mirror these, to ensure a consistent approach to the wider Sheffield Business Park/AMP area.

An option arising from these observations is that Sheffield should ensure there is sufficient land and sites of suitable quality available in and around the Sheffield Business Park/AMP area to meet the needs of the advanced manufacturing and associated research sectors.

Consultation questions

Q14: Should the Plan focus advanced manufacturing development in and around the area around the Sheffield Business Park and Advanced Manufacturing Park?

Q15: Should this require the identification of land not currently designated for business and industrial use?

Office Development

The ELR identified the financial and professional services sector in Sheffield as being of importance (accounting for 33,000 jobs) and having significant growth potential. The majority of these businesses are

located, or would seek to be located, in the City Centre or in purpose built out-of-centre office parks, with the Meadowhall (Lower Don Valley) area specifically identified. Specifically, the study recommends that policies promote high quality office space in the City Centre. This could be achieved in part by delivering higher densities on City Centre office sites.

The ELR recommends that office requirements are set out as targets for both B1a and B1b use classes, unlike the previous Core Strategy approach to setting targets for B1a uses only. This would assist in promoting the advanced manufacturing and knowledge-based industries required in the Sheffield Business Park/AMP area referred to previously.

Further recommendations are detailed in Chapter 4 and are summarised below:

- The Core Strategy approach of identifying Priority Office Areas is still appropriate. In the past we have proposed to require 60% of the floorspace in the area for offices, but this could be higher.

- There is also a need for office park locations, specifically in the Sheffield Business Park/AMP area on the Sheffield and Rotherham boundary.

- The Core Strategy approach for 65% of new office development in Sheffield to be in the City Centre or at its edge is supported and achievable.

- The supply of office sites in the City Centre when related to requirements is limited.

Consultation questions

Q16: Should targets for office development be for both B1a and B1b uses, rather than just B1a?

Q17: (a) Should the City Centre continue to be the main location for new office development?

(b) If so, is the target of 65% appropriate, or should this be different?

Q18: Should the approach to identifying Priority Office Areas in the City Centre be continued?

Q19: Should we promote higher density office development on sites within the Priority Office Areas?

Q20: Should there be a target for office development in the Sheffield Business Park / Advanced Manufacturing Park area on the Sheffield and Rotherham boundary?

Q21: Should the Plan promote a limited amount of office development in other outlying areas or well-connected locations to help reduce the need to travel and support sustainable housing growth in those locations (e.g. Hillsborough, Crystal Peaks, Chapeltown, Stocksbridge)?

Please provide reasons for your answers

5.4 Retail and Leisure Growth Options

There will always be a need for new shops and leisure facilities to accommodate increased demand or to replace outdated facilities. As shops adapt to the convenience of internet shopping, through innovation, experience and technology, it will become more important than ever that such developments are in the right locations. The NPPF and the Core Strategy state a preference for 'town centres' as locations for retail and leisure development, in order to support existing facilities and encourage the vitality of centres. They are also usually easily accessible by a choice of means of transport. The Sheffield Plan will retain the approach to supporting its town centres, which includes the City Centre, and district and local centres.

However, apart from the City Centre, few of Sheffield's centres have sites available for new development and most retail and leisure development in the city has occurred outside its town centres. Despite economic downturns, spending on retail and leisure is projected to increase by around 3% per head a year over the next 15 years.

Meadowhall Shopping Centre and retail parks serve important shopping and leisure functions. An option is that the Plan could identify Meadowhall and retail parks not as town centres but as commercial centres. To be consistent with the NPPF's sequential approach, the Plan should therefore make it clear that they follow edge-of-centre sites in terms of preference for new development.

Meadowhall and retail parks do not provide the range of community and residential uses usually found in town centres. They cannot be described as town centres and are therefore not preferred locations for retail and leisure development. However, they are accessible by public transport and provide the opportunity for linked trips. The NPPF allows that if sufficient in- and edge-of-centre sites cannot be identified to meet needs, other accessible locations that are well connected to the town centre should be identified.

Consultation questions

Q22: Should areas such as Meadowhall Shopping Centre and retail parks be identified as commercial centres and preferred locations for retail and leisure development, if no in- or edge-of-centre sites are available?

Q23: If so what types of retail or leisure development should be acceptable under the sequential approach?

5.5 Housing Growth Options

The analysis by consultants URBED (see p. 40) has helped us to identify five broad spatial options for how Sheffield could grow. The options are not necessarily mutually exclusive but they are a way of describing how the city could develop in the future. Pursuing all

What are the Citywide
Options for Growth to
2034?   50

five options would maximise the growth potential of the city.

The options are:

A. Urban Capacity
B. Urban Intensification
C. Urban Remodelling
D. Limited number of Larger Urban Extensions into Green Belt
E. Multiple Smaller Green Belt Releases

The following paragraphs explain, in general terms, what the five options described in the URBED report would mean. *In most cases, we have reached different conclusions to URBED on the number of homes that could realistically be developed.*

The choice of options will affect how much new housing and other development could reasonably be accommodated in Sheffield, and how much might need to be accommodated elsewhere in the City Region. The first three options would mean limiting new development to the existing built-up areas, with no outward expansion into areas currently designated as Green Belt. Options D and E would both mean some expansion of the built-up area into the Green Belt.

If additional capacity can be identified through options A to C (or if it was concluded that the housing need is lower than currently estimated) then fewer homes would need to be built on Green Belt land (Options D and E).

Under Option D, we have suggested four broad locations where larger scale urban extensions (1,000 or more new homes) could be considered. This includes one location not specifically identified in the report by URBED but which would meet their criteria. All the suggestions for places that could grow have been based on an initial analysis of the sustainability and deliverability of development proposals. These will rely on an enabling planning regime and often a combination of both private and public sector delivery agents working together to bring schemes forward in a timely manner.

One of these options potentially involves extending the built-up area of Sheffield into Barnsley Borough. This has been raised with the local authority but further discussions are needed to assess whether this would be sustainable and consistent with their strategy for growth.

In our most recent Strategic Housing Land Availability Assessment (SHLAA, 2015), we have concluded that around 22,000 homes could be provided on already identified sites within or at the edge of the existing built-up area. 19,000 (85%) of these homes are on brownfield sites, including about 7,700 homes in the City Centre and the Kelham area. The SHLAA does not include any sites in the Green Belt, as there were none with planning permission as at 31st March 2015.

The Council's view is that development of Green Belt land should usually be seen as a last resort because there are many social, economic and environmental

benefits of concentrating development in the existing urban areas. But, if Sheffield is to meet all of its own housing needs (and comply with national planning policies on housing), some development on Green Belt land is likely to be needed over the next 20 years.

URBED's report concludes that the measurable brownfield resource in urban areas is usually under-estimated and more homes could be delivered if mechanisms were in place to redevelop such land for higher density, higher value housing uses. The Council is keen to explore with the Government possible changes to legislation, planning policy and financial powers and flexibilities which would enable this to happen. This could include greater powers to assemble and prioritise brownfield land for development and the ability to use more of the land value to pay for things like better public transport, new community facilities and affordable housing.

Option A: Urban Capacity

Continue with the current strategy of concentrating new development on brownfield sites within the existing urban areas and make an additional allowance for windfalls on larger sites. Develop sites at similar densities to those achieved in the past.

This option involves continuing with the current strategy of concentrating new development on brownfield sites within the existing urban areas. Greenfield development would be limited to sites already allocated in the current Local Plan or proposed by the Council in 2013 in the Pre-submission Draft City Policies and Sites document.

