

# **Sheffield Plan: Our City Our Future**

## **Draft Sustainability Appraisal and Strategic Environmental Assessment Scoping Report**

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**Development Services**



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# INTRODUCTION

1. This scoping report is the first stage of the Sustainability Appraisal process for the new Sheffield Plan. The Sheffield Plan will be the statutory development plan for Sheffield. It will set out the spatial policies, guidance, land use designations and site allocations for the plan period against which all planning applications and development proposals in Sheffield planning authority area will be assessed.
2. The Sheffield Plan will incorporate parts of the City Policies and Sites Document which was worked up to the Pre-Submission Draft stage in 2013, and those parts of the Core Strategy which do not need updating. These elements have already been subject to sustainability appraisals, based on a Sustainability Appraisal Framework established in the 2005 Baseline and Scoping Report. However they will need appraising based on the up-to-date scope and approach set out in this document
3. The Sustainability Appraisal (SA) is the means by which the Sheffield Plan will be assessed to ensure it provides an integrated and balanced set of policies which contribute to sustainable development. It helps to identify any issues at an early stage, which can then be addressed in advance of the plan being adopted and implemented. It incorporates the scoping of assessing environmental impacts, as required by the EU Directive on Strategic Environmental Assessments<sup>1</sup>.

## Purpose of Draft Sustainability Appraisal Scoping Report

4. The purpose of this draft scoping report is to review and update the scope and level of detail expected in the Sustainability Appraisal of the new Sheffield Plan. It recognises that a Scoping Report was produced in 2005 and the sustainability appraisal framework thus established was used to assess Local Plan policies until 2013. Some of these policies continue to be proposed for the new Sheffield Plan, however at the start of a new Plan, a comprehensive review of the Scope ensures that it is up-to-date and fit for purpose for future appraisals.
5. This draft Scoping Report covers Stage A of the Sustainability Appraisal process, set out in the Planning Practice Guidance:
  - a) It identifies other **relevant plans, policies and programmes** which may impact on the achievement of sustainable development, and **their sustainability Objectives**.
  - b) It sets out the '**sustainability baseline information**' against which progress towards more sustainable forms of development will be measured
  - c) It identifies the **key sustainability issues and challenges** for Sheffield now.
  - d) It updates the 2005-2013 **Sustainability Appraisal Framework** against which the alternative Sheffield Plan options can be assessed.

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<sup>1</sup> European Directive 2001/ 42/EC

- e) It records the required **consultation with the consultation bodies** (Natural England, Historic England and Environment Agency) on the scope of the Sustainability Appraisal Report and any changes as a result of this consultation.
6. The further stages of the Sustainability Appraisal are not the subject of this report but are outlined Figure 1 in Chapter 3 to provide a context for this Scoping Report. The further stages include the Sustainability Appraisal of the options. This helps to illustrate the benefits and risks of different development options and policy choices to enable a transparent decision-making process. The Sustainability Appraisal Report will also be consulted on, to facilitate effective public consultation on alternative courses of action, and ultimately help to justify why specific options were chosen as against others. In addition, monitoring of the significant effects of the Sheffield Plan after adoption will need to occur.

### **Consultation on Draft Sustainability Appraisal Scoping Report**

7. This draft scoping report provides consultation bodies with the proposed scope and detail of the Sustainability Appraisal and Strategic Environment Assessment required to be undertaken on the Sheffield Plan. The comments will be considered and any alterations made and fed back into a finalised Scoping Report.
8. The Scoping Report is accompanied by Topic Papers relating to each Sustainability Aim. These set out the contributing factors (baseline information, strategies, issues and challenges) which have led to the Sustainability Aims and appraisal criteria. There are also two cross-cutting Topic Papers relating to Health and Inequalities.
9. We would welcome views on any aspects of the Scoping Report or the Topic Papers.

# NEED FOR ASSESSMENTS

## Need for Sustainability Appraisals of Local Plans

10. The term 'sustainable development' has been commonly used since the early 1990s, growing in importance since the Earth Summit in Rio de Janeiro in 1992. There are numerous definitions of sustainable development. Resolution 42/187 of the United Nations General Assembly defined sustainable development as 'meeting the needs of the present without compromising the ability of future generations to meet their own need'<sup>2</sup>.

11. The UK Government's Sustainable Development Strategy<sup>3</sup> takes this forward to define the goal of sustainable development as enabling all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations. This should be pursued in ways that produce:

- A sustainable, innovative and productive economy that delivers high levels of employment; and
- An equal and inclusive society which promotes successful communities and personal well-being.

But, this must be done in ways which:

- Protect and enhance the physical and natural environment; and
- Use energy and resources as efficiently as possible.

12. It sets out five 'guiding principles' of sustainable development:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

13. The Government's refreshed Vision for Sustainable Development<sup>4</sup> is still underpinned by the five principles from the 2005 UK Sustainable Development Strategy. These five guiding principles need to be taken into account when considering the impact of the Plan against all the sustainability aims.

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<sup>2</sup> Definition originally established in 'The Brundtland Report' - Brundtland, G. (Ed) (1987) 'Our Common Future: The World Commission on Environment and Development' Oxford, Oxford University Press

<sup>3</sup> UK Sustainable Development Strategy: Securing the Future, DEFRA, 2005

<sup>4</sup> DEFRA, 2011, Mainstreaming Sustainable Development – the Government's Vision and what this means in practice.

14. The National Planning Policy Framework<sup>5</sup> (paragraph 6) sets out that ‘the purpose of the planning system is to contribute to the achievement of sustainable development’. The Framework itself constitutes what the Government’s view of what sustainable development in England means in practice for the planning system. It refers to the mutually dependent dimensions of sustainable development, which are social, economic and environmental.

15. Local Plans are seen as key to delivering sustainable development<sup>6</sup> which reflects the vision and aspirations of local communities, due to their critical importance in planning decisions.

16. Local Plans provide the opportunity to plan spatially. The Framework requires Local Plans to be based on and reflect the Framework’s approach of the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.

17. For plan-making, the Framework sets out that this means that:

- Local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
  - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - specific policies in this Framework indicate development should be restricted.

18. A sustainability appraisal is an “integral part of the plan preparation process and should consider the all the likely significant effects on the environment, economic and social factors”. Thus the sustainability appraisal process is the means to test how the plan can contribute to improvements in environmental, social and economic conditions, as well as a means of identifying and mitigating any potential adverse effects that the plan might otherwise have. By doing so, it can help make sure that the proposals in the plan are the most appropriate given the reasonable alternatives. It can be used to test the evidence underpinning the plan and help to demonstrate how the tests of soundness have been met.

19. The Sustainability appraisal process should be applied as an iterative process informing the development of the Sheffield Plan.

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<sup>5</sup> DCLG, The National Planning Policy Framework, 2012

<sup>6</sup> Under section 39(2) of the Planning and Compulsory Purchase Act 2004 a local authority exercising their plan making functions must do so with the objective of contributing to the achievement of sustainable development.



## **Strategic Environmental Assessment**

20. European Directive 2001/ 42/EC requires Strategic Environmental Assessments (SEA) to be carried out on certain plans and programmes, including Local Plans, to assess their effect on the environment. SEA is the process of systematically assessing strategic policies, plans and programmes, to ensure that significant environmental effects that might arise from them are identified. Once identified, these effects are then communicated to decision-makers, mitigated and monitored. It is also a key requirement of the SEA process that opportunities for public involvement are provided.
21. The UK Government's Sustainability Appraisal Process incorporates the identification and mitigation of impacts on the environment, as well as on the social and economic dimensions of sustainable development. The City Council intends that the Sustainability Appraisal Report will meet the requirement for an Environment Report under the SEA Directive.
22. This draft scoping report covers particular aspects required to be undertaken for the Strategic Environment Assessment, as set out in the Environmental Assessment of Plans and Programmes Regulations 2004. Table 2 in Chapter 4 signposts clearly where these requirements have been met during the sustainability process, both in this Sustainability Appraisal report and its appendices, and in other earlier documents.
23. Some Neighbourhood Plans or Supplementary Planning Documents will also require a Strategic Environment Assessment to be undertaken if they fall within the scope of the Environmental Assessment of Plans and Programmes Regulations 2004. Thus the first stage in the process for Neighbourhood Plans or a Supplementary Planning Document is a "screening" process, to consider whether the document is likely to have significant effects, and therefore whether a SEA is needed (see figure 2). Annex 2 of the SEA Directive includes criteria to determine the "significance" of the effects arising from the implementation of a Neighbourhood Plan or a Supplementary Planning Document. Whether a SEA is needed or not, a qualifying body (a neighbourhood forum or parish/town council, in the case of Sheffield) must be able to demonstrate how a Neighbourhood Plan contributes to achieving sustainable development

## **Other Assessments**

24. Consideration has been given whether the Sustainability Appraisal and Strategic Environmental Assessment could incorporate a number of other assessments or whether they need to be free-standing:
  - Habitats Regulation Assessment (HRA)
  - Equalities Impact Assessment (EqIA)
  - Health Impact Assessment (HIA)
25. The following paragraphs set out the reasons for these assessments. The links between the Sustainability Aims and Habitats, Equalities, and Health is shown at Table 5 in Chapter 5.

## **Habitats Regulation Assessment**

26. The EU Habitats Directive sets out the requirement to carry out an Appropriate (Habitats Regulations) Assessment. This requires local planning authorities to consider the impact of plans on European sites of nature conservation interest (e.g. Special Areas of Conservation and Special Protection Areas) and to ensure that they are not significantly adversely affected. A HRA for the Sheffield Plan will be undertaken alongside but separate to the SEA/Sustainability Appraisal process and consulted on separately. The findings of each process will inform each assessment.
27. Similar to the SEA, the HRA regulations require Neighbourhood Plans and Supplementary Planning Documents to be screened to check whether such an assessment needs to be done. This screening requires consultation with the Environment Agency, Natural England and Historic England. The level of detail within the HRA/SEA and the potential significance of the effects will depend the nature of the proposals set out within the Neighbourhood Plan or Supplementary Planning Document, including the extent to which proposals would affect the integrity of conservation sites of international importance (Natura 2000 sites) and give rise to significant environmental effects which have not already been appraised or identified through the plan process (e.g. a Neighbourhood Plan proposes more growth/development than is identified in the Sheffield Plan, or includes new sites such as housing allocations). Where an HRA or a SEA is required, it is responsibility of the local authority to determine whether or not the Neighbourhood Plan or Supplementary Planning Document complies with these regulations.

## **Equality**

28. The Equalities Act 2010 requires local authorities to assess any of their decisions of a strategic nature for their impact on a range of 'protected' groups who may be otherwise be discriminated against by the outcomes of the decision in question. This is called an "Equalities Impact Assessment". As the Sheffield Plan and future Neighbourhood Plans will form the statutory development plan for the whole of Sheffield, they would need to be assessed.
29. The Fairness Commission provides baseline evidence and aspirations for creating a Fairer Sheffield by 2023. The Cross-cutting Equalities Topic Paper at Appendix 1 relates the inequalities issues raised in the Fairness Commission to the Sustainability Appraisal Aims, and which protected groups may benefit by the achievement or not of the Sustainability Aims by the Sheffield Plan. Therefore it may be possible to use the results of the Sustainability Appraisal to ascertain the Equalities impact of the Plan. Due to the consideration of the impact on a wide range of protected groups, it may not be possible to dovetail the Equalities Impact Assessment into the current Sustainability Appraisal Framework. However as previously described, there will be close connections between the two assessments.

## Health

30. The NPPF sees healthy communities as an integral part of the presumption in favour of sustainable development, particularly in relation to the social role. The Health sector also recognises sustainable development as being fundamental to continually improving health and wellbeing and delivering high quality care now and for future generations, within available financial, social and environmental resources. The Sustainable Development Strategy for the Health, Public Health and Social Care System 2014-2020 flows from the goals, aims and guiding principles of the UK Government's Sustainable Development Strategy. The vision for a sustainable health and care system is suggested to be pursued through reducing carbon emissions, protecting natural resources, preparing communities for extreme weather events and promoting healthy lifestyles and environments.

31. In Sheffield, the Director of Public Health Report for 2014 takes climate change as its theme and has as one of its recommendations:

*The Health and Wellbeing Board, and Sheffield's NHS Foundation Trusts, should adopt an explicit sustainability policy aimed at ensuring that Sheffield meets its carbon reduction obligations by 2020. This should be underpinned by the adoption of a sustainability manifesto for the health and social care system in the City.*

32. In addition 'health' is one of the areas of a call for evidence to the Green Commission, received between winter 2014 and summer 2015. The final report of the Green Commission is still awaited.

33. Public Health has been considered in the review of the Sustainability Appraisal Framework. Public Health colleagues have contributed to this, as well as providing baseline data and monitoring information on the health issues and health inequalities affecting Sheffield. This has led to a recommendation in the Director of Public Health Report for 2015 that:

*The Council should ensure that health issues are built into local development and regeneration plans and integrating adaptation principles in to the local planning framework*

34. Public Health is seen as a cross-cutting theme across all the Sustainability Aims. So the benefits and outcomes for improving and maintaining physical and mental health and wellbeing have been integrated across the whole of the Sustainability Appraisal Framework, rather than having a single stand-alone health sustainability objective to cover all health aspects. The Cross-Cutting Health Topic Paper at Appendix 1 explains this in more detail. The 'Planning Healthier Places' report<sup>7</sup> provides help with this. Therefore there is no intention to undertake a separate detailed health impact assessment on the Sheffield Plan.

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<sup>7</sup> Planning Healthier places – report from the reuniting health with planning project, Town and Country Planning Association and Public Health England, 2013

# WHAT WILL BE APPRAISED

## Applicability to the Sheffield Plan and Neighbourhood Plans in Sheffield

35. This report is the draft Scoping Report for the Sustainability Appraisal of the Sheffield Plan, but it would also be helpful for informing any SEAs required on Neighbourhood Plans within Sheffield.
36. The staged Sustainability Appraisal/SEA process is similar, whether for Local Plans or Neighbourhood Plans, apart from the initial screening stage of Neighbourhood Plans. Figure 1 later in this Chapter shows the Sustainability Appraisal process alongside the Local Plan process, as set out in the National Planning Practice Guidance. Figure 2 shows the SEA process alongside the Neighbourhood Plan preparation process, where an SEA is required.
37. The Sustainability Appraisal process thus follows from the very start of producing a new Local or Neighbourhood Plan through to its adoption and monitoring. It shows how a Local Plan has been improved to respond to issues raised in the Sustainability Appraisals or SEA.