The URBED report has suggested that urban capacity studies undertaken by local authorities almost always underestimate urban capacity. They argue that urban capacity is not a finite resource but one which is constantly renewed through the process of urban change over time. URBED estimate that the capacity of brownfield sites in the Sheffield/Rotherham conurbation is about 32,000 homes (including 1,700 homes in Rotherham).

Under this option, new homes would be provided through:

- Redeveloping previously developed vacant and derelict land and buildings
- Conversion of commercial buildings
- Redeveloping existing housing areas
- Subdivision of existing housing
- Flats over shops
- Reducing the number of empty homes
- Redevelopment of car parks
- Redevelopment of vacant (greenfield) land

This option would mean:

(a) No change to the adopted Green Belt boundary (other than to correct obvious anomalies).
(b) Continuing to focus new development largely on brownfield sites within the existing main urban area of Sheffield and the Principal Towns of Stocksbridge and Chapeltown.
(c) Only building on a limited number of greenfield sites (including those which we have previously consulted on).
(d) Limited infill development within the larger villages (currently inset within the Green Belt) to meet local needs.
(e) Developing new housing in accordance with the density guidelines in the adopted Core Strategy.

The main **advantages** of this option are:

(a) No loss of Green Belt land
(b) It makes use of existing infrastructure within the urban area

The main **disadvantages** of this option are:

(a) It would not provide enough land for housing as a stand-alone option
(b) Housing would be 'slotted in' and therefore may not necessarily be in the optimum locations
(c) A significant number of the sites are not currently economically viable and may not be attractive to the market

(d) Much of the housing that would be delivered through this option would be on small sites and it would be difficult to accurately forecast growth

In the current Core Strategy (policy CS26), different densities are required in different parts of the city according to their relative accessibility. So:

- Within or near to the City Centre – at least 70 homes per hectare
- Within or near to Meadowhall or a District Centre – 50-80 homes per hectare
- Near to Supertram stops and high frequency bus routes in the urban areas – 40-60 homes per hectare
- In the remaining parts of the urban area – 30-50 homes per hectare
- In rural areas – 30-40 homes per hectare

Densities outside these ranges are permitted where the development achieves good design, reflects the character of an area or protects a sensitive area. The SHLAA assumes that sites which do not currently have planning permission would be developed at densities at the bottom end of the ranges set out above. However, in practice, our latest monitoring shows that, whilst there are significant variations in the densities of individual housing schemes, overall the average density falls in the middle of the ranges for different locations specified in the current policy. Increasing required densities to the top end of the range would further boost the capacity of the urban area but could

have implications for current amenity and parking standards. This is discussed in more detail under Option B.

In the City Centre, the average density of new housing developments tends to be higher at around 300 homes per hectare.

As part of the work on the SHLAA, we have also agreed with representatives from the house building industry that 200 homes per year are likely to be built on small 'windfall' sites[57]. This would amount to about 4,000 homes over the period 2014-2034.

The current SHLAA makes no allowance for windfalls on larger sites (those with capacity for 10 or more homes). However, the URBED report implies that just over 6,000 additional homes will come forward on larger windfall sites during the 20 year plan period (an average of 300 per year). Given the number of new sites which are identified and added to the SHLAA each year, we think that this is an overestimate and have concluded that there could be sufficient evidence to justify a windfall allowance of 100 homes per year on larger *brownfield* sites outside the City Centre and areas that could undergo 'remodelling' (these areas are excluded to avoid double counting with Options B and C below). This would amount to 2,000 homes

_____

[57]Windfall sites are sites which cannot be identified (and therefore allocated for development in the Plan) now but which will come forward for development during the period covered by the Plan. We define small sites as those with capacity for less than 10 dwellings.

over the period of the Plan. However, this figure could be higher if the Council is successful in securing Government support for the changes to financial and planning powers referred to on page 52.

We think Option A could deliver:

- 13,300 homes on land already identified in the SHLAA (excluding City Centre, Kelham and areas undergoing urban remodelling)
- 4,000 homes on small windfall sites
- 2,000 homes on larger windfall sites (excluding City Centre, Kelham and areas undergoing urban remodelling)

Consultation questions

Q24: (a) Do you agree with our estimate that 4,000 homes will come forward on *small* windfall sites over the period 2014-2034?

(b) If not, what is your evidence for suggesting a different figure?

Q25: (a) Do you agree with our estimate that 2,000 homes will come forward on *larger* windfall sites (excluding the City Centre, Kelham Island and other areas covered under Option C) over the period 2014-2034?

(b) If not, what is your evidence for suggesting a different figure?

Option B: Urban Intensification

Make more intensive use of sites within the existing urban areas by:

(a) Relaxing amenity standards and reducing off-street parking provision in existing neighbourhoods close to District and Neighbourhood Centres, resulting in higher overall densities (meaning smaller houses and apartments would make up a greater proportion of the new homes built in those locations).

(b) A further emphasis on City Centre living as a part of a strategy for mixed use within the area bounded by the Inner Ring Road and Kelham/ Shalesmoor (this could include some taller buildings in certain locations).

(c) Relaxing policies for the protection of open space to enable some surplus urban green space to be developed, with the money generated being invested in improving the quality of remaining areas.

This option involves making more intensive use of land within the existing urban areas through a combination of building at higher densities, building more housing, (including taller buildings) in the City Centre and developing surplus open space. It has much in common with Option A but would also involve some changes to current policies.

The URBED report suggests that this type of higher density development could also be achieved as part of urban remodelling (see Option C below). Furthermore, it suggests that the Handsworth urban extension (an extension to the Waverley development already taking place in Rotherham borough, see Option D below) could also be developed at higher densities than currently required under the existing Local Plan.

URBED suggest that where there is demand for development, neighbourhoods tend to intensify. However, there can be a considerable degree of misunderstanding about what modern high-density housing looks like or should look like. The tower blocks of the 1960s and 1970s are often to blame for this with poor design and housing types inappropriate to people's needs and aspirations. However, without higher density development we will need more land for the homes we need and some of our communities are less likely to have commercially sustainable services such as local shops and public transport.

What are the Citywide
Options for Growth to
2034?
55

There are a number of features popular with residents and house builders that often lead to lower density housing. These include:

- Parking strategies with the majority of spaces provided on the plot rather than on the street.
- Housing typologies such as semi-detached houses, rather than apartment or terraced forms.
- Larger gardens including space in front of properties for car parking.
- Street types and privacy distances controlling the separation of fronts and backs of properties from their neighbours.
- On–site public open space and the inclusion of existing landscape features.
- Larger property sizes.

Contemporary approaches to developing at higher densities seek to address these attributes in new ways with innovative house types, high quality public space, and alternatives to private car ownership. The Plan should be seeking to promote this balance and achieve an optimal density for each site. This should take into account the neighbourhood type (City Centre, urban, suburban, and rural), the local character of the area, and the accessibility to public transport and community facilities and services.

Whilst apartment living can be preferable for some groups (for example young professionals, students and older people), others such as families with children, often prefer housing with ground floor access to outdoor spaces and accessible car parking near to the home. There are a number of developments around the city addressing these different demands and achieving higher densities without incorporating large proportions of apartments. Examples of high density developments in Sheffield are shown opposite and the layouts on pages 57 and 58 show how higher densities could be achieved on a more suburban site.