## Sheffield Plan

38. A new Sheffield Plan is required to take account of the challenges and opportunities which have emerged since, and therefore which have not been taken account of in Sheffield's current Local Plan.
39. Sheffield's current Local Plan consists of the Sheffield Core Strategy (adopted 2009 and subject to a sustainability appraisal process) and the Unitary Development Plan saved policies and proposals. We had also been working on a draft City Policies and Sites Document, which reached the Pre-Submission stage for consultation in 2013. However this did not sufficiently anticipate and take account of all the trends occurring in Sheffield now and expected in the next 15-20 years. Therefore the City Policies and Sites Document could not proceed to adoption.
40. A new Sheffield Plan would take account of and plan for the challenges and opportunities not addressed by the Core Strategy and Pre-Submission City Policies and Sites Document, and take forward those parts of the documents which are still relevant and up-to-date. Policies and sites being taken forward have already been subject to sustainability appraisal, but will need re-appraising in relation to the approach and evidence set out in this draft Scoping Report.
41. The Sheffield Plan relates to the Sheffield planning authority area. This is all of the Sheffield Council area which is not in the Peak District National Park planning authority area.
42. The Sheffield Plan is proposed to last for 15 years, from 2018/19 to 2033/34.

43. The Local Development Scheme provides a breakdown of the timetable for producing the Sheffield Plan, particularly in relation to the consultations required by Regulations.

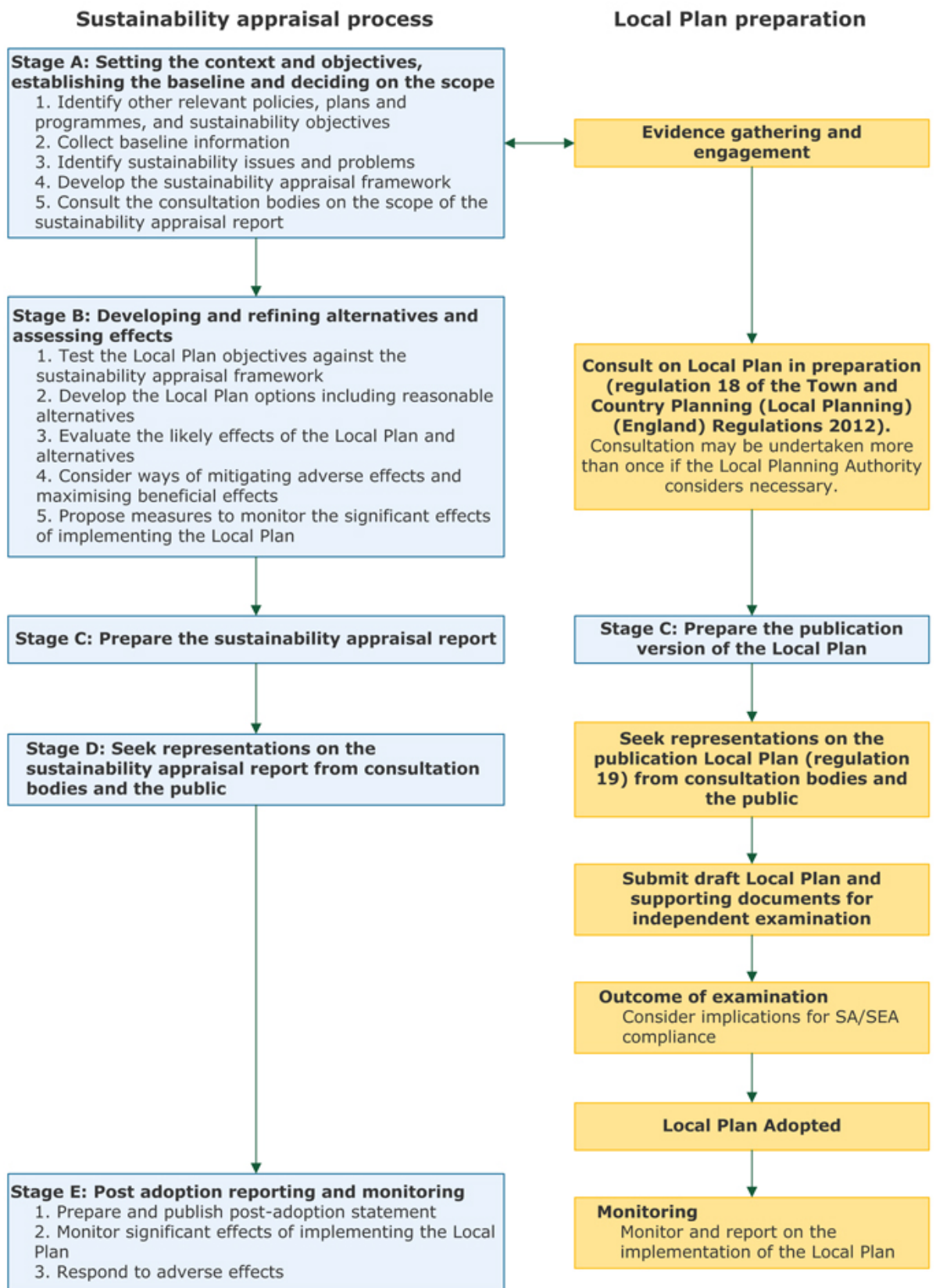
### **Strategic Environment Assessments and Neighbourhood Plans**

44. Neighbourhood Plans may not need to undertake this five-stage approach, if they are not required to undertake a SEA. However Qualifying Bodies are required to demonstrate that the Neighbourhood Plan will contribute to achieving sustainable development and a Neighbourhood Plan is required to generally conform to the strategic policies of Sheffield's currently adopted Local Plan.

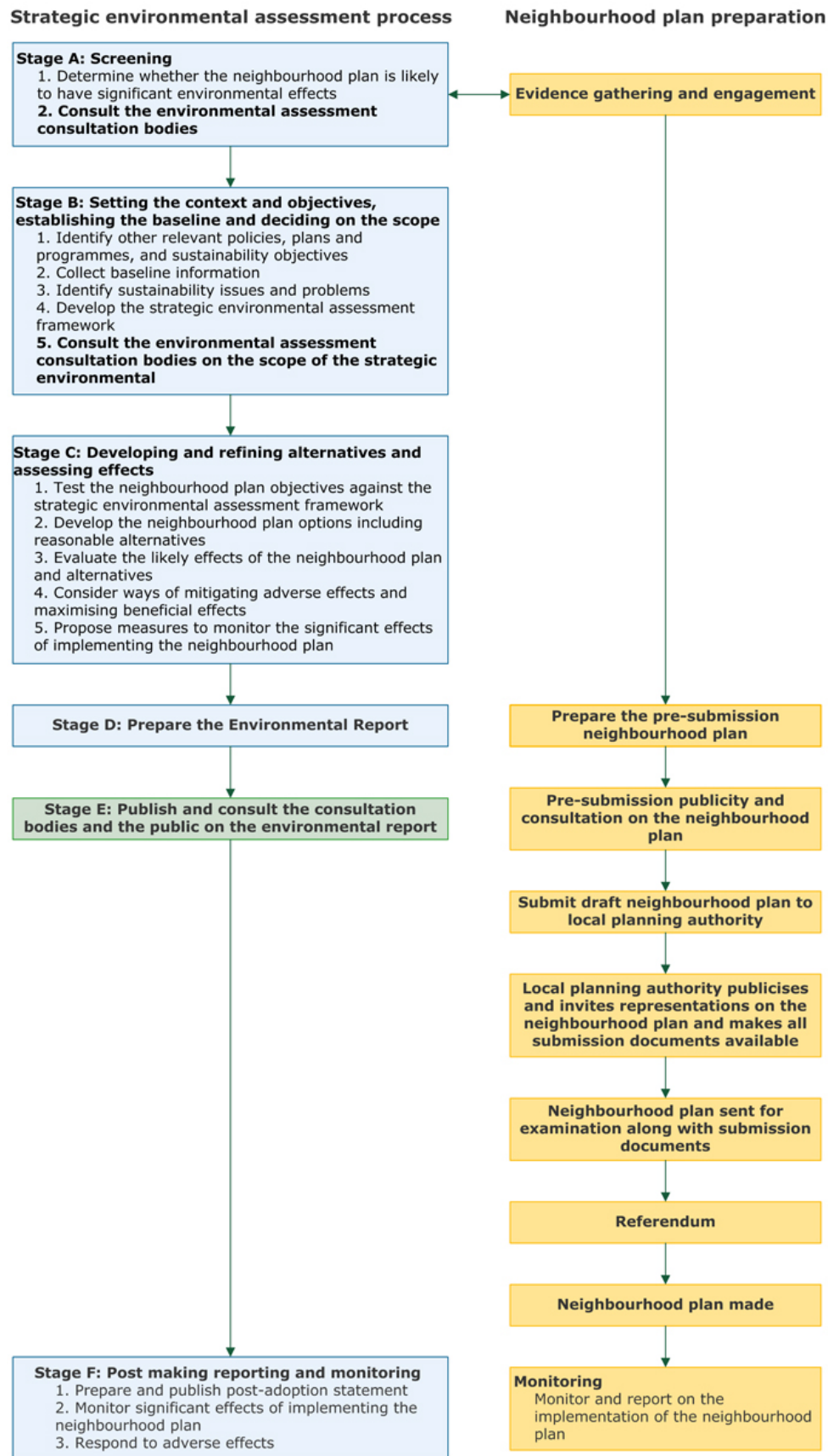
45. The scope and approach set out in this report may still be useful for Qualifying Bodies with regard to the latter two requirements. If a Neighbourhood Plan is required to undertake a SEA, this must be proportionate and relevant to the Neighbourhood Plan being assessed. A scoping specific to the Neighbourhood Plan and area would need to be produced, outlining the specific environmental characteristics of the Neighbourhood Plan Area. The Neighbourhood Plan should contribute to achieving sustainable development, the easiest means of demonstrating this may be to widen the scope of the SEA from solely environmental characteristics to include social and economic, like a Sustainability Appraisal.

46. As Sheffield embarks on its new Plan, the Sustainability Appraisal is required to assess a "do-nothing"/"business-as-usual" option. This could be continuing with the currently adopted Local Plan policies, including the strategic ones which a Neighbourhood Plan is required to be in general conformity with. The currently adopted Local Plan policies have been subject to Sustainability Appraisals before, based on the Scoping set down in the 2005 Scoping Report. A re-assessment of any current Core Strategy policies would be using the approach and methodology set out in this draft Scoping Report. The re-assessment will therefore reflect most up-to-date baseline information and relevant plans and programmes, and current and future sustainability issues. Therefore this Scoping Report and the Sustainability Appraisals of the emerging Sheffield Plan will be useful for any Qualifying Bodies whose Neighbourhood Plans require SEA. It will help in seeing whether the strategic policies of the currently adopted Local Plan are still the most sustainable options to take forward or not.

Figure 1: Sustainability Appraisal Process in relation to the Sheffield Plan process



**Figure 2: Strategic Environmental Assessment Process for Neighbourhood Plans**



# SCOPING OF THE SUSTAINABILITY APPRAISAL

## Stages of the Sustainability Appraisal Process

47. Where sustainability appraisals are needed, the Sustainability Appraisal/SEA Process comprises five-stages, as advocated by the Planning Practice Guidance (see figures 1 and 2 in Chapter 3).

## Context for the Sheffield Sustainability Appraisal

48. This report sets out the **Scope and Approach of the Sustainability Appraisal/Strategic Environment Assessment Process (Stage A)**, primarily for the new Sheffield Plan. Stage A relates to Setting the Context and Objectives, Establishing the baseline and deciding on the Scope.

49. The draft Scoping Report has been undertaken in-house with informal dialogue and contributions from other “experts”. The approach adopted in undertaking the Sheffield Sustainability Appraisal is based on guidance set out in:

- Planning Practice Guidance on Sustainability Appraisals
- Planning Advisory Service’s “Good Plan Making Guide” (2014) and their Support webpages
- A Practical Guide to the Strategic Environmental Assessment Directive (ODPM, 2005)

50. Sheffield City Council has previously undertaken this scoping stage for the Sustainability Appraisal of its current Local Plan (formerly known as the Sheffield Development Framework), and updated it whenever sustainability appraisals have been undertaken. This was undertaken initially in 2005, and therefore needs completely reviewing.

51. The Sustainability Aims in the 2005 Sustainability Appraisal Framework are the starting point for this review, as they comprehensively cover all the aspects required to be covered by the Sustainability Appraisal process and the Strategic Environmental Assessment Directive. For some of the Aims, the issues will still be similar, and the findings of previous Sustainability Appraisals for those particular Aims may be similar. However for others, there have been significant changes.

52. We have adopted a thematic approach to gathering the evidence required for this scoping stage. This has resulted in a Topic Paper for each Sustainability Aim, apart from Aims 6 & 7 which are included within one Transport Topic Paper. Additional Topic Papers have been produced for Health and for Equalities, which are more cross-cutting considerations which relate to a wide range of Sustainability Aims. The Equality and Health Topic Papers are set out in Appendix 1 and the Sustainability Aim Topic Papers are set out in Appendix 2. There are also inter-linking areas, which are considered from different angles by different Sustainability Aims. For example water issues are covered by the Sustainability Aim about protecting and enhancing Water Resources but the flood risk part of water issues is considered in the Sustainability Aim relating to Climate Change.



## Stage A of the Sustainability Appraisal Process

53. Table 1 below sets out the key steps for this stage and where the relevant information can be found in the Scoping Report and accompanying Topic Papers. Steps A1-A4 inform each other and are not, therefore, intended to be completed in a linear process.

54. Informal consultation has occurred with experts to inform Steps A1 to A5, and the statutory consultation required at Step A5 will lead to any necessary changes to the Scoping Report and will inform the future stages of the Sustainability Appraisal process.