Little Kelham Developer: CITU, 80+ homes per hectare

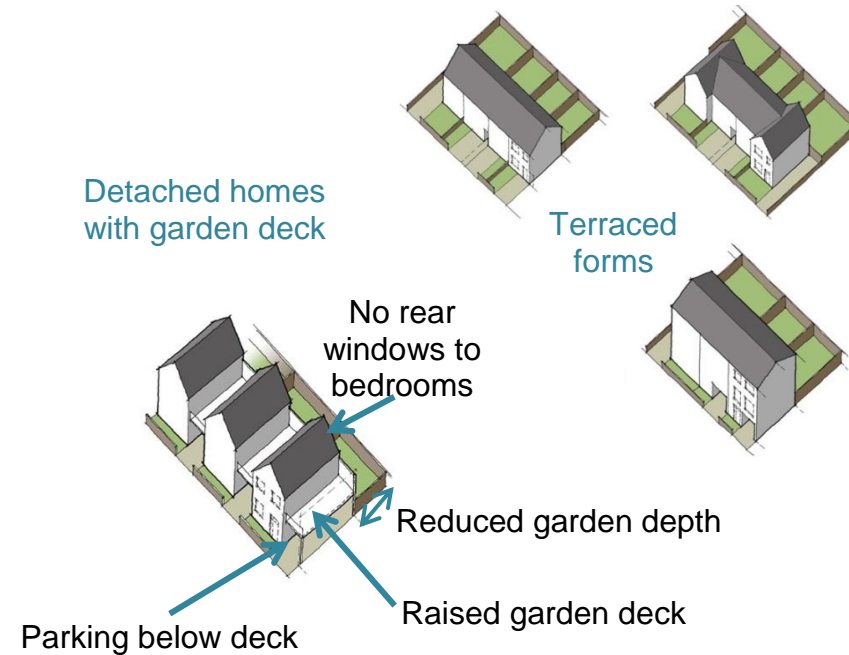**Scowerdons** Developer: Home, 45+ homes per hectare

Elevate Developer: Kier Living, 40+ homes per hectare

The images opposite and overleaf illustrate what three different higher density scenarios would look like on a suburban site. The following specifications would be the same for all three density scenarios:

- Layouts that achieve a more efficient structure with no leftover spaces or single sided highway.

- Homes that meet the Government's space standards.

- A combination of short terraces (4-8 homes), and semi-detached or detached homes with gardens decks and reduced rear garden depths.

- Parking on-plot: 2 spaces for 3/4-bed homes, if possible to the side of properties.

- 16m back-to-back and 14m front-to-front of new properties; 21m back-to-back of existing properties.

- A minimum of 50 square metres of private garden per property.

- Rear gardens backing on to other rear gardens to enable better security.

- Development which follows contours to enhance access and reduce the need for split-level properties.

Detached homes with garden deck

Terraced forms

No rear windows to bedrooms

Reduced garden depth

Raised garden deck

Parking below deck

175 homes at 37 homes per hectare

- 20% 2-bed, 80% 3-4 bed houses at 2 and 3 storeys.
- 10% of the site designed as open space with homes fronting on it.

215 dwellings at 45 homes per hectare
- 45 dual-aspect apartments at 3 storeys high which is in scale with surrounding housing.
- No open space on site.

2 bed terrace (2 storey)

2&3 bed terrace (2 storey)

3/4 bed terrace (3 storey)

3&4 bed detached (2-2.5 storey)

2 bed flats (3-4 storey)

260 dwellings at 55 homes per hectare

- 120 single-aspect apartments are introduced in less noisy locations. Blocks are larger in scale.
- Undercroft and courtyard parking for the apartments.
- 10% of the site designed as open space with homes fronting onto it.
- 95% of houses are in a terraced forms.

City Centre Intensification

Over the period 2005-2008, Sheffield was able to deliver approximately 1,000 new homes per year through densification in the City Centre (see Figure 8). The latest Strategic Housing Land Availability Assessment (SHLAA, 2015) identifies capacity for around 7,700 homes on sites within the City Centre.

The URBED report suggests that a further 10,000 homes could be delivered in the City Centre, over and above the 7,700 already identified in the SHLAA. This would be achieved by replacing single-storey employment uses in areas such as the St Vincent's Quarter with more intensive employment and residential uses.

In the City Centre there is an opportunity to significantly increase densities as part of a strategy to maximise urban potential and promote tall buildings in certain locations, with only some alteration to the current policy approach[58]. Such a strategy may rely on a sustained student housing market and/or a growing market amongst young professionals attracted by growth in financial and professional services. This type of development may also necessitate reconfigured retail provision to redevelop previous retail land use (indeed, such conversions might also lead to housing at a smaller scale, e.g. flats above shops).

---

[58] Building heights in the City Centre are currently guided by the Urban Design Compendium which the Council intends to review.

Our view is that delivering 17,000 homes over 20 years (an average of 850 per year) could be too ambitious. Whilst that level of delivery was achieved in some years before the economic downturn, it was heavily dependent on the boom in apartments and student accommodation. We think that it could be difficult to sustain that rate of delivery over the period of the new plan because the demand for further student flats is likely to level off, and moves to introduce more family houses in certain areas the City Centre will mean that some sites will be built out more slowly and at lower densities. However, we think it is reasonable to estimate that a further 2,300 homes (in addition to the 7,700 already identified in the SHLAA) could be provided in the City Centre by 2034. This equates to 10,000 homes with an average build rate of 500 homes per year.
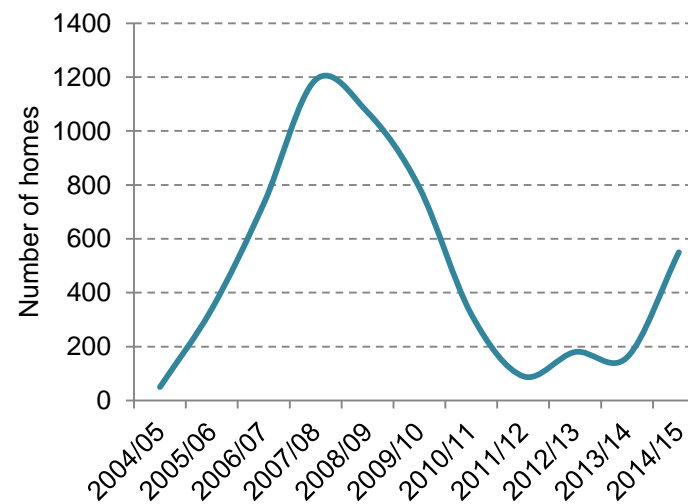

Figure 8: Home completions in the City Centre, 2004- 2015[59]

Allowing Development of some Open Space.

The URBED report suggests reviewing the quantity, quality and utility of public open space, particularly on lower density Council estates which have generous open space provision. A separate report identified 18 such estates in Sheffield[60]. URBED's assertion is that quality is more important than quantity and the money generated from the sale of the land could be invested in improving the quality of remaining areas (which may be of poor quality).

URBED's conclusion is that 4,000 new homes could be provided by redeveloping up to a third of the land in Council estates. To some extent this is already happening in Sheffield through, for example, the work of the Sheffield Housing Company in the Parson Cross area of the city.

Our view is that URBED's assessment potentially includes some overlap with the urban capacity already discussed under Option A above. However, we think there could be potential to develop some surplus open space for housing. The most recent citywide assessment of open space[61] showed there are 3884.72 hectares of open space in Sheffield. Developing just 1% could provide about 1,550 more

homes[62], although this would only be acceptable where open space is surplus, and could generate income which could be used to improve the quality of the remaining areas.