Table 1: Steps in Stage A - the Scoping process and their purpose

Stage	Purpose	Where can this be found?
<b>A1 Identifying links to other relevant plans, strategies and programme; and sustainability objectives</b>	To assess the context provided by other plans and programmes – in particular relevant environmental, social and economic objectives and requirements. The main implications for the Sheffield Plan and the Sustainability Appraisal can be identified.	Topic Papers And Chapter 6
<b>A2 Collect baseline Information</b>	To assess existing environmental, social and economic characteristics of the area (and how they are changing), and their likely evolution without the implementation of a Sheffield Plan. This provides an evidence base for the Sheffield Plan and the appraisal	Topic Papers And Chapter 7
<b>A3 Identify sustainability issues &amp; problems</b>	To help set priorities for the Plan to address, and focus the appraisal of emerging policies.	Topic Papers And Chapter 8
<b>A4 Develop the Sustainability Appraisal Framework</b>	To develop sustainability aims and appraisal criteria against which emerging policies may be assessed, and identify more specific requirements that need to be considered to consider the impact on the objectives.	Topic Papers And Chapters 9 and 10

Stage	Purpose	Where can this be found?
<b>A5 Statutorily Consult the Consultation bodies (Natural England, Historic England, Environment Agency) on the scope of the Sustainability Appraisal</b>	To ensure that the Sustainability Appraisal covers the likely significant effects of the plan and to ensure that the Sustainability Appraisal process is and will be robust and suitably comprehensive in order to support the production of the plan. The Scoping Report will be updated to reflect any changes as a result of this five week consultation.	The Topic Papers to date include any <b>informal consultation/dialogue with experts</b> and will be updated to reflect consultation comments from the statutory consultation. Chapter 11 of the Scoping Report

### Report Structure relating to the Steps

55. The rest of the Scoping Report provides an overview of the Steps required in Stage A and the Topic Paper structure reflects this.
56. Chapter 5 sets out purpose and review of the Sustainability Aims. It includes an overall list of Sustainability Aims, their compatibility and how they relate to the SEA topics listed in Annex 1 of the SEA Directive. This is expanded in the Topic Paper for each Sustainability Aim.
57. Chapter 6 highlights the type of strategies and plans included in this review and why they are relevant to the Sheffield Plan and the Sustainability Appraisal. The relevant plans, programmes and strategies are set out in the Topic Paper for each Sustainability Aim.
58. Chapter 7 brings together the key sustainability issues identified in the Topic Papers.
59. Chapter 8 sets out the whole Sustainability Appraisal Framework, which will be used to assess the likely effects of the Sheffield Plan.
60. Chapter 9 outlines how the effects of the Sheffield Plan will be assessed.
61. Chapter 10 explains the statutory consultation on this draft Scoping Report
62. Chapter 11 sets out the next steps after this scoping stage

### Relationship between Scoping Stage and Strategic Environment Assessment Requirements

63. Table 2 shows how the Sustainability Appraisal Process complies with the SEA European Directive.

Table 2: Signposts to where requirements of the SEA Directive have been fulfilled

<b>Article</b>	<b>The SEA Directive's Requirements</b>	<b>Where covered in the Sustainability Appraisal Report</b>
5(1) (a)	An outline of the contents, main objectives of the plan or programme	For next stage of process
	and relationship with other relevant plans and programmes;	Topic Papers
5(1) (b)	The relevant aspects of the current state of the environment	Topic Papers & Chapter 7
	and the likely evolution thereof without the implementation of the plan or programme;	Topic Papers & Chapter 7. More detail at next stage.
5(1) (c)	The environmental characteristics of areas likely to be significantly affected;	Topic Papers & Chapter 7
5(1) (d)	Existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	Topic Papers And Chapter 7 of this Scoping Report
5(1) (e)	The environmental protection objectives, established at international, community or member state level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;	Topic Papers And Chapter 6 of this Scoping Report
5(1) (f)	The likely significant effects <sup>8</sup> on the environment including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors.	For next stage of process
5(1)	The measures envisaged to prevent, reduce	For next stage of

<sup>8</sup> These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects.

Article	The SEA Directive's Requirements	Where covered in the Sustainability Appraisal Report
(g)	and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	process
5(1) (h)	An outline of the reasons for selecting alternatives dealt with,	For next stage of process
	and a description of how the assessment was undertaken including any difficulties encountered in compiling the required information;	For next stage of process
5(1) (i)	A description of the measures envisaged concerning monitoring;	For next stage of process
5(1) (j)	A non-technical summary of the information provided under the above headings;	For next stage of process

## **SUSTAINABILITY AIMS**

64. Sheffield's original 20 sustainability aims were first established in 2006, through a Sustainability Appraisal Panel and accepted by consultation bodies as part of the 2006 Scoping Report consultation. They were reviewed progressively at key Sustainability Appraisal stages in the plan-making process, the last of which was in 2013. Therefore this was the starting point for reviewing the Sustainability Aims.
65. The scoping exercise explained and demonstrated in this draft Scoping Report has resulted in 17 Sustainability Aims, with many similarities with the previous Aims and some amalgamations. However the draft wording for these 17 Sustainability Aims reflect the evidence in the Topic Papers related to each Sustainability Aim and have also been considered holistically to minimise any overlaps between aims, and to provide a balance between economic, social and environmental issues (see table 3 below). Therefore these 17 Sustainability Aims, when taken together, address the full range of sustainability issues. A Sustainability Aim relating to physical utilities infrastructure has no longer been included because this relates primarily to deliverability or viability of sites, which will be assessed separately.
66. The Topic Papers list any informal dialogue with "experts" and stakeholders which have informed Stage A, as relevant to each Sustainability Aim. However all aspects of the draft Scoping Report and Topic Papers are available for modification, as a consequence of changes required by the statutory SEA consultation on the draft Scoping Report. This will ensure that the Sustainability Appraisal Framework aligns with expert perspectives.
67. The Sustainability Aims are used to test the relative performance of the options available, and the potential impacts of the Plan. The aims reflect desired environmental, social or economic outcomes, rather than measures that would assist in achieving those outcomes (they focus on the ends rather than the means).

### **SEA Topics**

68. The SEA Directive lists a number of specific environmental issues ("SEA Topics") that must be addressed in any appraisal. Table 3 lists the Sustainability Aims in which these SEA Topics are primarily addressed. 'Material assets' could be said to be addressed by all the Sustainability Aims, therefore this is only listed against Key Aims. This table illustrates that Health is actually covered by a number of Sustainability Aims and is not the remit of just one or two. This is backed up in the discussion in the Health Topic Paper.
69. Table 4 also looks at which particular aims will take account of the five guiding principles in the UK Sustainable Development Strategy. This means that the guiding principles will be taken into account when considering the impact of the plan against all the sustainability aims. Promoting Good Governance will happen

through the process of comparing sustainability appraisals of options, and drawing conclusions on pursuing particular options, at the various iterative stages in the Sheffield Plan process.

### **Sustainability Aim Consistency**

70. There has been an attempt to minimise the overlap between the Sustainability Aims. However there may be baseline data and appraisal criteria which are relevant to more than one Sustainability Aim.
71. A consistency matrix (see Table 5) has been created to help identify any tensions between the objectives. This highlights areas where priorities may need to be determined during plan production (and where mitigation measures may be required). The consistency matrix demonstrates that whilst many objectives are clearly compatible, there is some uncertainty regarding the compatibility of others. These are the ones advocating potential development of some kind and this would depend on how the objectives were implemented. Potential incompatibility may be able to be addressed, or partially addressed, through appropriate mitigation (for example: innovative design, sustainable construction, making efficient use of urban land). Through appropriate mitigation, the potential incompatibility can be turned around. For example, a new housing development could potentially harm the character and appearance of the built environment, but if designed well, it could make a positive contribution in enhancing it. In some instances the incompatibility of objectives may be so significant that, in considering alternatives and developing policy options, choices would have to be made regarding the level of environmental damage that could be acceptable and which could not be mitigated. Indeed the Sustainability Appraisal may indicate that proposed levels of development would be unacceptable. The NPPF (para 14) states that development needs should not be met in full if the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. In this regard, sustainability appraisals can test whether development needs can be delivered and to inform decision making about such choices.

Table 3: Relationship between Sustainability Aims, SEA Topics and Other Assessments

	SEA Topic*	Sustainability Aims	Relation to Other Assessments		
			Habitats	Equality	Health
ECON/ SOCIAL	Material Assets	1. A vibrant and competitive <b>economy</b> with good job opportunities available to the whole community.		✓	✓
ECON/ SOCIAL	Population	2. <b>Education</b> and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.		✓	✓
SOCIAL	Population	3. Decent and appropriate affordable <b>housing</b> available to everyone.		✓	✓
SOCIAL	Population	4. <b>Health services</b> provided for the health needs of the whole population and which tackle health inequalities.		✓	✓
SOCIAL	Population	5. Open space and cultural, <b>leisure and recreational</b> facilities available for all.			✓
ENV	Air; Climatic Factors	6. Significant development focused in locations that reduce the need to <b>travel</b> and the fullest possible use made of public transport, walking and cycling.		✓	✓
ECON	Population; Air, Climatic factors	7. An <b>efficient transport network</b> which maximises access and minimises detrimental impacts		✓	✓
ENV	Soil; Material Assets	8. Use of <b>land</b> which supports regeneration of the urban area and protection of valuable <b>soil and mineral</b> resources.			✓
ALL 3	Material Assets	9. An attractive, high quality <b>built environment</b> that works well and lasts.		✓	✓
ENV	Cultural heritage**	10. The <b>historic environment</b> protected and enhanced.			
ENV	Landscape	11. High quality natural <b>landscapes</b> protected and poor landscapes enhanced.			
ENV	Fauna, Flora, Biodiversity	12. <b>Ecological and geological</b> assets created, conserved, managed and enhanced.	✓		
ENV	Water	13. <b>Water</b> resources protected and enhanced.			
ENV/ SOCIAL	Climatic Factors	14. Greenhouse gas emissions minimised and the impact of <b>climate change</b> effectively managed.			✓
ENV/ SOCIAL	Climatic Factors, Air, Health	15. Air quality improved and impacts of environmental <b>pollution</b> minimised or mitigated.		✓	✓
ENV /ECON	Material Assets	16. <b>Energy</b> consumption minimised and use of sustainable energy sources maximised.			✓
ENV	Material Assets	17. Minimal production of <b>waste</b> and the reuse, recycling and recovery of waste maximised.			✓

\* The SEA Topic of Health is covered by a number of Sustainability Aims: see Health in right hand column and Health Section in Chapter 3

\*\*This includes architectural and archaeological heritage.

Table 4: Sustainability Aims – their relationship to different elements of sustainable development.

Sustainability Aims	Guiding Principles of Sustainable Development				
	Achieving a sustainable economy	Ensuring a strong, healthy and just society	Living within environmental limits	Promoting good governance	Using sound science responsibly
1. A vibrant and competitive <b>economy</b> with good job opportunities available to the whole community.	✓	✓			✓
2. <b>Education</b> and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.	✓	✓			
3. Decent and appropriate <b>housing</b> available to everyone.	✓	✓			
4. <b>Health services</b> provided for the health needs of the whole population and which tackle health inequalities.		✓			✓
5. <b>Open space and cultural, leisure and recreational</b> facilities available for all.	✓	✓			✓
6. Significant development focused in locations that reduce the <b>need to travel</b> and the fullest possible use made of public transport, walking and cycling.	✓	✓	✓		
7. An efficient <b>transport network</b> which maximises access and minimises detrimental impacts	✓	✓	✓		✓
8. <b>Use of land</b> which supports regeneration of the urban area and protection of valuable soil and mineral resources.			✓		
9. An attractive, high quality <b>built environment</b> that works well and lasts.		✓			
10. The <b>historic environment</b> protected and enhanced					
11. High quality natural <b>landscapes</b> protected and poor landscapes enhanced.			✓		
12. <b>Ecological and geological</b> assets created, conserved, managed and enhanced.			✓		
13. <b>Water</b> resources protected and enhanced.			✓		✓
14. Greenhouse gas emissions minimised and the impact of <b>climate change</b> effectively managed.		✓	✓		✓
15. Air quality improved and impacts of environmental <b>pollution</b> minimised or mitigated.		✓	✓		✓
16. <b>Energy</b> consumption minimised and use of sustainable energy sources maximised.			✓		✓
17. Minimal production of <b>waste</b> and the reuse, recycling and recovery of waste maximised.			✓		✓



Table 5: Testing Compatibility of Sustainability Aims

SUSTAINABILITY AIMS	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1. A vibrant and competitive <b>economy</b> with good job opportunities available to the whole community.	C	-	C	-	-	C	?	?	?	?	?	?	?	?	-	?
2. <b>Education</b> and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.		-	C	-	C	-	?	?	?	?	?	?	?	?	-	?
3. Decent and appropriate affordable <b>housing</b> available to everyone.			C	C	C	-	?	?	?	?	?	?	C	C	-	?
4. <b>Health services</b> provided for the health needs of the whole population and which tackle health inequalities.				C	C	-	-	C	?	?	?	?	?	C	C	?
5. Open space and cultural, <b>leisure and recreational</b> facilities available for all.					C	?	?	C	-	C	?	C	C	C	-	-
6. Significant development focused in locations that reduce the need to <b>travel</b> and the fullest possible use made of public transport, walking and cycling.						C	C	?	?	C	?	?	C	C	C	-
7. An efficient <b>transport network</b> which maximises access and minimises detrimental impacts							?	?	?	?	?	?	C	C	?	-
8. Use of <b>land</b> which supports regeneration of the urban area and protection of valuable <b>soil and mineral</b> resources.								?	?	?	?	C	?	?	-	?
9. An attractive, high quality <b>built environment</b> that works well and lasts.								C	?	C	-	-	-	-	-	-
10. The <b>historic environment</b> protected and enhanced.										-	-	-	-	?	-	-
11. High quality natural <b>landscapes</b> protected and poor landscapes enhanced.											C	C	C	?	-	-
12. <b>Ecological and geological</b> assets created, conserved, managed and enhanced.												C	C	C	-	-
13. <b>Water</b> resources protected and enhanced.														-	-	C
14. Greenhouse gas emissions minimised and the impact of <b>climate change</b> effectively managed.															C	-
15. Air quality improved and impacts of environmental <b>pollution</b> minimised or mitigated.																C
16. <b>Energy</b> consumption minimised and use of sustainable energy sources maximised.																C
17. Minimal production of <b>waste</b> and the reuse, recycling and recovery of waste maximised.																