We think that Option B could deliver:

- 1,200 extra homes provided through a combination of raising density requirements on sites already identified in the SHLAA (but excluding sites in the City Centre, Kelham, and areas undergoing urban remodelling (covered under other Options).
- 10,000 homes in the City Centre and Kelham.
- Approximately 1,550 extra homes by building on surplus open space (assuming 1% of existing open space were to be developed).

There are some additional **advantages** of creating a compact city through more intensive development:

(a) People are more likely to live close to local facilities and services.
(b) More smaller homes would mean meeting the growing need for smaller homes, partly in relation to the growing older population.
(c) Increases the viability of local businesses and facilities and the vitality of local centres.
(d) Increases the viability of public transport for higher densities in City Centre or close to district and neighbourhood centres.

---

[59] Data from Annual Monitoring Reports and Strategic Housing Land Availability Assessments
[60] Northern Way Residential Futures (HCA, 2009)
[61] Assessment of Open Space, Outdoor Sports and Recreational Provision for Sheffield (October 2008)

[62] 38.8 hectares developed at an average density of 40 homes per hectare

What are the Citywide
Options for Growth to
2034?   60

(e) Reduces journey lengths and the need to travel, particularly by car, and promotes more walking and cycling and the use of public transport.
(f) Money generated from the development of surplus of open space could be invested in improving the quality of remaining open spaces.
(g) Reduces the land needed for development.

There are, however, some further **disadvantages** which are:

(a) Greater pressure on existing infrastructure and difficulty accommodating additional schools and health facilities in urban areas.
(b) It would result in the loss of some open space in the existing built-up areas, potentially leading to adverse impacts on health and air quality, and surface water runoff and climate change resilience.
(c) A potential over-supply of smaller homes (particularly apartments) which might not meet housing needs.
(d) Possible harm to the character of some established residential areas.
(e) Many of the larger house builders prefer to build lower density housing and may be unprepared to build higher density homes (because they perceive there is lower demand for that type of housing).
(f) It could give rise to higher levels of traffic congestion and road safety issues due to an increase in on-street parking.

Overall, our conclusion is that Option B could provide additional 4,550 homes. This comprises:

- 3,000 extra homes in the City Centre and Kelham.
- 1,200 extra homes provided through a combination of raising density requirements (by about 10%) on sites outside the City Centre and relaxing planning standards on existing sites
- Approximately 1,550 extra homes by building on surplus open space.

Consultation questions

Q26: (a) Should the densities required by the current Local Plan on sites outside the City Centre be increased?

(b) If so, by how much?

Q27: Will there be sufficient demand for higher density housing in the locations suggested (City Centre, around District Centres, close to railway stations and other public transport hubs)?

Please provide reasons for your answer

Q28: What are the main barriers to delivering higher densities?

Q29: What would encourage people to choose to live in higher density housing?

Q30: (a) Do you agree with our estimate that 10,000 more homes could be provided in the City Centre by 2034?

(b) If not, what evidence do you have to justify a different figure?

Q31: Whereabouts in the City Centre should tall buildings be located?

Q32: Should parking policies be changed so that less off-street parking is required (meaning more parking on-street)?

Please provide reasons for your answer

Q33: Subject to fitting in with the local character and site conditions, should developments on greenfield or Green Belt sites generally be required to a higher density such as above 40 homes per hectare?

Please provide reasons for your answer

Q34: Do you agree that surplus open space should be developed for housing, with the proceeds of development invested in improving remaining open space?

Please provide reasons for your answer

What are the Citywide
Options for Growth to
2034?   62

Option C: Urban Remodelling

Remodelling parts of the existing urban area to enable the reallocation of poorer quality employment uses for housing.

This option is similar to Options A and B but would involve major remodelling of certain parts of the existing urban area to create new neighbourhoods

The URBED study identifies Neepsend and Attercliffe as locations with potential to deliver significant numbers of additional homes. The SHLAA already identifies some opportunities for new housing in these areas but urban remodelling would mean:

- Where possible, promoting the managed relocation of poorer quality employment uses to other areas, to create sites for new housing.

- Producing masterplans and business plans for Attercliffe and Neepsend/Shalesmoor to show how the new homes could be delivered.

Due to the time taken to develop this approach it is likely that this option would only contribute to housing delivery in the latter part of the Plan period, though some vacant sites could be developed earlier. This might require the establishment of a Housing Development Corporation with land assembly and devolved spending powers.

We also think that the total potential of these areas to provide new homes will be lower than has been estimated by URBED. Although their view is that there would still be enough land available to meet employment land requirements, our view is that much of the land identified as having potential for housing will need to be retained in employment use. Sheffield and Rotherham Councils are promoting the development of an Advanced Manufacturing and Innovation District in the Lower Don Valley which would limit the scope to reallocate land here for housing.

We think Option C could deliver:

- 1,900 homes in Neepsend/Shalesmoor
- 2,400 homes in Attercliffe

The main **advantages** of this option are:

(a) It would make more efficient use of land that is relatively close to the City Centre (much of which is currently in use for low density, and sometimes poor quality, employment uses).
(b) It would help to create sustainable and viable district and local centres, and should assist with the planning of new public transport infrastructure.

The main **disadvantages** of this option are:

(a) It would take several years to create masterplans for the areas, relocate existing uses, and assemble the land for development (possibly requiring Compulsory Purchase Orders).
(b) In isolation, it would focus most new housing development in one or two areas, thereby providing an insufficient range of housing sites throughout the city and resulting in consequent issues of deliverability and meeting market needs in some areas.
(c) Relocation of businesses potentially to areas outside Sheffield may result in increased commuting for some workers.

Consultation questions

Q35: (a) Do you support the option of significant urban remodelling at Neepsend/ Shalesmoor?

(b) What would be the main challenges to delivering this option and the most effective way for the Council to enable the development?

Please provide reasons for your answers

Q36: (a) Do you support the option of significant urban remodelling at Attercliffe?

(b) What would be the main challenges to delivering this option and the most effective way for the Council to enable the development?

Please provide reasons for your answers

Q37: (a) Are there other locations where the urban remodelling approach should be considered?
(b) What would be the main challenges to delivering this option and the most effective way for the Council to enable the development?

Please provide reasons for your answers

What are the Citywide
Options for Growth to
2034?   64

Option D: Limited number of Larger Urban Extensions into Green Belt

Plan for a limited number of larger urban extensions (at least 1,000 homes) into the Green Belt in locations that are well served by, or have potential to be served by, the Supertram network or rail services.

This option involves a limited number of larger urban extensions into the Green Belt.

URBED's study concluded that, within Sheffield, a number of 'confident bites', or larger extensions, could be made into the Green Belt. Their report recommends these larger extensions should be focused in locations that are well served by, or have potential to be served by, the Supertram network or rail services. These are also locations that would exploit opportunities to 'complete' the urban form of the city.

Their report suggests that around 7,000 homes could be provided in the South East of the city, with a further 4,300 homes provided in East Sheffield (as an extension to the Waverley development already taking place in Rotherham borough). They suggest that smaller developments of around 1,000 homes could take place at Stocksbridge and in the Upper Don Valley at Oughtibridge, with both locations having potential to be served by tram extensions or

reinstatement of passenger services on the railway line running between Stocksbridge and Sheffield Victoria station.

We think that the area east of Norton within Sheffield's boundary should also be considered as a possible location for an urban extension because it would be consistent with the criteria used by URBED to justify the other locations. This area is relatively close to the Herdings Park tram terminus and has the potential to take advantage of possible improvements to the transport corridor running from Meadowhead to Sheffield City Centre, including for example a new Park and Ride facility.