	Symbol Compatibility
C	Objectives are compatible
?	Uncertainty over compatibility
N	Objectives are not compatible
-	No relationship between objectives

Sustainability Aims	Commentary
1. A vibrant and competitive <b>economy</b> with good job opportunities available to the whole community.	Economic development will require additional land, which has the potential to impact on achievement of other objectives.
2. <b>Education</b> and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.	Provision of services and facilities will require additional land, which has the potential to impact on achievement of other objectives.
3. Decent and appropriate affordable <b>housing</b> available to everyone.	Provision of housing will require additional land, which has the potential to impact on achievement of other objectives.
4. Health services provided for the health needs of the whole population and which tackle health inequalities.	Provision of services and facilities will require additional land, which has the potential to impact on achievement of other objectives. Other objectives will also help engender good physical and mental health
5. Open space and cultural, <b>leisure and recreational</b> facilities available for all.	Public open space will require land, which could impact on achievement of other objectives.
6. Significant development focused in locations that reduce the need to <b>travel</b> and the fullest possible use made of public transport, walking and cycling.	The best locations for development have the potential to impact on the achievement of other objectives
7. An <b>efficient transport network</b> which maximises access and minimises detrimental impacts	Transport infrastructure could require additional land take, which could impact on achievement of a number of objectives.
8. Use of <b>land</b> which supports regeneration of the urban area and protection of valuable <b>soil and mineral</b> resources.	Uncertainties relate to objectives which require development. The economic conditions mean that the capacity and realistic deliverability has changed. Therefore there will need to be some land take of greenfield land, and agricultural land.
9. An attractive, high quality <b>built environment</b> that works well and lasts.	Uncertainties relate to objectives which require development, and to what degree it is ensured that an attractive high quality built environment is achieved.
10. The <b>historic environment</b> protected and enhanced.	Uncertainties relate to objectives which require development, and whether the scale of development planned can be done in a way which protects features and sites of historic interest.
11. High quality natural <b>landscapes</b> protected and poor landscapes enhanced.	Uncertainties relate to objectives which require development, and whether the scale of development planned can be done in a way which protects landscape character.
12. <b>Ecological and geological</b> assets created, conserved, managed and enhanced.	Uncertainties relate to objectives which require development, and whether land take will be undertaken in a way which protects and enhanced biodiversity and geology

Sustainability Aims	Commentary
13. <b>Water</b> resources protected and enhanced.	Uncertainties relate to objectives which require development, and whether the positioning of development planned can be done in such a way to protect water features and resources.
14. Greenhouse gas emissions minimised and the impact of <b>climate change</b> effectively managed.	Additional scale of development needed in the district will add to emissions and resource use of the district. However, there are also opportunities to adapt and locate development to minimise the impact, and allow people to live more sustainably.
15. Air quality improved and impacts of environmental <b>pollution</b> minimised or mitigated.	Additional scale of development needed in the district will add to emissions and resource use of the district. However, there are also opportunities to adapt and locate development to minimise the impact, and allow people to live more sustainably.
16. <b>Energy</b> consumption minimised and use of sustainable energy sources maximised.	Additional scale of development needed in the district will add to emissions and resource use of the district. However, there are also opportunities to adapt and locate development to minimise the impact, and allow people to live more sustainably.
17. Minimal production of <b>waste</b> and the reuse, recycling and recovery of waste maximised.	Objectives which require development could increase overall waste generation, but there are also opportunities to ensure waste is minimised.

## **STRATEGIES, PLANS AND PROGRAMMES**

72. Each Topic Paper lists and reviews up-to-date strategies, plans and programmes which are relevant to the Sustainability Aim and which have direct bearing on the future planning of Sheffield. It includes local documents and those higher level documents (regional, national, international) which are not reflected in local documents. Many of the higher level documents are also applicable to neighbouring authorities and the Sheffield Plan will need to take account of the challenges and opportunities facing those authorities too (in line with the “duty to cooperate” requirement).

73. This section sets out the relevance of the plan or strategy for the production of the Sheffield Plan. It also shows how it has been reflected in the updated Sustainability Appraisal Framework

## **REVIEW OF EXISTING SITUATION**

### **Baseline Position**

74. This section sets out the most up-to-date baseline position of the environmental, economic and social characteristics of Sheffield which are likely to be affected by the new Sheffield Plan. It allows the identification of things which are good and should be protected as well as those issues which may need to be addressed through planning policy. Historic trends show how Sheffield has changed over time and how Sheffield would evolve without a new Sheffield Plan (called the “business-as-usual” scenario). Sheffield is also compared to data at county, regional and national levels, where available.

75. This baseline informs the preparation of the Sheffield Plan and also, as appropriate, any Neighbourhood Plans. It provides the basis against which the effects of the Sheffield Plan will be identified, described, assessed and monitored. Monitoring will be undertaken at later stage, which is outlined in Chapter 11. Therefore this section is limited to that which the Sheffield Plan can directly affect.

### **Wider Sheffield Context**

76. A broader profile of the socio-economic and environmental conditions in Sheffield is set out in the annual State of Sheffield reports, produced by the Sheffield First Partnership. They also provide a narrative of the state of the city:

- how things are now
- how things are changing
- how Sheffield compares to other similar places.

77. The State of Sheffield Report also asks challenging questions about what the data means for Sheffield. Ultimately, the intention is to help Sheffield’s leaders understand more about Sheffield, how it is changing and what the priorities for the future should be as the city seeks to fulfil the ambitions set out in the Sheffield 2020 City Strategy. While providing some annual monitoring for contextual indicators, it considers different issues in more depth each year (examples, of which are given in Figure 3). These contextual indicators are useful for identifying

issues which need addressing by the Sheffield Plan but which have no relationship to specific policies and therefore cannot be used for monitoring the Sheffield Plan, for example, education attainment, range of employment opportunities or the residents' views of Sheffield.

Figure 3: Some of the issues and indicators which the State of Sheffield Report has covered over the last few years

**2014**

- Population and Housing; education and crime
- Sheffield City Region context and connectivity
- Employment sector and economic performance
- Unemployment and Business Activity
- Employment Opportunities and Skills; Growth of new sectors and businesses
- Cultural and Sporting Assets
- Wellbeing and Welfare including its geography
- Poverty and Hardship in the city

**2013**

This report presents an analysis on the state of Sheffield's environment, economy, jobs and opportunities, attainment and equalities, and as it does so, it makes reference to the other Core Cities of England in an attempt to tease out what is distinctive about Sheffield in 2013, and what changes are part of wider trends and processes. It covers issues such as:

- Population change
- Sustainability Issues in relation to Waste, Air Quality, Carbon Emissions
- Sheffield's Business Community and Future Investment
- Opportunities for Employment
- Jobs today and in the future in Sheffield
- Skills provision
- Early years provision
- Geographical Distribution of Sheffield's schoolchildren
- Deprivation in Sheffield
- Impact of Recession
- Young people, unemployment, homelessness
- Low pay
- Increase in poverty

**Difficulties and Limitations to Data Collection**

78. Every effort has been made to provide an accurate baseline review in each Topic Paper. It has been effective at providing an understanding of current issues, and there is generally enough information available to enable an informed and detailed appraisal. However any difficulties and data limitations are acknowledged in the Topic Papers. This may limit the Council's ability to make reliable comparisons and may also result in some gaps as not all information is available at the local level for recent time periods.

79. Less monitoring is required now by local planning authorities, and data is also collected from external bodies. The Council has limited control over the temporal

and spatial scope of the data collected and whether data collection methods may change in the future. For example, data reliant on the Census is only updated every 10 years.

## KEY SUSTAINABILITY ISSUES

80. Key issues and problems have been arrived at from Steps A1 and A2 (Review of Plans and Programmes and Baseline Information), as set out in the Topic Paper. Those sections of the Topic Papers set out how the Sheffield Plan should address these. The biggest changes, and therefore issues and challenges which a new Sheffield Plan needs to incorporate have been set out in more detail in the Issues and Challenges section of the Citywide Options for Growth to 2034 document. That chapter does not cover all issues to be dealt with through the Sheffield Plan in the same level of detail. This is the function of this scoping report.

81. The Key Sustainability Issues are set out in table 6 below:

Table 6: Key Sustainability Issues for Sheffield

Sustainability Aims	Sustainability Issues
<p>1. A vibrant and competitive economy with good job opportunities available to the whole community.</p>	<ul style="list-style-type: none"> <li>• Contribute to the supply of good quality land for office and industrial uses.</li> <li>• Support job growth.</li> <li>• Support the development of employment sites in the priority economic regeneration areas.</li> <li>• Help provide a quality portfolio of commercial sites and premises that are available for development.</li> <li>• Promote the development and expansion of advanced manufacturing.</li> <li>• Improve the vibrancy of the City's retail offer in the City Centre, District or Local Centres</li> <li>• Encourage and support tourism.</li> </ul>
<p>2. Education and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.</p>	<ul style="list-style-type: none"> <li>• Improving the levels of skills and educational attainment, especially in the most deprived areas of the city.</li> <li>• The expectation is that children will gain a space at a good local school in the community they live.</li> <li>• Primary provision: the primary school system now has fewer surplus places, and therefore any small changes in local populations will require action to increase capacity.</li> <li>• Secondary provision: two additional secondary schools are proposed to meet peak needs in 2022/23 however the need for more places needs reviewing in the light of spatial growth options.</li> <li>• Further expansion of education facilities may be required to take account of additional needs from new housing developments.</li> </ul>
<p>3. Decent and appropriate housing available to everyone.</p>	<ul style="list-style-type: none"> <li>• Delivering enough housing to meet the needs of Sheffield's growing population, linked to supporting economic growth</li> <li>• Delivering a wide range of housing to meet the various needs of different groups in Sheffield City Council, including: <ul style="list-style-type: none"> <li>○ Older people</li> <li>○ Disabled people</li> <li>○ Gypsies and travellers</li> <li>○ People needing affordable housing</li> </ul> </li> <li>• In order to develop enough new homes to meet needs, a Green Belt review is necessary, and therefore it is likely that a proportion of new housing will be built on greenfield sites.</li> <li>• Ensuring that the Local Plan enables appropriate housing to be built for older people will prevent or reduce health and social problems encountered by older people as a result of inappropriate or unsuitable accommodation.</li> </ul>

Sustainability Aims	Sustainability Issues
4. Health services provided for the health needs of the whole population and which tackle health inequalities.	<ul style="list-style-type: none"> <li>• More people (and an ageing population) mean health facilities need to change or expand to accommodate the changing health needs of the last 10 years. This hasn't been able to be accommodated in the South West due to the unaffordability and unavailability of land (due to market demand for housing and university use) – the money required to expand/relocate facilities within the South West could make a bigger difference in health terms if spent elsewhere.</li> <li>• While being located locally and being near to public transport are important, land availability has been the biggest determinant influencing health facility relocation.</li> </ul>
5. Open space and cultural, leisure and recreational facilities available for all.	<ul style="list-style-type: none"> <li>• Cultural, leisure and recreation facilities provide opportunities for tourism, as well as contributing to people's physical and mental health. Lack of funding and change in management arrangement arrangements is a bigger factor in the decline and threat to facilities than lack of demand.</li> <li>• The Sheffield Plan needs to ensure adequate amounts of open space accessible to all, even if funding to maintain it is currently reduced.</li> <li>• The Sheffield Plan will need to balance the demands of space for sport and recreation with the need for development land.</li> <li>• Green Infrastructure, which includes walking and cycling networks, ecological networks and the Green Network, can contribute towards people's access to open space.</li> </ul>
6. Significant development focused in locations that reduce the need to travel and the fullest possible use made of public transport, walking and cycling.	<ul style="list-style-type: none"> <li>• Reducing the need to travel and enabling linked trips to increase efficiency.</li> <li>• Encouraging more sustainable modes of travel, to reduce the impact on air quality, congestion and improve journey reliability</li> <li>• Encouraging more active modes of travel to improve health through increased physical activity</li> <li>• Improve the efficiency of the existing network and improving capacity for more sustainable modes of travel, with the aim of improving journey times and reliability for all modes.</li> <li>• Safeguarding the most vulnerable road users.</li> </ul>
7. An efficient transport network which maximises access and minimises detrimental impacts	
8. Use of land which supports regeneration of the urban area and protection of valuable soil and mineral resources.	<ul style="list-style-type: none"> <li>• Sheffield has plentiful previously developed land, however there is insufficient to meet the city's growth needs, and some of it is difficult to deliver, particularly in this economic climate.</li> <li>• In order to develop enough new homes to meet needs, a Green Belt review is necessary, and therefore it is likely that a proportion of new housing will be built on greenfield sites, some of which could be best and most versatile agricultural land.</li> <li>• Minimise the loss of non-urban development by making more efficient use of the urban area, and previously developed land.</li> </ul>



Sustainability Aims	Sustainability Issues
9. An attractive, high quality built environment that works well and lasts.	<ul style="list-style-type: none"> <li>• The quality of the built environment influences the delivery of many of the sustainability ambitions in this document. This aim focuses particularly on creating buildings, streets, spaces and places that are: distinctive and attractive, that are inclusive safe and secure, and that work well now and in the future. This is important because, for example:</li> <li>• The appearance of the city and its neighbourhoods can influence inward investment decisions, civic pride, and choices around where people want to live. The quality of housing development across the city has not improved over the last 3 years.</li> <li>• Sheffield prides itself on being a safe place that should have an inclusive environment that enables everyone to participate equally, confidently and independently in their everyday activities: especially pertinent as our population ages, and</li> <li>• There is an overall imperative to: enable more sustainable lifestyles and behaviours, to optimise the use of resources including land, and to adapt to changes in the weather by ensuring appropriately designed and located buildings and spaces that make more successful places.</li> </ul>
10. The historic environment protected and enhanced	<ul style="list-style-type: none"> <li>• Sheffield's heritage assets make a vital contribution to the character of the city and the sense of place, therefore ensuring sustainable long term uses for historic buildings, and protection for archaeological assets is critical.</li> <li>• Changing development patterns, including more intense development in the City Centre and other previously industrial areas, as well as transformation of areas from employment uses to housing and mixed uses represents a challenge for protection and re-use of heritage assets.</li> <li>• Policies to protect and enhance the historic environment should prevent further heritage assets from falling into disrepair and being listed as at risk. It should also result in a more positive and proactive approach to ensuring development utilises as well as protects the historic environment.</li> </ul>
11. High quality natural landscapes protected and poor landscapes enhanced.	<ul style="list-style-type: none"> <li>• Ensuring that high quality natural landscapes are protected whilst ensuring sufficient land is identified to deliver the amount of housing that Sheffield needs.</li> <li>• The Sheffield Plan needs to reach an appropriate balance between landscape protection and the need to meet Sheffield's future development needs.</li> <li>• Without appropriate safeguards in place, new development could potentially have a greater adverse impact on the character and appearance of the landscape.</li> </ul>
12. Ecological and geological assets created, conserved, managed and enhanced.	<ul style="list-style-type: none"> <li>• Protecting and improving the diversity of wildlife habitats and species or making provision for their long-term management</li> <li>• Providing opportunities for habitat creation (e.g. through the landscaping of new development)</li> <li>• Protecting, improving and extending green corridors and links to maximise connectivity between wildlife habitats</li> <li>• Safeguarding important geological sites, including geological (Earth Heritage habitat) SSSIs and all Local Geological (and geomorphological) Sites (RIGS and LIGS). The safeguarding of candidate Local Geological Sites may also need to be included.</li> <li>• Improving access to wildlife on suitable sites</li> </ul>
13. Water resources protected and enhanced.	<ul style="list-style-type: none"> <li>• Water courses to provide opportunities for tourism and regeneration, managing flood risk, habitat protection, and recreation.</li> <li>• Improve the quality of water courses to a 'good' standard, particularly in relation the location of potentially water-polluting uses.</li> </ul>

Sustainability Aims	Sustainability Issues
14. Greenhouse gas emissions minimised and the impact of climate change effectively managed.	<ul style="list-style-type: none"> <li>• Reducing greenhouse gas emissions from new developments and transport.</li> <li>• Adapting to the effects of climate change.</li> <li>• Ensuring that development is sufficiently protected from flooding, and does not increase flood risk.</li> </ul>
15. Air quality improved and impacts of environmental pollution minimised or mitigated.	<ul style="list-style-type: none"> <li>• Air quality in some areas of Sheffield is in exceedance of EU targets, which can have a direct effect on mortality.</li> </ul>
16. Energy consumption minimised and use of sustainable energy sources maximised.	<ul style="list-style-type: none"> <li>• Reducing energy consumption and carbon emissions</li> <li>• Generating renewable/low carbon energy</li> </ul>
17. Minimal production of waste and the reuse, recycling and recovery of waste maximised.	<ul style="list-style-type: none"> <li>• Sheffield's landfill will be full from 2018.</li> <li>• The national waste hierarchy reflects the approach Sheffield is taking towards waste.</li> </ul>

### The Evolution of Sheffield without a new Sheffield Plan

82. The SEA directive requires that the assessment of the likely evolution of the environment in a hypothetical scenario whereby a new Plan is not adopted.