The potential for larger urban extensions on the western side of the city is limited by the topography, landscape (including impact on the Peak District National Park) and other significant environmental assets, including the moorlands which are internationally important areas for wild bird conservation.

Option D would be in addition to options A, B and C and could be considered with, or as an alternative to, Option E below. We think this option could deliver:

- 2,000 homes in Stocksbridge and Upper Don Valley
- 1,100 homes in East Sheffield (as an extension to the Waverley in Rotherham Borough)
- 2,000 homes in South East Sheffield

- 1,000 homes East of Norton (Sheffield District only)

The main **advantages** of this option are:

(a) It gives the opportunity to create distinctive new neighbourhoods with a good range of services, shops, local employment and infrastructure (e.g. a new primary school).
(b) The critical mass of this scale of development should be sufficient to be able to make it more viable for improvements and/or extensions to the public transport network to be considered and pursued, including new Park and Ride facilities.

The main **disadvantages** of this option are:

(a) The market is likely to deliver at a slower rate than if there were multiple developments all selling new homes
(b) Accommodating other uses to make a sustainable urban extension will mean a greater land take of non-urban land.
(c) It could adversely impact on the landscape of Sheffield, potentially harming the City's character and unique selling points.
(d) There is a higher risk of ecological and archaeological damage than with urban options.

Consultation questions

Q38: (a) Do you support the option of focusing major growth at Stocksbridge and in the Upper Don Valley (including land in Barnsley Borough)?

(b) What would be the main challenges to delivering this option, and the most effective way for the Council to enable the development?

Please provide reasons for your answers

Q39: Do you support the option for a large urban extension in East Sheffield (as an extension to the Waverley development in Rotherham Borough)?

Please provide reasons for your answer

Q40: Do you support the option of focusing major growth in South East Sheffield?

Please provide reasons for your answer

Q41: Do you support the option for a large urban extension to the east of Norton (Sheffield District only)?

Please provide reasons for your answer

Q42: Are there any other areas where a large urban extension should be considered?

Please provide reasons for your answer

Option E: Multiple Smaller Green Belt Releases

(a) Develop multiple smaller urban extensions around the built-up areas

And:

(b) Allow redevelopment of existing previously developed (brownfield) sites in the Green Belt for housing.

Typically, developments would have capacity for up to 300 homes though, potentially, with a small number of larger extensions in the four locations identified under Option D.

This option involves making multiple small deletions of land from the Green Belt to accommodate new housing. It also includes the option of redeveloping existing major developed (brownfield) sites in the Green Belt for housing.

URBED's report notes that the usual approach adopted by some local authorities is to make many smaller Green Belt deletions to accommodate growth. They refer to this as 'accretion'. Under this approach, land on the edge of the existing built-up areas which is important for ecological or landscape reasons would be ruled out, leaving a list of unconstrained sites for possible allocation. URBED's view is that this may not

be the most sustainable way of providing new homes. The problem is that the sites may not be in the right place because it may not be possible to serve them by public transport, and they may not be within easy reach of schools and other local facilities.

A significant number of sites on the edge of the built-up area of Sheffield have already been suggested by landowners and developers. Details of these sites can be found in the latest Strategic Housing Land Availability Assessment[63], *though the Council does not necessarily think that all of them are sustainable or suitable for development*.

Under Option E, we have also included the option of redeveloping large brownfield sites in the Green Belt for housing but without having to specifically remove them from the Green Belt. National planning policy allows existing major developed sites to be redeveloped for other uses, providing that the development would have no greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. The current Local Plan indicates that this should only be allowed where it would be sustainable.

Any deletion of sites from the Green Belt will depend on the outcome of the Green Belt Review and Sustainability Appraisal of site options identified through that process. The Sustainability Appraisal will

---

[63] See Sheffield Strategic Housing Land Availability Assessment, 2015
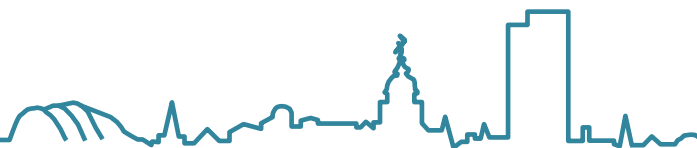
assess the environmental, social and economic impacts of each of the site options and will include factors such as:

- Access to local shops, community facilities and public transport.
- Transport connections to the main employment areas.
- Impact on environmentally sensitive areas such as wildlife sites and areas of high landscape value
- Capacity of existing infrastructure and the potential to provide new infrastructure that may be needed (e.g. new tram routes, roads, schools and health facilities).
- Risk of flooding.
- Potential risks to health and safety (e.g. from pollution).

Identifying land through options A to D will reduce the need to rely on Option E to meet Sheffield's housing need. The summary of total potential homes for this option, table 4 page 70, is for illustration only and is not based on analysis of specific sites. It represents the balance required on smaller Green Belt sites to meet the indicative housing need of 40,000 – 46,000 new homes over the period to 2034. This option would include assessing potential Green Belt sites around the edge of the main built up areas. This would include the built up areas of Sheffield, Stocksbridge/Deepcar, Chapeltown/High Green and the three larger villages of Oughtibridge, Worrall and Wharncliffe Side.

We have shown Option D delivering 550 homes. This represents the residual required to meet our best estimate of housing need (43,000 homes, see p.41) in Sheffield (after allowing for options A-D). However, if the capacity from other sources was to deliver less than the need, some additional small Green Belt releases or redevelopment of existing previously developed sites would be needed (or needs would have to be met elsewhere in the City Region).

The main **advantages** of this option are:

(a) It spreads development more evenly around the city, providing wider housing choice in a range of areas.
(b) It is more likely to speed up housing delivery because there would be less market competition between sites.
(c) Areas would grow more gradually than they would with a major extension option.

The main **disadvantages** of this option are:

(a) It could adversely impact on the landscape of Sheffield, potentially harming the City's character and unique selling points (though the Green Belt Review and Sustainability Appraisal process would rule out sites where the environmental impact of development would be greatest).
(b) There is a higher risk of ecological damage than with urban options.

What are the Citywide
Options for Growth to
2034?   68

(c) There is a risk that it could lead to numerous small housing estates which are disconnected from the rest of the urban area.

(d) Development may not be close to public transport or local facilities and services.

(e) Sites may not be large enough to create the critical mass needed for new infrastructure, such as improvements to the transport network.

Consultation questions

Q43: Do you support the option of multiple smaller urban extensions around the built up areas?
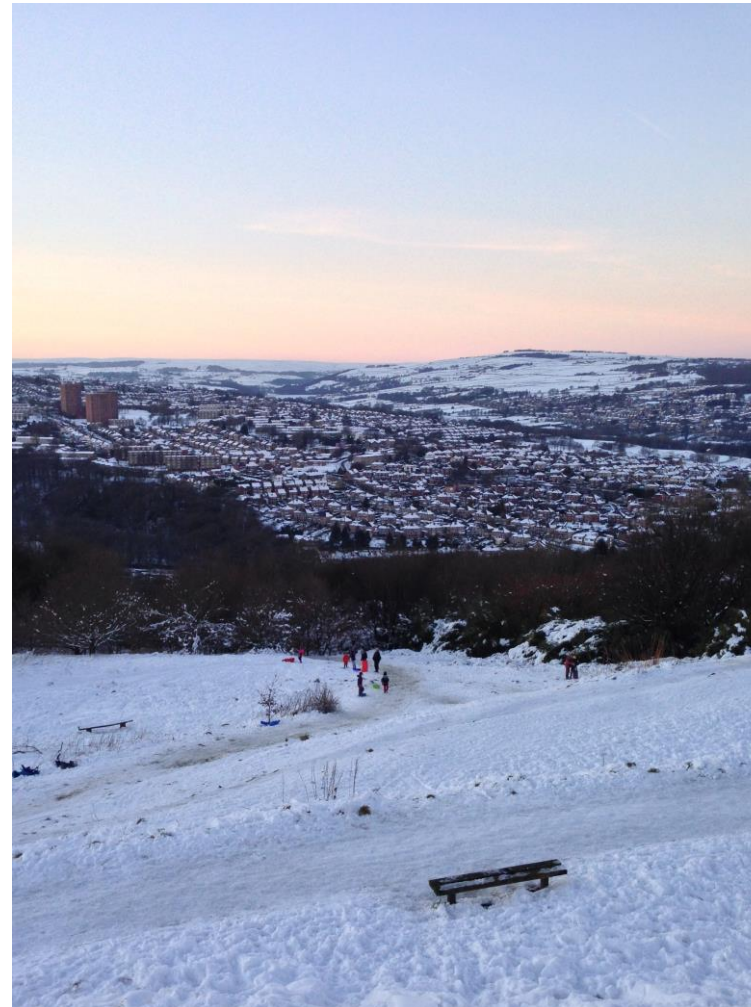
Please provide reasons for your answer

Q44: Should redevelopment of existing previously developed (brownfield) sites within the Green Belt for housing be permitted?

Please provide reasons for your answer

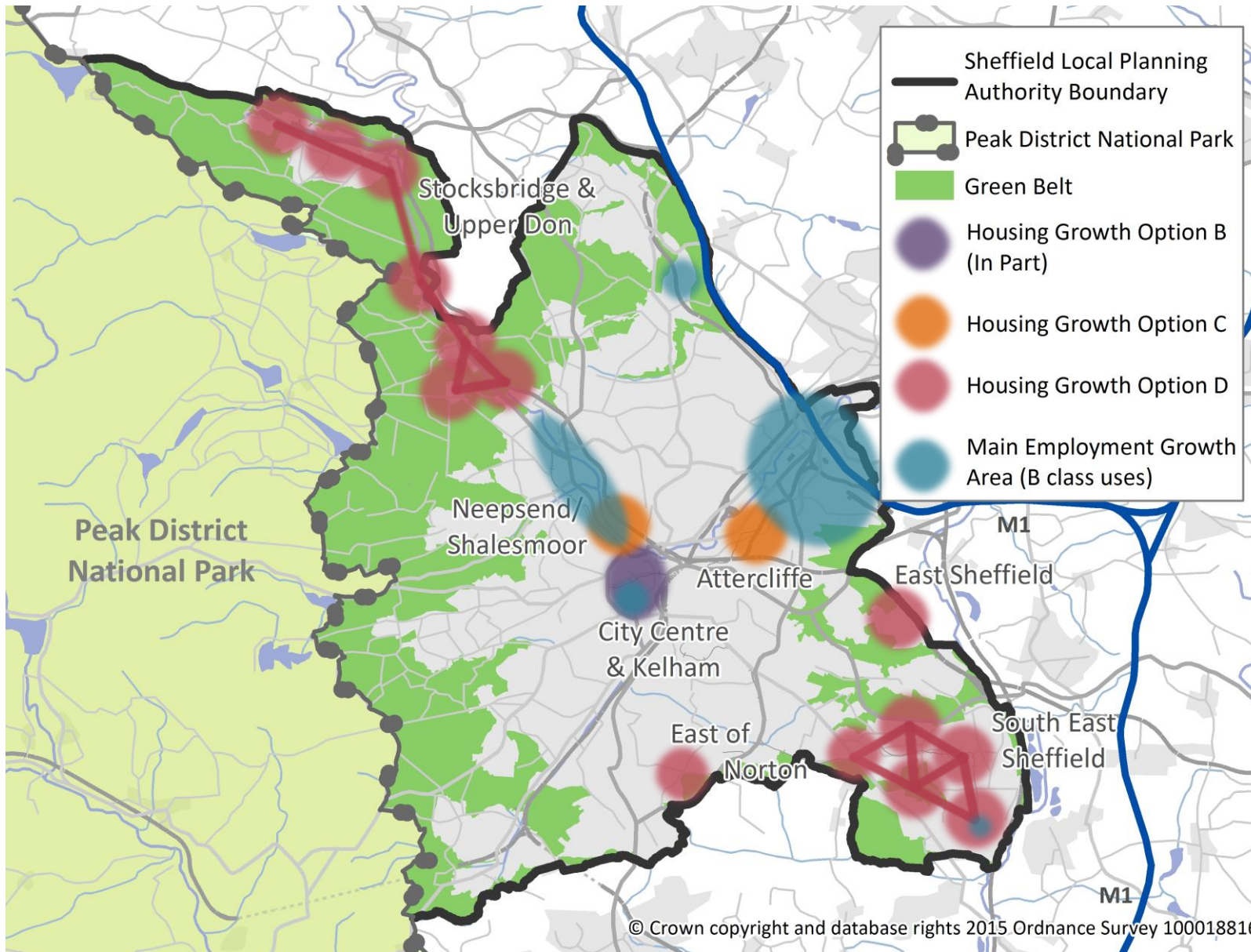Q45: What factors should be given greatest weight when deciding which sites should be allocated for development?

Please provide reasons for your answer

Option	Homes on Sites already Identified in SHLAA	Potential homes on Additional Sites (to be Identified)	Estimated Total Potential Homes
A. Urban Capacity			
(a) Land already identified in the SHLAA (excluding City Centre, Kelham and areas undergoing urban remodelling)	13,300	0	13,300
(b) Allowance for windfalls on small sites	N/A	N/A	4,000
(c) Allowance for windfalls on larger sites (excluding City Centre, Kelham and areas undergoing urban remodelling)	N/A	N/A	2,000
B. Urban Intensification			
(a) Increasing density of sites already identified in the SHLAA (excluding City Centre, Kelham and areas undergoing urban remodelling)	1,200	0	1,200
(b) Increase capacity of the City Centre and Kelham	7,700	2,300	10,000
(c) Develop 1% of urban open space (in areas with surplus provision)	0	1,550	1,550
C. Urban Remodelling			
(a) Neepsend/Shalesmoor	100	1,800	1,900
(b) Attercliffe	1,100	1,300	2,400
D. Limited number of Larger Urban Extensions into Green Belt			
(a) Stocksbridge and Upper Don Valley	0	2,000	2,000
(b) East Sheffield (as an extension to the Waverley in Rotherham Borough)	0	1,100	1,100
(c) South East Sheffield	0	2,000	2,000
(d) East of Norton (Sheffield District only)	0	1,000	1,000
E. Multiple Smaller Green Belt Releases[64]			
(a) Small urban extensions in to Green Belt	0	550	550
(b) Redevelopment of existing previously developed sites in the Green Belt	0	0	0
Maximum Total Potential	**23,400**[65]	**N/A**	**43,000**

Table 4: Summary of Potential Housing Growth

Map 5: Employment and Housing Growth Options

Legend:
- Sheffield Local Planning Authority Boundary
- Peak District National Park
- Green Belt
- Housing Growth Option B (In Part)
- Housing Growth Option C
- Housing Growth Option D
- Main Employment Growth Area (B class uses)

© Crown copyright and database rights 2015 Ordnance Survey 100018816

5.7 Other Options not being Proposed

We have already ruled out the following options on the grounds that they are not reasonable alternatives for accommodating growth in Sheffield

Growth of the smaller villages and hamlets

The smaller villages and hamlets (Bolsterstone, Brightholmlee, Dungworth, Ewden, Midhopestones, Ringinglow and Whitley) are all currently washed over by the Green Belt. They are all located in high quality landscape areas and, with the exception of Whitley, are close to the Peak District National Park boundary. Most of them are little more than loose clusters of a few houses and farms and lack local services and facilities. Significant growth in these locations would, therefore be unsustainable.