83. 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. The NPPF only provides high-level guidance, which would not be sufficient on its own for making decisions at a local level. So the national policies provide a framework within which Local Planning Authorities can produce their own distinctive Local Plans. But without a specific Plan for Sheffield, development would be market-led, local stakeholders and local people would not have a say in it, and infrastructure provision would be more reactive.

84. If the Sheffield Plan was not updated, then the local planning policy in Sheffield would not fully reflect the NPPF's presumption in favour of sustainable development. It would not be meeting the latest objectively assessed development needs and the consideration of whether benefits are not significantly

and demonstrably outweighed by any adverse impacts would be specific to the site and surroundings, as tested through a planning application.

85. There would not be a consideration of the impact of development within the wider context. Development may therefore occur in places which are not the most sustainable, conditions would not be provided to encourage the provision of housing, employment and other needs anticipated as a consequence of future demographic change, and there would not be sufficient checks to prevent significant negative impacts.
86. The baseline evidence section of each Topic Paper shows the trends likely to continue without a new Sheffield Plan, and sets out the contribution which the Sheffield Plan would make towards protecting and enhancing each of the Sustainability Aims. Realistic options will also be assessed against a “do-nothing”/“business-as-usual” option in the Sustainability Appraisal. Relying solely on the NPPF without the Sheffield Plan would make more difficult to take account of the full range of local circumstances in directing development to the most sustainable locations.

# SUSTAINABILITY APPRAISAL FRAMEWORK

## Purpose of Sustainability Appraisal Framework

- 87. The Sustainability Appraisal Framework, set out in in Table 7 below, consists of 17 Sustainability Aims and related Appraisal Criteria. The ‘Appraisal criteria’ will be used to assess progress in achieving the Sustainability Aim or to flush out if an option would have a significant or minor impact.
- 88. The Sustainability Appraisal Framework reflects sustainability issues raised through the review of strategies and baseline information, set out in each of the Topic Papers.
- 89. This is used for appraising, predicting and monitoring the effects of Plan options, in Stages C and D of the Sustainability Appraisal Process (as set out in Chapter 11 of this draft Scoping Report)
- 90. The Sustainability Appraisal will be used to assess:
  - The Sheffield Plan Vision, Aims and Objectives
  - The Citywide Options (in terms of the various ways new homes, jobs and services can be provided across Sheffield to meet future needs)
  - Detailed Policy Options (which help guide/inform planning applications and specific areas of change)
  - Individual site options e.g. housing, employment, retail and other uses. This includes those sites which landowners and developers put forward during the “call for sites” consultation and sites under consideration through the Green Belt review.
  - Secondary or indirect impacts, cumulative, synergistic and temporary impacts (which are explained more in Chapter 10)

Table 7: Sustainability Appraisal Framework

Sustainability Aims	Appraisal Criteria: Would the option...
1. A vibrant and competitive economy with good job opportunities available to the whole community.	<ul style="list-style-type: none"> <li>• Contribute to the supply of good quality land for office and industrial uses?</li> <li>• Support job growth?</li> <li>• Support the development of employment sites in the priority economic regeneration areas?</li> <li>• Help provide a quality portfolio of commercial sites and premises that are available for development?</li> <li>• Promote the development and expansion of advanced manufacturing?</li> <li>• Improve the vibrancy of the City's retail offer in the City Centre, District or Local Centres?</li> <li>• Encourage and support tourism?</li> </ul>

Sustainability Aims	Appraisal Criteria: Would the option...
2. Education and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.	<ul style="list-style-type: none"> <li>• Meet need for well-designed education and/or training facilities?</li> <li>• Locate education and/or training facilities close to the communities they serve, in suitable environments and which are accessible by good public transport?</li> <li>• Help to provide a diverse range of learning opportunities?</li> <li>• Help to ensure that local schools have the capacity to meet the needs of new housing developments?</li> </ul>
3. Decent and appropriate housing available to everyone.	<ul style="list-style-type: none"> <li>• Support the creation of successful housing markets in housing renewal areas?</li> <li>• Assist with the provision of sufficient new homes to meet local needs (taking into account requirements of location, size, type and affordability)?</li> <li>• Ensure that homes are well designed and provide enough space for types of household they are intended for?</li> <li>• Integrate new housing development with existing communities?</li> <li>• Help to create mixed income communities by providing a better mix of house types and tenures (including affordable housing)?</li> <li>• Provide housing to meet the needs of all vulnerable people and disadvantaged groups (including people on low incomes, older people, people needing supported housing, BME communities, people with disabilities and Gypsies and Travellers)?</li> </ul>
4. Health services provided for the health needs of the whole population and which tackle health inequalities.	<ul style="list-style-type: none"> <li>• Meet needs for health services and facilities?</li> <li>• Help to ensure that health facilities will be available to meet the needs of new housing developments?</li> <li>• Locate health facilities close to the communities they serve and/or be accessible by good public transport?</li> </ul>
5. Open space and cultural, leisure and recreational facilities available for all.	<ul style="list-style-type: none"> <li>• Enable people to have access to sufficient good quality open space, near to their homes?</li> <li>• Improve access to wildlife and green spaces, through delivery of green infrastructure?</li> <li>• Improve access to the countryside through public rights of way or cycle paths?</li> <li>• Enable appropriate provision of cultural, leisure and recreation (CLR) facilities?</li> <li>• Encourage and support tourism?</li> </ul>
6. Significant development focused in locations that reduce the need to travel and the fullest possible use made of public transport, walking and cycling.	<ul style="list-style-type: none"> <li>• Enable shorter journeys, improve modal choice and integration of transport modes to encourage or facilitate walking, cycling and public transport?</li> <li>• Enable shorter journeys by locating homes near to the main employment areas (City Centre/Lower Don Valley/ Upper Don Valley/ Sheaf Valley)?</li> <li>• Locate high trip generating uses and job opportunities (offices, built leisure, retail) where there is good access by public transport?</li> <li>• Make more efficient use of the car (e.g. through car sharing or providing opportunities to make linked trips)?</li> <li>• Result in essential services (e.g. health services, shops, leisure facilities and opportunities to access the natural environment) being available within easy reach of people's homes by foot, cycle or public transport?</li> <li>• Provide levels of car parking which are appropriate to the location (i.e. lower levels of provision where other modes of transport are more viable)?</li> </ul>

Sustainability Aims	Appraisal Criteria: Would the option...
7. An efficient transport network which maximises access and minimises detrimental impacts	<ul style="list-style-type: none"> <li>• Lead to unacceptable levels of traffic congestion?</li> <li>• Support movement of freight by means other than road?</li> <li>• Support the development of good road and rail links to other cities and international airports?</li> <li>• Make more efficient use of, or improve the viability of, existing public transport services?</li> <li>• Create an attractive and safe transport network for non-car users (pedestrians, cyclists, etc.)?</li> </ul>
8. Use of land which supports regeneration of the urban area and protection of valuable soil and mineral resources.	<ul style="list-style-type: none"> <li>• Result in the reuse of previously developed land and vacant buildings?</li> <li>• Encourage development which makes efficient use of land (e.g. by focusing development in urban area, development densities)?</li> <li>• Protect and enhance the best and most versatile agricultural land, and in so doing, safeguard soil quality?</li> <li>• Avoid the sterilisation of economic mineral reserves?</li> </ul>
9. An attractive, high quality built environment that works well and lasts.	<ul style="list-style-type: none"> <li>• Promote city-wide characteristics around: distinctive settlement layouts, townscapes, buildings, topography and natural features.</li> <li>• Optimise the potential of a site and promote attractive and locally distinct places and buildings?</li> <li>• Protect and enhance the character and functionality of higher quality environments whilst improving poor quality environments?</li> <li>• Promote inclusive design principles?</li> <li>• Promote safe and secure environments?</li> <li>• Promote places that function well for all users now and in the future?</li> <li>• Improve the landscape, quality of streets and the public realm?</li> <li>• Promote sustainable design principles?</li> </ul>
10. The historic environment protected and enhanced	<ul style="list-style-type: none"> <li>• Preserve Conservation Areas, Listed buildings and their settings</li> <li>• Preserve archaeological sites and their settings</li> </ul>
11. High quality natural landscapes protected and poor landscapes enhanced.	<ul style="list-style-type: none"> <li>• Minimise the impact of development on the Peak District National Park and the wider countryside?</li> <li>• Protect and enhance valued landscapes and the character of rural areas?</li> <li>• Value and protect local diversity and local distinctiveness?</li> <li>• Safeguard individual landscape features such as hedgerows, dry-stone walls and ponds?</li> <li>• Preserve or improve woodland or tree cover in appropriate locations?</li> <li>• Result in the restoration and appropriate after-use of mineral extraction and landfill sites?</li> </ul>
12. Ecological and geological assets created, conserved, managed and enhanced.	<ul style="list-style-type: none"> <li>• Protect and improve the diversity of wildlife habitats and species or make provision for their long-term management?</li> <li>• Reduce habitat fragmentation, enhance native species, and help deliver habitat restoration (helping to achieve Biodiversity Action Plan Targets)?</li> <li>• Provide opportunities for habitat creation (e.g. through the landscaping of new development)?</li> <li>• Protect and improve green corridors and links to maximise connectivity between wildlife habitats?</li> <li>• Safeguard important geological sites?</li> </ul>
13. Water resources protected and enhanced.	<ul style="list-style-type: none"> <li>• Protect and where possible enhance the quality of the water environment?</li> <li>• Safeguard watercourses?</li> </ul>

Sustainability Aims	Appraisal Criteria: Would the option...
14. Greenhouse gas emissions minimised and the impact of climate change effectively managed.	<ul style="list-style-type: none"> <li>• Reduce greenhouse gas emissions through sustainable design and layout, and construction practices?</li> <li>• Minimise risk to people and property from fluvial and surface water flooding, and incorporate sustainable drainage measures?</li> <li>• Improve or provide flood defences in areas at risk from flooding?</li> <li>• Reduce or not worsen the Urban Heat Island effect?</li> </ul>
15. Air quality improved and impacts of environmental pollution minimised or mitigated.	<ul style="list-style-type: none"> <li>• Minimise air quality impacts arising from new development, including from traffic generation?</li> <li>• Locate sensitive uses where health risks from poor air quality is minimised?</li> <li>• Minimise, and where possible improve on, unacceptable effects of noise, odour, vibration and light pollution?</li> <li>• Minimise, and where possible address, land contamination?</li> </ul>
16. Energy consumption minimised and use of sustainable energy sources maximised.	<ul style="list-style-type: none"> <li>• Minimise energy consumption in the construction or use of buildings?</li> <li>• Support the use or development of renewable energy sources?</li> <li>• Help to maximise the potential of District Heating Networks?</li> </ul>
17. Minimal production of waste and the reuse, recycling and recovery of waste maximised.	<ul style="list-style-type: none"> <li>• Support the re-use or recovery of waste through recycling, composting or energy recovery?</li> <li>• Improve access to facilities that encourage the minimisation, reuse and recycling of waste and recovery of energy from waste?</li> <li>• Minimise waste to landfill (including by the re-use of secondary aggregates; and supporting the development and use of innovative soil remediation techniques)?</li> </ul>

## Appraising Site Options

91. Some appraisal criteria will only be appropriate for assessing policy options while others will be appropriate for assessing the suitability of individual site options. Some appraisal criteria may not be suitable for assessing sites in relation to specific land uses, because they don't relate to on-site or off-site impacts, or are not spatial in nature. Or they may require more detail of design, extent or type of development than is available in a site assessment.

92. Appraisal of policy options will ensure that the preferred policy would prevent significant development or would require mitigation measures will be introduced at a planning application stage, to mitigate it sufficiently so the impact would be minor or neutral. In effect the preferred policy is requiring an assessment of certain impacts at the time of a planning application.

93. Looking at the appraisal criteria for each Aim, the following Sustainability Aims do not lend themselves at all to appraising sites:

- An efficient transport network which maximises access and minimises detrimental impacts
- An attractive high quality built environment that works well and lasts

- Water Resources protected and enhanced

### **Site Indicators where Appropriate**

94. For each of the remaining Sustainability Aims, site indicators are being worked up which are quantifiable, measurable and transparent. Different site indicators may be appropriate for assessing different land uses proposed e.g. housing, employment or mixed-use sites. The baseline information reviewed in the Topic Papers will be a starting place for the list of site indicators. With 14 Aims for appraising sites, there is the potential for between thirty and fifty site indicators. Further consideration is needed as to which ones would clearly draw out differences in impact.

95. There are other factors (e.g. marketability, viability, including the availability of physical utilities infrastructure, and satisfactory and safe access to a site) which may have a bearing on the suitability of a site. These are not covered within the sustainability appraisal, and a separate exercise will be done for them. The appraisal will provide an explanation of how it has informed the site selection process and highlight the difference made.

### **Assessing Cumulative Impacts**

96. Assessing cumulative impacts can be undertaken as a top-down exercise, for example, based on comments of relevant expert consultees on options covering the whole of or part of Sheffield. This can also be done as a bottom-up exercise, looking at the cumulative impact of sites upon sustainability aspects within an area.



# ASSESSING EFFECTS

## Consideration of Impacts

97. The key outcomes of the Sustainability Appraisal and Strategic Environmental Assessments from Stages B to E:

- Assessment and Comparison of Options.
- Identification and Monitoring of Likely Significant Effects
- Identification of any mitigation measures required, to mitigate adverse effects and maximising beneficial effects.

98. Effects will be quantified where possible, using comparison with baseline information; particularly using site indicators for site and area options. The appraisal will document in a commentary the reasons for judgements of the impact, in order that the appraisal is transparent.

99. Therefore this will be the focus of any commentary outlining the assessment of impact. In line with the criteria in Annex II of the SEA Directive, the commentary assessing the impact will consider the following:

- In relation to the appraisal criteria in the **Sustainability Appraisal Framework**, which covers all the SEA topics
- In relation to the **baseline/future trends** identified in the Topic Papers – site indicators particularly picks up on vulnerable, protected or special characteristics of areas or parts of Sheffield, and any environmental limits which should not be exceeded; and risks to human health e.g. from pollution levels.
- The **geographic scale** of the impact – (e.g. site-specific, area specific, local planning area or wider)
- **Timescale** (i.e. Short-term - Effect manifested within first ten years of Sheffield Plan, Medium – within lifetime of Sheffield Plan; Long-term – effect will not manifest until after Sheffield Plan period has ended)
- The **long-term** nature of the impact (i.e. permanent change).
- Any Assumptions made. For example that the change will be permanent unless mitigated.

100. The SEA Directive also requires consideration of

- **Secondary or indirect** impacts – these are not a direct result of the Sheffield Plan, but occur at distance from the direct impacts or as a result of a complex pathway.
- **Cumulative** impacts – for example, where several developments or individual elements of the Sheffield Plan each have insignificant effects, but together have a significant effect.
- **Synergistic** impacts – these effects interact to produce a total effect greater than the sum of individual effects. Significant effects often occur as habitats, resources or human communities get close to capacity.
- **Temporary** effects – for example, occurring for a few years during construction.

101. The impact of the above can only be considered in relation to the Sheffield Plan as a whole, rather than being used to assess individual options. Chapter 9 above touches on two ways of assessing cumulative impacts.

### Categorisation of Impacts

102. In order to distinguish the magnitude of the impact (e.g. minor or significant) and whether the impact is positive or negative, impacts will be categorised. Categorisation, as outlined in Table 8 below, continues to be used as an internal working technique to allow representation, particularly of more qualitative assessments accompanied by a commentary. The categorisation of impacts does not imply scientific quantification of effect but allows broad trends, towards or away from sustainability to be identified. It allows distinctions to be made as to whether impacts are minor or significant. It aids the comparison of options, although there would still need to be an officer weighing up as to whether achieving one Aim was more important to the city, than another.

Table 8: Scale of Likely Impacts in relation to Sustainability Aim.

	<b>LIKELY impact in relation to Sustainability Aim</b>
YY	Strong support for Aim (i.e. <b>significant positive</b> impact is likely )
Y	Some support for Aim (i.e. minor <b>positive</b> impacts likely to outweigh negative impacts)
O	Option likely to have no or neutral impact insofar as the benefits and drawbacks appear equal and neither is considered significant
X	Some minor conflict with Aim (i.e. minor negative impact(s) likely not to be outweighed by positive impacts)
XX	Significant conflict with Aim (i.e. <b>significant negative</b> impact is likely)
?	Uncertain or insufficient information on which to base an assessment at this stage.
-	No link with this Sustainability Aim

This could be represented on any appraisal proforma using the following Key:

#### Key: Likely Impact

YY Minor positive

N Minor negative

O Neutral or neither negative or positive dominate

YY Significant Negative

NN Significant Negative

- No link with Aim

? Uncertain

103. Table 7 has been updated since the 2005 Scoping Report to attempt to be more transparent about some of the difficulties in appraising options. For example, the '?' reflects the limitations of the Sustainability Appraisal approach. It allows for the possibility that there is insufficient information at a particular stage. The effect of a scheme may only become clear with a detailed planning application, however as the policies have been sustainably appraised, a proposal which is unacceptable in sustainability terms should not get planning permission. It is recognised in Table 5 that there are situations where there could be

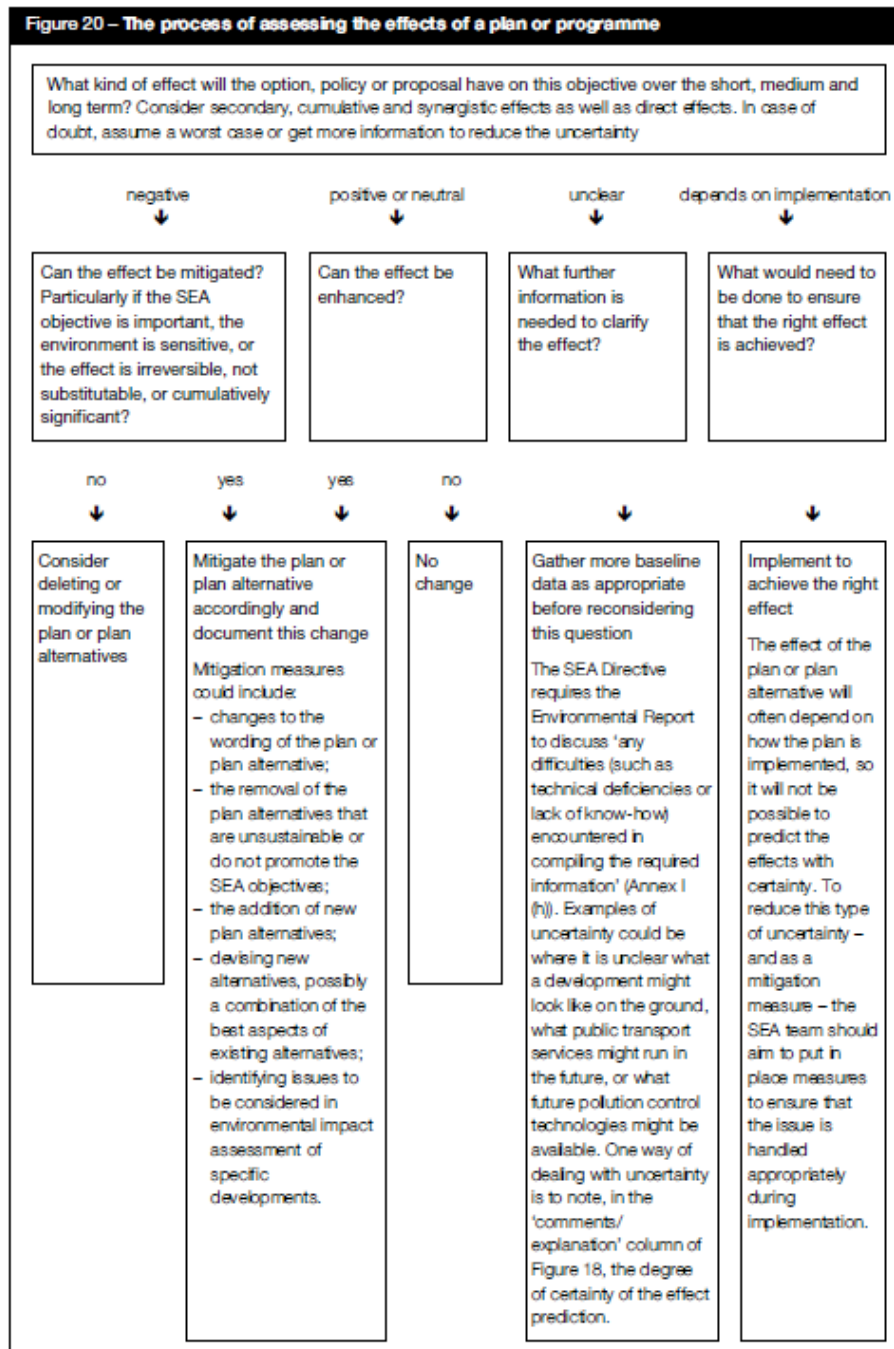
incompatibility between Sustainability Aims, which cannot be determined at this stage. Table 7 allows the more significant impact (whether negative or positive) to be drawn out.

104. Identifying positive impacts helps to maximise the benefits of the Sheffield Plan. It should be noted however that if a significant positive impact is expected for any sustainability aim, this does not necessarily mean that this option will automatically be pursued. Consideration will need to be given to the impact on all the Sustainability Aims, and other factors (such as the delivery and implementation issues and other required assessments) will also be considered.
105. Conversely if a significant negative impact is expected, it does not mean the option, policy or site cannot be pursued. The option or policy may just need refining. Mitigation measures may also be identified which can reduce the negative effect. The scores are intended to identify negative issues that may need addressing, or positives that can be maximised. They will be considered holistically against other alternatives. A Practical Guide to the Strategic Environmental Assessment Directive Appendix 7, Figure 20 is reproduced overleaf as Figure 4 as it offers possible considerations on how to **mitigate adverse effects and maximise beneficial effects** for Step B4 of the Sustainability Appraisal Process.
106. The overall summary and conclusions will be influenced by the number of positive and negative assessments identified but will be of a qualitative rather than quantitative nature.

### **Presentation of Assessments**

107. The Scoping Report does not at this time stipulate how we will present the assessment results from Stage B as this may vary depending upon **whether it is an assessment of options, policies and sites. This also allows flexibility in terms of the use of technology over the years.**

Figure 4 – The process of assessing the effects of a plan or programme



## STATUTORY CONSULTATION

108. Informal consultation has taken place with experts to inform this draft Scoping Report and **this is listed in the Topic Papers**
109. Statutory Consultation of the draft Scoping Report is required by Step 5 of Stage A of the Sustainability Appraisal Process, and by the EU Directive on the SEA. This ensures that the Sustainability Appraisal covers the likely significant effects of the Plan and that the **Sustainability Appraisal process is sufficiently robust and comprehensive to support production of the Sheffield Plan.**
110. Stakeholder consultation on the scope of the Sustainability Appraisal will include the required consultation with the **following three prescribed bodies: the Environment Agency, Natural England and Historic England. The consultation will open to anyone to make comments on the scope of the Sustainability Appraisal and the Sustainability Appraisal process.**
111. This draft Scoping Report is being consulted alongside consultation on:
- the Citywide Options for Growth to 2034 Document
  - the interim Sustainability Appraisal Report of the Citywide Options for Growth to 2034 Document.
112. The **Scoping Report and Topic Papers will be revised and finalised following the consultation comments. The consultation comments will inform future stages of the Sustainability Appraisal process and preparation of the Plan.**



## NEXT STEPS

113. Stages B to E of the Sustainability Appraisal Process are set out in Table 8, which is expansion of the steps set out in the Planning Practice Guidance:

Table 9: Stages B to E in the Sustainability Appraisal Process

<b>Stage B: Developing and refining alternatives and assessing effects</b>
1 - Test the Sheffield Plan objectives against the sustainability appraisal framework. 2 - Develop the Sheffield Plan options including reasonable objectives 3 - Evaluate the likely effects of the Sheffield Plan and alternatives 4 - Consider ways of mitigating adverse effects and maximising beneficial effects. 5 - Propose measures to monitor the significant effects of implementing the Sheffield Plan.
<b>Stage C: Prepare the Sustainability Appraisal Report</b>
1 Prepare the Sustainability Appraisal Report
<b>Stage D. Seek representations on the Sustainability Appraisal Report from consultation bodies and the public</b>
1. Public Participation on the Preferred Options of the Sheffield Plan and the Sustainability Appraisal Report 2. Appraise significant changes, include changes highlighted by consultees 3. Make decisions and provide information
<b>Stage D. Post Adoption Monitoring and Reporting</b>
1. Prepare and publish post-adoption statement 2. Monitor significant effects of implementing the Sheffield Plan 3. Respond to adverse effects

### **Stage B - Developing and Refining Alternatives and Assessing Effects.**

114. Stage B is iterative, and may be undertaken a number of times, as necessary before the Publication Draft Consultation. **The Sheffield Plan-making consultation stages for this are set down in the Local Development Scheme.**

### **Interim Sustainability Appraisal Reports**

115. Stage C and Stage D may be undertaken on an interim basis as it provides accompanying information to consultation on the plan-making stages. This allows transparency in decision making and the public and stakeholders can see, confirm or offer correct the assessments and information they are based on. The findings from interim Sustainability Appraisals will be one of the influences in refining options for the next plan-making stage.

116. The interim Sustainability Appraisal Reports will expand on the methodology for these interim Stages, and will be drawn together in the final Stage D report. The options for assessment will only be realistic alternatives and will include a “do-nothing” or “business-as-usual “option). They will be appraised against the Sustainability Appraisal Framework in the context of the socio-economic and environmental issues identified in the baseline review.

117. The Forward and Area Planning Team within the City Council's Development Services will undertake the bulk of the sustainability appraisal work. The appraisals will be informed by baseline information provided by consultees, both internal and external to the Council, as mentioned in the **Topic Papers, and in some particular cases, assessments of effects by these experts, for example, Heritage and Landscape experts. Any consultation feedback on either the Sheffield Plan or the Sustainability Appraisal Reports will feed back into refining options. This ensures that the economic, social and environmental expertise is used in the appraisal process, in a proportionate manner. The Forward and Area Planning Team will be responsible for justifying why certain options are eliminated or taken forward, the overall sustainability conclusions, and detailing any mitigation measures needed.**

### **Stage C – Sustainability Appraisal Report of the Publication Draft of the Sheffield Plan**

118. This **will be the Environmental Report required by the Strategic Environmental Assessment EU Directive. This will cover the following:**
- A detailed methodology of the Sustainability Appraisal Process and how this has been used to compare and appraise proposed policies against the Sustainability Aims. This will be the final Scoping Report.
  - The testing of specific plan alternatives and options against the Sustainability Aims and any refinements to the plan as a result
  - Justification for the inclusion or rejection of options
  - Any assumptions used in assessing the significance of effects of the Sheffield Plan
  - Any proposed mitigation measures to prevent, reduce or offset any significant adverse effects of the preferred approach.
  - A non-technical summary.

### **Stage D – Statutory Consultation on the Sustainability Appraisal Report**

119. The final Sustainability Appraisal Report (Stage C) will be **consulted on at the same time as the Publication Draft Sheffield Plan (Stage D) and will propose measures to monitor the significant effects of implementing the Plan.**

120. Sheffield City Council will seek representations from the consultation bodies and other parties, who in its opinion are affected or likely to be affected by, or have an interest in, the decisions involved in the assessment or adoption of the plan. The Sustainability Appraisal Report, including the non-technical summary, must be published alongside the Publication Draft **Sheffield Plan for a minimum of six weeks.**

121. The Local Planning Authorities should monitor the significant environmental effects of implementing the **Sheffield Plan.**

### **Stage E - Post Adoption Reporting and Monitoring**

122. This **will happen after the adoption of the new Sheffield Plan and monitoring arrangements will be included in the Sustainability Appraisal Report post-adoption, the Post-adoption statement or in the adopted Sheffield Plan. The monitoring results will be reported in Sheffield's Local Authority Monitoring Report. As required by the Strategic Environmental Assessment Directive,**



**this will monitor the significant economic, social and environmental effects of the implementation of the Sheffield Plan in order to identify, at an early stage, unforeseen adverse effects and be able to undertake appropriate remedial action.**

123. Indicators contributing to the baseline information in this Scoping Report will be used for monitoring purposes, where they can monitor significant effects likely from the Plan. The Local Authority Monitoring Report will also monitor the implementation of the policies of the Plan.