Building a major new settlement in the countryside

We have ruled out a further option, building a major new settlement in the countryside, on the grounds that there is nowhere in Sheffield where such a large-scale

---

[64] The figure for small urban extensions into Green Belt represents the residual required to meet our best estimate of housing need (43,000 homes, see page 41) in Sheffield. However, if the capacity from other sources was to deliver less than the need, some additional small Green Belt releases or redevelopment of existing previously developed sites would be needed (or needs would have to be met elsewhere in the City Region).
[65] The SHLAA identifies capacity for 22,000 homes on identified sites. This figure is higher than the SHLAA total because Option B (a) assumes a higher density can be achieved on the identified sites.

free-standing new settlement could be accommodated. This is because:

- On the eastern, southern and northern sides of the district the edge of the built-up areas is already close to the city's boundary
- On the western side of the district much of the countryside is of high landscape quality and borders the Peak District National Park

A new settlement could be considered within other districts within Sheffield City Region and, depending on its location, it could help meet housing need in Sheffield.

## 5.8 What are the implications of the options for other local authorities in Sheffield City Region?

As noted above, pursuing all five options would maximise the amount of housing that could be accommodated in Sheffield, meaning less would need to be accommodated in neighbouring districts.

A Sustainability Appraisal of the five main options and the various sub-options has been undertaken and this, along with comments received during the consultation period, will help the Council decide which ones should be taken forward as preferred options in the Draft Sheffield Plan.

What are the Citywide
Options for Growth to
2034?   72

Consultation questions

Q46: Should Sheffield seek to meet all its own housing needs within the district?

Q47: How much of the housing need within the Sheffield/Rotherham housing market area could be accommodated in other districts in Sheffield City Region (i.e. outside Sheffield and Rotherham districts)?

Q48: What would be the social, environmental and economic consequences of meeting some of the housing need in Sheffield/Rotherham in other districts in Sheffield City Region?
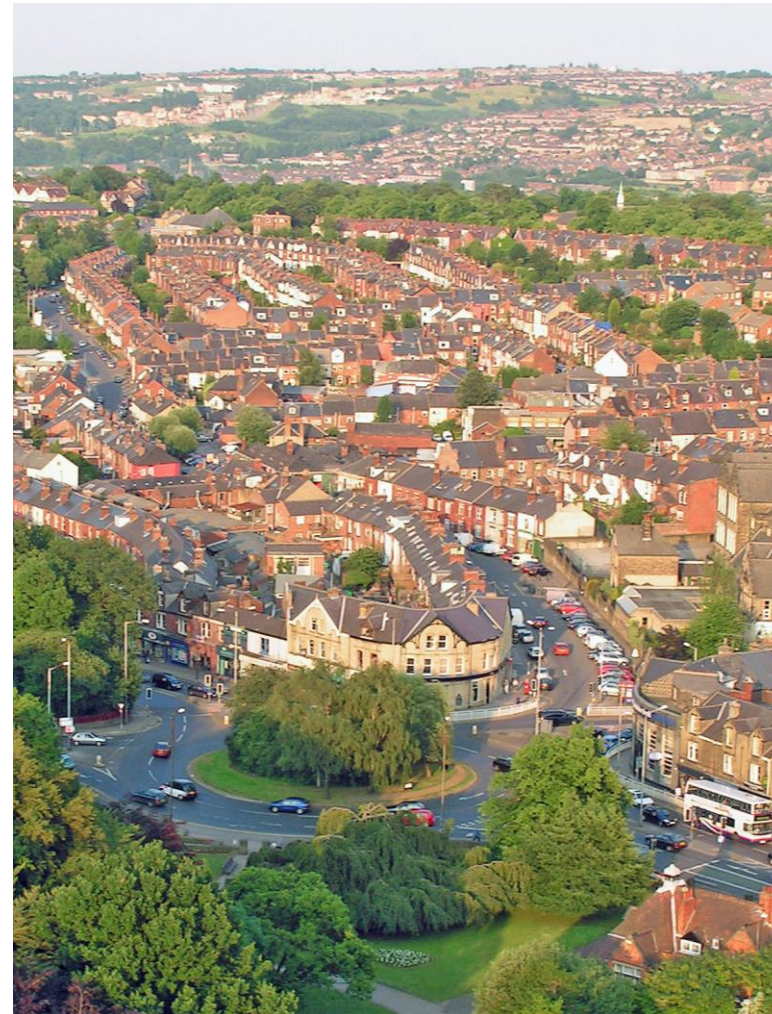
5.9 Infrastructure Required to Support the Growth Options

Transport

Moving people and goods efficiently is crucial in supporting a growing and successful economy and a sustainable, healthy city. An increase in journeys is a sign of a thriving city, but without planning and management will lead to further congestion and air pollution, impacting on people's health and opportunities for the city and its economy to grow.

Parts of Sheffield's road network are already operating at full capacity, particularly sections of the Ring Road near the hospitals and University of Sheffield, the Lower Don Valley, and J34 of the M1. We need to look to the future and plan for a network which can accommodate more journeys in a safe and sustainable way.

Existing schemes:

- A programme of improvement schemes along Key Bus Corridors, aiming to improve public transport journey reliability.
- Investment in schemes which improve connectivity, improve the public realm and enable economic growth, concentrating on the City Centre.
- A tram-train scheme, using existing rail tracks to improve access between Sheffield and Rotherham.
- A programme of cycle schemes which aim to complete gaps in the strategic network, provide

highly visible routes in the City Centre, and begin connecting schools into the strategic network.
- A 20mph programme is being gradually rolled out across the city, with suitable areas identified and prioritised by injury accident records.

What is needed for the future?

- Extensions to the tram network to serve key destinations such as hospitals, the University of Sheffield and employment sites, including the Lower Don Valley, the Advanced Manufacturing Park and Waverley, and the Upper Don Valley. This would include improved connections to the City Centre which would serve as a hub for new extensions, thereby providing excellent connectivity with the new High Speed 2 rail station.

- Expanded Park and Ride provision to serve commuters from North East Derbyshire in the south of the city and at Dore railway station; at Waverley, to serve the A630 Parkway from the M1; and at Smithywood, north of Meadowhall on the M1.

- A high quality, extended cycle network, predominantly separated from other traffic, to provide safe, direct and legible routes across the city.

- Improved connectivity between northern cities, particularly between the city centres of Sheffield, Manchester and Leeds, by both rail and road. Options for High Speed Rail 2 are being examined

by the 'Northern Powerhouse' partnership for rail connectivity between the city centres of Sheffield and Leeds.

- Improvements to the existing rail network (e.g. the Hope Valley Line) and expanded use of the heavy rail network for both heavy and light rail, for example a passenger service to Stocksbridge. This will require investment in new local stations, for example introducing a new station around Waverley.