# APPENDIX 1: HEALTH AND EQUALITIES CROSS-CUTTING TOPIC PAPERS

## A. HEALTH CROSS-CUTTING TOPIC PAPER

1. This topic paper is different from the rest. Health, in the widest sense, is taken as encouraging healthy lifestyles, aiding both physical and mental health and reducing health inequalities.



2. The social role of sustainable development, as defined in the NPPF is 'supporting strong, vibrant and healthy communities' (para 7). Therefore, health is now considered to be more of a cross-cutting issue. Figure 1<sup>9</sup> shows the range of influences on a person's health. There is an understanding now<sup>10</sup> that by creating health-promoting environments we can improve the health and wellbeing of people living within them and reduce health inequalities (Fig. 1 illustrates the range of influences on a person's health).

3. The first part of this report looks comprehensively at the links between Health and Wellbeing and Planning, in terms of:

- Consultation/Dialogue with Experts
- Relevant strategies, plans and programmes, and their implications.
- Baseline Information

4. Many of the Sustainability Aims will have a social/health implication or impact, which is outlined in Table 2, therefore most of the Sustainability Aims are related to the SEA Topic of Human Health.

<sup>9</sup> Source: H. Barton and M. Grant: 'A health map for the local human habitat', Journal for the Royal Society for the Promotion of Health, 2006, Vol.126 (6), 252-3. Developed from 'The main determinants of health' model, formulated by G. Dahlgren and M. Whitehead (1991) – see G. Dahlgren and M. Whitehead: European Strategies for Tackling Social Inequities in Health: Levelling Up Part 2. World Health Organization Europe Region, 2007. [www.euro.who.int/\\_data/assets/pdf\\_file/0018/103824/E89384.pdf](http://www.euro.who.int/_data/assets/pdf_file/0018/103824/E89384.pdf)

<sup>10</sup> TCPA & Public Health England, *Planning Healthier Places, Report from the Reuniting Health with Planning Project.2013*

5. There are a few elements which don't fall naturally within other Sustainability Aims, and this topic paper will therefore pick up these elements within a Sustainability Objective focused mainly on health facilities.

### Consultation/Dialogue with Experts

6. In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Jill Lancaster, Public Health Team, Sheffield
- Chris Shaw, Director of Public Health Improvement
- Tim Furness, NHS Sheffield Clinical Commissioning Group – more commissioning decisions for primary care (GPs, dentists, opticians, pharmacies) is likely to be delegated to them from NHS England.
- Paul Barringer, NHS England

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Strategy 2010-2020	Sheffield's ambition is to <b>Inclusive</b> : Everyone enjoys the best possible physical and emotional health, with excellent healthcare provision.		
Sheffield Corporate Plan 2015-2018	Better health and well-being for Sheffield people is one of its priorities. This would be done by promoting and enabling good health for all whilst preventing and tackling ill-health, particularly for those who have a higher risk of experiencing poor health, illness or dying early. This includes making sure the city has facilities and amenities that help people to stay healthy, such as leisure and culture, as well as access to green and open spaces.	Protecting leisure and cultural facilities and open space has a health and well-being implication.	Links to Sustainability Appraisal How those aspects are incorporated across the Sustainability Appraisal Framework (this document)

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Climate Change and Health: Director of Public Health Report for Sheffield 2014	<p>A number of suggestions were made which benefit not just climate change but also physical and mental health<sup>11</sup>:</p> <p>This included:</p> <ul style="list-style-type: none"> <li>• improving access to active travel (walking and cycling) and public transport – this increases physical activity and social connections, improves physical and mental health, helps people stick to a healthy weight, and reduces harmful air pollution and greenhouse gas emissions.</li> <li>• climate change adaptation, but also benefiting wildlife and recreational green space: through more trees and landscaping, sustainable urban drainage.</li> <li>• Improvement of energy efficiency and reduction in emission of greenhouse gases.</li> <li>• Natural water management, in terms of supply and preventing flooding and droughts.</li> </ul>	Planning policies required in relation to these suggestions.	<p>The suggestions would already be covered by the following Sustainability Aims:</p> <ul style="list-style-type: none"> <li>• Greenhouse gas emissions minimised and the impact of climate change effectively managed.</li> <li>• Ecological and geological assets created, conserved, managed and enhanced.</li> <li>• High quality open space and cultural, leisure and recreational facilities available for all.</li> </ul>
Transforming Public Health: Director of Public Health Report for Sheffield 2015	<p>This report recommends: The Council should ensure that health issues are built into local development and regeneration plans and integrating adaptation principles in to the local planning framework</p>	The Sheffield Plan should ensure that health issues are taken on board in the Sheffield Plan.	This report sets out how public health is impacted by almost all areas of the Sustainability Framework. Baseline data and monitoring information on the health issues and health inequalities affecting Sheffield will be useful for monitoring the impact of the Sheffield Plan.
Sheffield Health and Wellbeing Strategy 2013-18	<p>The longer term (30 year) vision is of Sheffield becoming a <b>Healthy and Successful City</b>. This aims to achieve: - Improvement of health and wellbeing, through the wider determinants of health e.g. employment, education and skills, transport, housing, the environment, crime and criminal justice, business, leisure, economic growth. (Specific issues are the value of Sheffield's green spaces, public transport accessibility and air quality).</p>	<p>Acknowledgement that most aspects of the Sheffield Plan have a health implication.</p> <p>The Sheffield Plan should support and facilitate excellent and</p>	The Sustainability Aims already these, except: income poverty, fuel poverty, and food poverty; and contributing to resilient communities. This will be considered through the Equality Impact Assessment.

<sup>11</sup> Douglas I. *Urban green space and mental health*. <http://www.green-space.org.uk/resources/aboutparks/health.php> (Accessed 18 February 2014)

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>- Housing across the city to be of a good quality, well-insulated with affordable bills and healthy and safe facilities.</p> <p>- Sheffield people to be well-trained and able to access a range of fairly paid employment opportunities irrespective of disability, and for the city's economy to grow supporting the health and wellbeing of the people of Sheffield.</p> <p>- Poverty, such as income poverty, fuel poverty and food poverty, to reduce and that those affected by poverty are supported and encouraged to lead healthy lives</p> <p>Other outcomes in the Strategy are relevant to Planning e.g. <b>Sheffield's health is Improving</b> outlines a Baseline position for Sheffield (see Baseline section below), even if there are not specific actions relevant to Planning. 10 years is the period over which to achieve <b>Outcome 3 – Health Inequalities are reducing</b> and this would result in:</p> <p>Sheffield people to receive excellent services which support their unique needs.</p> <p>Those groups especially impacted by health inequalities to have sensitive and appropriate services that meet their needs and improve their health and wellbeing</p>	<p>sufficient health service provision which is locally accessible.</p>	
<p>Fairness Commission Report for Sheffield 2013</p>	<p>Increase provision of primary and community care particularly in the most deprived areas of Sheffield delivered locally in accessible venues.</p> <p>Increase employment opportunities, better housing quality, reduce poor air quality. Link between poverty, lower income, educational attainment and poor health.</p>		<p>Sustainability Aim required in relation to health facilities. The other Sustainability Aims cover the other issues.</p>
<p>Commissioning Intentions 2014-2019 Document, Sheffield Clinical Commissioning Group</p>	<p>This builds on outcomes set out in Sheffield Health and Wellbeing Strategy. In five years' time, it intends that primary and community care will become the setting of choice for more services (rather than emergency admissions or A&amp;E) and as result patients in Sheffield will receive as much of their care as possible within a community setting.</p>	<p>Changes to health service buildings and the need for new ones.</p>	<p>How can health facilities be relocated into more accessible locations, when land availability or land unaffordability inhibits this?</p>
<p>NHS Strategic Estates Plan (available in next 6 months)</p>	<p><i>This will reflect both Primary and Secondary care in Sheffield, and is co-ordinated by:</i>  <i>NHS England</i>  <i>NHS Sheffield Clinical Commissioning Body</i></p>	<p><i>Health Facility Baseline Implications to be incorporated when available</i></p>	<p>This plan may feed into Sustainability Appraisal of sites.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p><i>Sheffield Health and Social NHS Foundation Trust</i>  <i>Sheffield Teaching Hospitals NHS Foundation Trust</i>  <i>Sheffield Children's Hospital NHS Foundation Trust</i></p>		
<p>The National Planning Policy Framework</p>	<p>One of its core planning principles is to take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.</p> <p>The NPPF contains a whole section on promoting healthy communities, although there are also statements which relate to health throughout other chapters of the NPPF.</p> <p>It requires policies</p> <ul style="list-style-type: none"> <li>- to provide spaces (internal and external) to facilitate social interaction and creating healthy inclusive communities which are easy to use, safe and accessible (para 69). This also includes mixed-use developments, strong neighbourhood centres and active street frontages.</li> <li>- to deliver social, recreational and cultural facilities and services the community needs (para 70) to enhance the sustainability of communities and residential environments.</li> <li>- to provide for school places, open spaces and opportunities for sport and recreation, and public rights of way (para 71-75).</li> </ul> <p>Engagement is required with organisations to help ensure that local strategies to improve health and wellbeing and the provision of required health infrastructure (NPPF paras 7, 156, 162) are taken into account</p>	<p>The Local Plan will include policies. It is acknowledged that the planning system has limitations in preventing the loss of local services and facilities, as they are often funding driven, and decisions regarding closure are often made before a planning application is submitted for an alternative use.</p>	<p>There are specific appraisal criteria relating to these in the following Sustainability Aims:</p> <ul style="list-style-type: none"> <li>-Economy, especially in relation to centres;</li> <li>-Environment;</li> <li>-Education and training;</li> <li>-Open space and cultural, leisure and recreational facilities;</li> <li>- Reducing need to travel and the fullest possible use made of public transport, walking and cycling (specifically the appraisal criteria: <i>Result in essential services (e.g. health services, shops, leisure facilities) being available within easy reach of people's homes by foot, cycle or public transport?)</i></li> </ul> <p>Sustainability Appraisal does not cover safeguarding loss of valued facilities (see justification in column to left).</p>
<p>National Planning Practice Guidance</p>	<p>This flags up the obvious links between planning and health in the NPPF, although it doesn't cover all the wider determinants of health. It sets out who should be engaged with, in relation to health, and why, and what issues the Local Plan could cover.</p> <p>The NPPG defines a healthy community as a good place to grow up and grow old in, and one which supports healthy behaviours and supports reductions in health inequalities. It should enhance the physical and mental health of the community and, where appropriate, encourage active healthy lifestyles.</p> <p>It emphasises that active healthy lifestyles are made easy</p>	<p>Implications for Local Plan policies and engagement, both in health and wellbeing impact but also impact on health care infrastructure.</p>	<p>This shows how cross-cutting health is across the Sustainability Appraisal Aims.</p> <p>The Equality Impact Assessment will consider specific groups, although the "Attractive, safe and secure environments for people and property" would consider access for particular groups.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>through the pattern of development, good urban design, good access to local services, green open spaces and safe places for active play and food growing, and is accessible by walking and cycling and public transport. (which therefore shows the cross-cutting nature of Health)</p> <p>The creation of healthy living environments for people of all ages which supports social interaction. It meets the needs of children and young people to grow and develop, as well as being adaptable to the needs of an increasingly elderly population and those with dementia and other sensory or mobility impairments.</p>		
NHS Five Year Forward View October 2014	This proposes new models of care are proposed.	This will affect the size of health centres required, and the mix of primary care and secondary care, mental and physical health, and health and social care.	

### Sheffield's Baseline Statistics and Local Strategies

7. Sheffield's Strategies are responding to factors affecting health and the need for health services today and in the future:

- a) **Population change**, resulting in increased population using health services generally and health needs relating to certain expanding population groups (e.g. ageing population, babies and mothers and children).
- b) **Wider determinants of health and wellbeing**. This can lead to health improvements or impact negatively on health.
- c) **Health inequalities within Sheffield**, in relation to overall health improvements
- d) **Medium to long term impact** on Health of **climate change**.

8. The above trends for Sheffield and health implications for Sheffield are set out in:

A) The **Sheffield Health and Wellbeing Strategy 2013-2018** gives us our current picture of health and wellbeing in the city, and the outcomes prioritised for the Sheffield Health and Wellbeing Board over the next 3 years.

B) **Sheffield Joint Strategic Health Needs Assessment Position Statement 2013** which informs and provides the challenges for the Health and Wellbeing Strategy. This assessment is which provides a single, comprehensive and trusted analysis of the current and future health, care and wellbeing needs of Sheffield's population. The overall trend is an improvement in the past few decades and we have the highest male life expectancy and the third highest female life expectancy of the eight biggest cities outside London. People in all parts of the City are living longer, deaths from major illnesses, especially heart disease and cancer, have reduced markedly and there has been a reduction in the number of people, particularly children, killed or seriously injured on our roads. In order to maintain the trend in improving health and wellbeing, there are still a number of areas of concern, such as infant mortality rates, unhealthy lifestyles and poor mental health.

C) The **Director of Public Health Report for Sheffield 2014**<sup>12</sup> sets out that in the medium to long term, climate change is significantly more threatening to public health than any of the other problems Public Health spend their time dealing with.

9. Each issue is detailed below, in terms of baseline and detail and Sheffield strategies.

#### Population Change and Impact on Health Services

10. The Health Needs Assessment provides the population context (see Figure 2) for the last two service-focused Health and Wellbeing Strategy Outcomes “People get the help and support they need and feel is right for them” and “The health and wellbeing system is innovative, affordable and provides good value for money”. The ageing population and increasing birth rate is mirrored elsewhere in the UK.

#### Implications for Local Plan/”do nothing” scenario.

11. These two Outcomes will affect healthcare facilities in Sheffield – whether they need changing (in terms of extensions, relocations) and whether more are needed (due to increasing population, due to or irrespective of new development planned for in the Local Plan).

12. The Local Plan could contribute to the prevention and intervention through ensuring well designed environments, and appropriate buildings (particularly housing), particularly in relation to the increasing ageing population.

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<sup>12</sup> Climate Change and Health: Director of Public Health Report for Sheffield 2014



Figure 2: Demographic Change in Sheffield

**Extract from Joint Strategy Health Needs Assessment Position Statement 2013**

4.4 Sheffield's changing demographics are central to the planning and delivery of services across the City. The 2011 Census revealed that Sheffield has a population of 552,700, which represents a 7.7% increase since the 2001 Census <sup>139</sup>. Sheffield's growing population results from an increase in the number of births, higher net inward migration and longer life expectancy.

4.5 Births to Sheffield residents rose from 5,715 in 2001 to 6,916 in 2012, and are projected to rise to 7,000 in 2015 and 7,700 in 2020 <sup>140</sup>. Although children and young people growing up in Sheffield today are generally healthier than ever, there are some key trends around obesity and exercise that need attention. In addition, there has been almost a 40% increase in the number of children and young people with a learning disability over the last 10 years <sup>141</sup>. Given the increasing number of children in the City and the increasing number of children with complex needs and disabilities in particular, the investment profile for relevant services should be examined closely.