See Map 6 overleaf for potential new transport infrastructure.
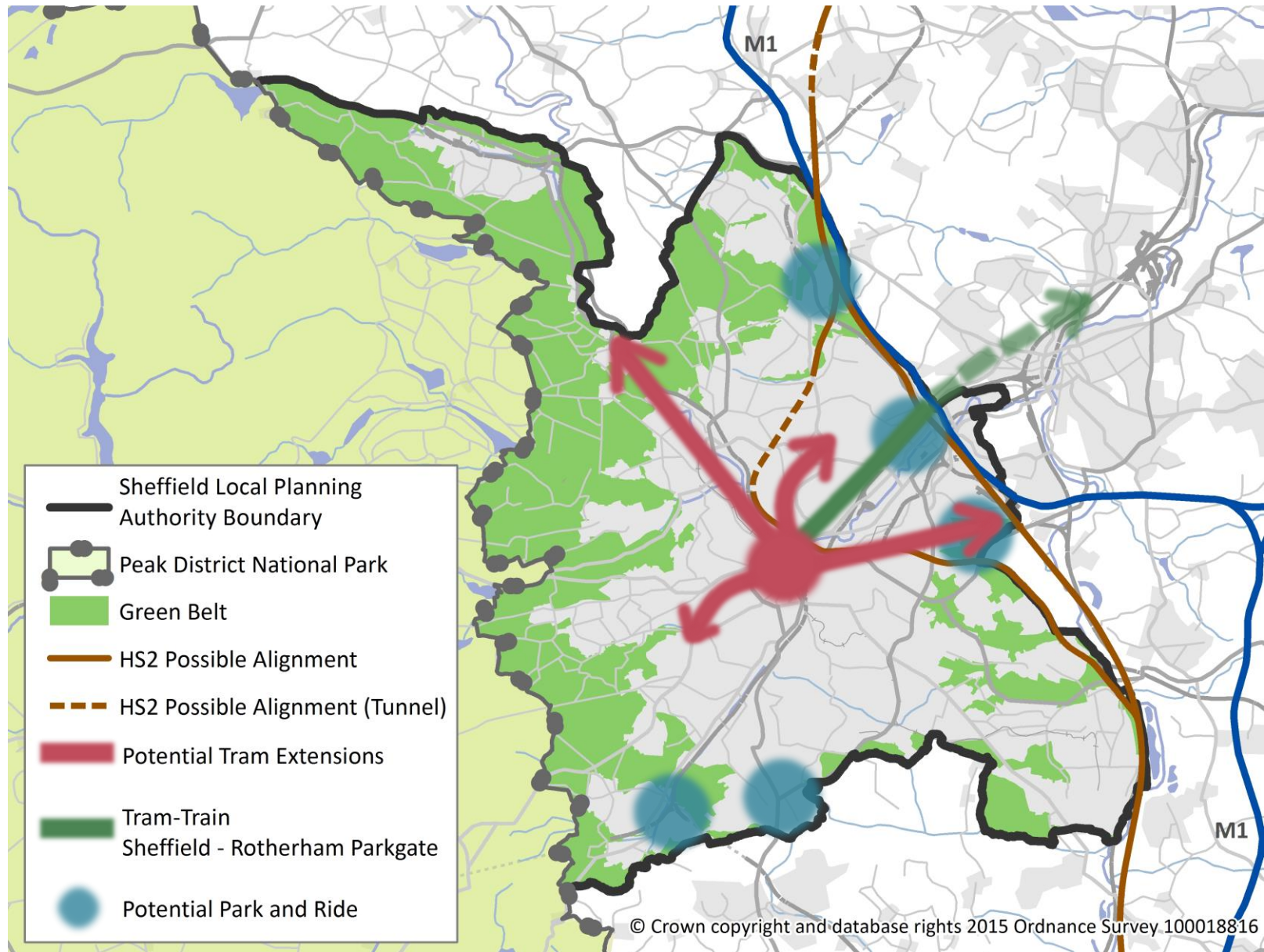
Consultation questions

Q49: Where should the Supertram network be extended?

Q50: Do you support the proposal to expand Park and Ride in the south of the city?

Please provide reasons for your answers

Q51: Do you support the principle of segregating the cycle network from other traffic?

Map 6: Potential New Transport Infrastructure

Legend:

— Sheffield Local Planning Authority Boundary

Peak District National Park

Green Belt

— HS2 Possible Alignment

-- HS2 Possible Alignment (Tunnel)

Potential Tram Extensions

Tram-Train Sheffield - Rotherham Parkgate

Potential Park and Ride

© Crown copyright and database rights 2015 Ordnance Survey 100018816

Schools and Other Community Facilities

Sheffield is currently anticipating continued increases in school pupil numbers into at least the start of the next decade. While the greatest demographic change has been in the North East and South West of the city, there has been growth across most of the city. This means that there are few surplus primary school places to accommodate increases in local school pupils.

Decisions in relation to densities and housing mixes in different parts of the city will affect where the impact on school provision will be greatest. The growth options will provide pressures which need accommodating in different parts of the city and the scale of development proposed may affect the type of school solutions that are proposed and where they are located.

Health provision in Sheffield will need to take account of the ageing population with greater health needs. Future policy and spatial focus in relation to the provision of older persons housing, in addition to areas of growth, may affect where additional health facilities are needed. Existing housing demand already makes it difficult to find additional buildings for health facilities or undertake facility expansions in some parts of Sheffield. Urban extensions or remodelling provide more opportunities for delivering services and facilities compared to options which focus on containing additional growth in current residential areas.

The Community Infrastructure Levy (CIL) will be the main mechanism for funding key infrastructure.

Waste Management

Sheffield's existing Waste Strategy[66] has a long term vision of zero waste going to landfill, and to recover value from all waste produced within the district. Sheffield's Energy Recovery Facility (ERF) currently diverts as much waste from landfill as possible, whilst also providing low carbon heating to buildings in the City Centre through the District Heating Network, and supplying low carbon electricity to the National Grid.

The District Heating Network is being extended along the Lower Don Valley. This will not only allow more businesses and homes to access the network, but also allow heat to be gathered from the Blackburn Meadows biomass power station as well as the ERF.

Sheffield's current landfill facility, Parkwood, is due to close in 2018. Whilst the ERF diverts a large amount of the city's municipal waste from landfill, this could present a void in capacity. There is also no additional capacity currently identified in neighbouring authorities.

National planning policy aims to help achieve sustainable waste management by securing adequate provision of waste management facilities of the right type, in the right place and at the right time. Waste planning authorities need to identify in their local waste

---

[66] See Sheffield's Waste Strategy

plans sites and areas suitable for new or enhanced facilities that will meet the needs of their area. National policy further recognises the importance of close co-operation between waste planning authorities, emphasising the requirements of the duty to co-operate. Increasingly, local authorities are working together in partnerships to deliver full and efficient waste services.

The Barnsley, Doncaster and Rotherham Joint Waste Plan was adopted in 2012 and runs to 2026 (although reviews of the Plan will take place during that period). The timeframe of this document, alongside the proposed timescales of the Sheffield Plan, mean that it is unlikely that a joint waste plan could be immediately developed in conjunction with neighbouring authorities, without severely delaying progress on the Sheffield Plan.

However, we are committed to reviewing waste arising, capacities required, and availability with neighbouring authorities across the City Region. This joint evidence base will be used to develop waste planning policies for Sheffield that could later be superseded by a new Joint Waste Plan.