4.6 Net inward migration has also increased and Sheffield now has a large and growing BME population. Not only has there been an increase in the number of people from BME backgrounds from almost 9% of the total population 2001 to 16% in 2011 <sup>142</sup>, there has also been an increase in the number of different BME groups and more than 128 languages are now spoken by Sheffield's school children. Commissioners must consider the specific health needs of the City's large, diverse and growing BME population and ensure that services are culturally sensitive.

4.7 Over the last ten years, the City has also experienced an increase in people aged over 65 years and in particular has experienced almost an 11% increase in people over the age of 85 years, although it should be noted that this increase is lower than the national trend <sup>143</sup>. This increase has translated into increased demands on services, given that older people are major users of health and care services. As the graph in Figure 12 highlights, in the case of adult social care, service usage increases with age. **The commissioning of services must reflect**

**the increasing numbers of older people and greater emphasis should therefore be placed on prevention and early intervention.**

4.8 Looking to the future, Sheffield's population is projected to rise further, with an increase of 6.8%, or 38,000 people, between 2011 and 2021 <sup>144</sup>. 30% of Sheffield's population increase will be in those aged 65 years and over. There are currently 11,800 people in the 85+ age group, but by 2020 this will have increased to 15,000 and by 2030 it will be around 20,000. Currently around 9,000 people aged 65 years and over (12% of all in the City) receive some

adult social care support but as the numbers of older people increase, there will be increased demand on social care services. At present, it is estimated that nearly 7% of people aged over 65 years are living with some form of dementia, but the increases projected in the City's population means that by 2020 there will be an increase of around 1,000 more older people living with dementia and by 2030 there may be an additional 3,000 people living with this illness. **The growing number of older people and the associated increased demand placed on services will present clear challenges to the health and wellbeing system.**

4.9 The increase in the number of people with severe or complex needs will be particularly marked in children, young people and younger adult age groups. **Children's services, particularly those that deal with children with severe or complex needs, must explore**

**options for responding to this increasing demand.** The ethnic profile of the City will also continue to change and local estimates suggest that the BME population could grow to around 23% by 2020 assuming that trends in arrivals and births remain constant <sup>145</sup>. **Services must be culturally sensitive so they are accessible and relevant to different communities.**

13. A **NHS Strategic Estates** Plan is currently being written to respond to local health strategies in Sheffield. This will cover the estates needs for primary, secondary and tertiary<sup>13</sup> health care as well as community and social care services in Sheffield. This will set out a baseline for NHS health facilities in Sheffield, and the future direction for them. Primary care commissioning decisions are driven by the need to improve access<sup>14</sup> of primary health care to patients. The Plan will deal with the tension between the need for Primary Health Care to be located within the communities they serve and the desire of secondary and tertiary health care facility providers to consolidate on fewer sites.

#### Wider Determinants of Health and Wellbeing

14. The Position Statement 2013 also provides baseline statistics on employment, poverty and welfare reform, education, housing, crime, the environment and social networks. One of the aims of the Position Statement is to inform about the wider determinants of health and wellbeing (such as poverty, employment, education, housing, community safety and environment).

15. This links to the first Outcome of the Health and Wellbeing Strategy, which is for Sheffield to be a Healthy and Successful City. The key measures in terms of this outcome are:

- Increased educational attainment
- Increased and better employment
- Reduced poverty
- Better housing

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<sup>13</sup> Definitions from Wikipedia:

**Primary care** refers to the work of health professionals who act as a first point of consultation for all patients within the health care system.

**Secondary care** is the health care services provided by medical specialists and other health professionals who generally do not have first contact with patients, for example, cardiologists, urologists and dermatologists

**Tertiary care** is specialized consultative health care, usually for inpatients and on referral from a primary or secondary health professional, in a facility that has personnel and facilities for advanced medical investigation and treatment, such as a tertiary referral hospital.<sup>1</sup>

<sup>14</sup> Access is defined as: providing services closer to the community

- Good communities
- Use of green space

16. Table 2 later on refers to evidence and analysis relating to the wider determinants of health and wellbeing in Sheffield, pulled from key documents, and shows how they relate to the Sustainability Aims. It also pulls in evidence and analysis which relates to the following two issues as well.

#### Health Inequalities in relation to overall health improvements

17. The current health baseline and health trends for Sheffield can be found in the “Living Longer” section of **Outcome 2: Sheffield’s Health is Improving** of the [Health and Wellbeing Strategy](#) (page 17) and a snapshot for particular years in the State of Sheffield reports. That Sheffield’s Health is improving from now on would be assessed against the following goal: **“Sheffield children, young people and adults to be living healthily – exercising, eating well, not smoking nor drinking too much alcohol – so that they are able to live long and healthy lives.”**

18. The current position, set out in the Strategy, is:

- **Life expectancy** is currently 78.1 years for men and 81.8 years for women. Whilst this represents a longstanding trend of year on year improvements, both remain lower than the national average of 78.58 years for men and 82.57 years for women.
- In terms of the **major killers, cancer and cardiovascular disease** account for around 60% of premature deaths in Sheffield, consistent with the national picture. For both the premature mortality rate from all cancers and cardiovascular disease, Sheffield has the lowest rates amongst the Core Cities but figures remain higher than the national average. We are detecting a worrying upward trend in both ill health and mortality linked to liver disease.

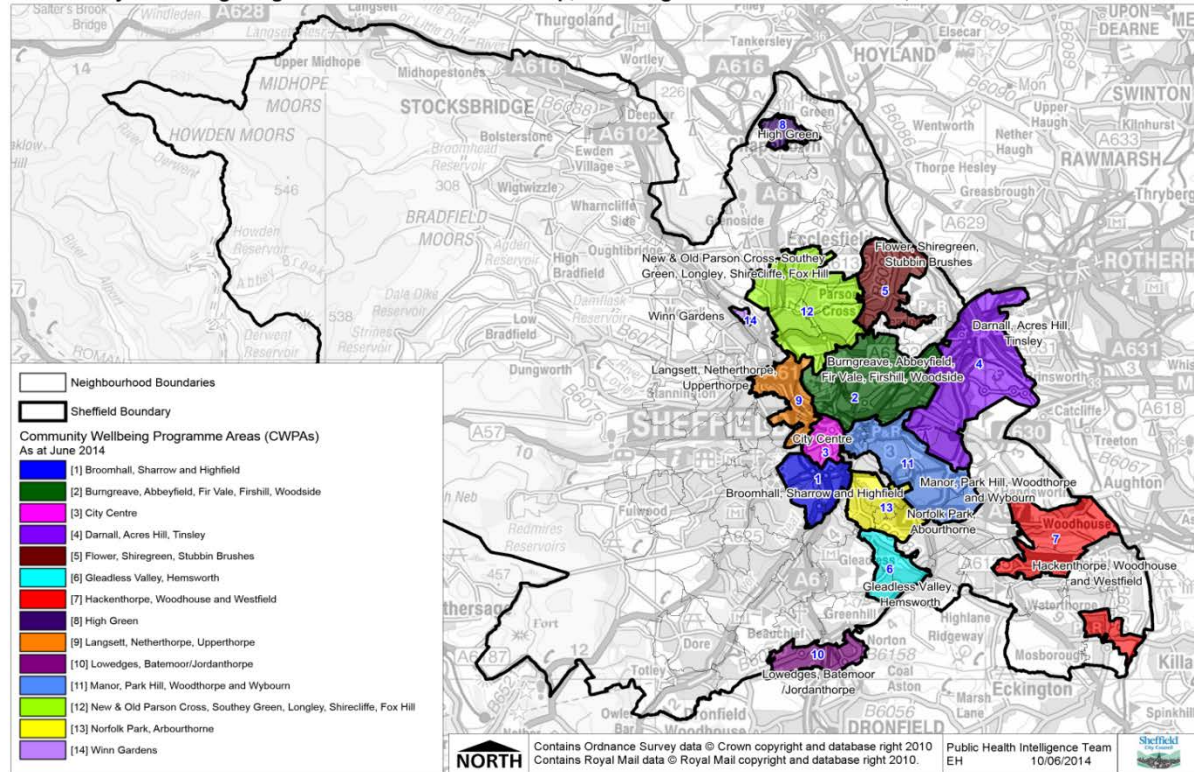
19. Of particular relevance to Planning is that people in Sheffield know that a healthy lifestyle can be achieved by eating more healthily and doing more exercise. However, many said it was not a priority due to other pressures in their lives. Others felt safe or affordable places to exercise were declining, and that unhealthy food was too easily accessible – and healthy food too expensive. Child and adult obesity, diet and nutrition and physical activity are some of the areas where continued action is required, unless tackling smoking is still the highest priority. The expected increase in the number of people with dementia is another aspect Planning should take account of.

20. Decisions about health and wellbeing services in the city is based on ten principles, two of which are **Fairness and Tackling inequality** and **breaking the cycle** of poverty and inequality (for all, low aspiration, poor educational attainment, low income, unemployment, ill health) which is otherwise passed down to each new generation.

21. The Strategy's **third outcome** will be to see that **Health Inequalities are reducing**, over the next 10 years, particularly focussing on those people and communities who experience the poorest health and wellbeing. Sheffield is characterised by stark inequalities between different groups of people and between different geographical communities. For example, for males, the gap between the lowest and highest life expectancy is 8.6 years, whereas for females, the gap is 8.2 years. Whilst inequality in life expectancy has decreased for males, it has increased for females. The Fairness Commission report illustrates most clearly the divide between the West and East of the City in terms of all inequalities. People in the most deprived parts of the city still experience a greater burden of ill-health and early death than people in less deprived areas, demonstrating that inequalities in health and wellbeing are linked to wider social, cultural and economic issues. It is acknowledged that putting additional support into the most disadvantaged areas and raising standards there will have a beneficial effect on the whole community. Groups such as Looked After Children, children with learning difficulties and disabilities, some BME communities, migrant and asylum communities, homeless people, victims of domestic and sexual abuse, carers and lesbian, gay, bisexual and transgender people, are all reported nationally to have below average health.
22. Community Wellbeing Programme Areas (shown in Figure 1 below) are focused on tackling health inequalities in the worst areas.

Figure 3: Community Wellbeing Programme Areas

Community Wellbeing Programme Areas Reference Map, with Neighbourhood Boundaries, June 2014



23. Most of the actions are around encouraging certain people groups to access particular health programmes e.g. childhood immunisation, reducing obesity in children and young people. Currently there are only two obvious issues i.e. reducing obesity in children, and reducing social isolation, which can be helped by a conducive physical environment. There is also action to seek and understand data to inform approaches to reducing health inequalities, so this area may emerge in more detail during the Sustainability Appraisal iterative process over the years.

Medium to Long Term Impact on Health of Climate Change

24. The **Director of Public Health Report for Sheffield 2014**<sup>15</sup> sets out that in the medium to long term, climate change is significantly more threatening to public health than any of the other problems Public Health spend their time dealing with. It identifies the projected climate and weather trends and impact due to climate change.

25. Many of the actions needed to do to reduce greenhouse gas emissions will benefit health in the short term, too. Other suggested actions fit with the current Health and Wellbeing Strategy priorities too.

### **Links between Sustainability Aims and Health Implications**

26. TCPA & Public Health England, *Planning Healthier Places, Report from the Reuniting Health with Planning Project.2013* has established links between a number of public health priorities and place-based responses, as can be seen in Figure 2. The document also establishes more detailed links between these public health priorities and the relevant sections of the NPPF.

27. The three documents listed in paragraph X establish that these are also public health priorities for Sheffield. Table 2 sets out evidence and analysis for Sheffield, from these documents, and links it to the Sustainability Aims. Therefore improved health benefits are cross-cutting outcomes of the Sustainability Appraisal, rather than assessed through a single sustainability objective. The relevant baseline evidence has been placed in the relevant Sustainability Aim Topic Paper.

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<sup>15</sup> Climate Change and Health: Director of Public Health Report for Sheffield 2014

Figure 2: Place-based responses to health objectives. Town and Country Planning journal, January 2014

**Table 1**  
Place-based responses to health objectives

	Reduce obesity, diabetes, and heart and circulatory disease	Promote good mental health and wellbeing	Reduce health inequalities	Improve the health of an ageing population	Reduce the incidence of respiratory diseases	Reduce traffic-related injuries	Improve the provision of, and access to, healthcare facilities
<b>Economically active places</b> Accessible and fulfilling local employment and training opportunities. Town centres that have vitality and viability.	✓ ✓	✓ ✓	✓ ✓	✓ ✓			
<b>Sociable places</b> Opportunities for people to meet others, socialise and organise together.	✓	✓	✓	✓			✓
<b>Environmentally sustainable places</b> Neighbourhoods with low levels of air and water pollution, noise and contamination. Networks of green and blue infrastructure, including parks, play areas and open spaces, roof gardens, street trees and water features. Neighbourhoods/homes that are adapted to the impacts of a changing climate, such as flooding and excessive heat and cold. Homes that are dry and energy efficient.	✓ ✓	✓ ✓	✓ ✓	✓ ✓	✓ ✓	✓	
<b>Well designed places</b> A public realm that is attractive and safe. Good-quality homes that can be adapted to people's changing circumstances. Places that are locally distinctive and foster a strong identity of place. Step-free pedestrian routes with benches and public toilets. Well designed healthcare facilities that have views onto/connections to green infrastructure networks.	✓ ✓	✓ ✓ ✓	✓ ✓	✓ ✓	✓ ✓	✓ ✓	✓ ✓
<b>Accessible and active places</b> Well connected, active and sustainable travel options to local facilities and services. New, large-scale, mixed-use development based around public transport, cycling and walking. Child-friendly 20 mph urban environments with convenient access to schools and play opportunities. Street patterns and layout in which walking and cycling are the easy, default choices. Convenient access to healthcare, which may include co-locating facilities with other services.	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓
<b>Inclusive places</b> Neighbourhoods of people with the poorest health benefiting most from a targeted approach to improve the local environment. Availability of healthy food and opportunities to grow one's own food. Restrictions on unhealthy uses that are disproportionately located in deprived areas, such as payday lenders, betting shops and hot-food takeaways.	✓ ✓	✓ ✓	✓ ✓	✓	✓	✓	✓

Table 2: Health Implications of each Sustainability Aim

Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSHA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
<p>1. A vibrant and competitive economy with good job opportunities available to the whole community.</p>	<p><b>Employment trend implications on Health</b> Sheffield has not yet recovered from the global economic crisis of 2007-8, with unemployment, underemployment and poor quality employment still a significant social problem. This is undoubtedly a major driver for poor health, and lies behind the 8 year gap in life expectancy across the City, as well as the other aspects of health inequality<sup>16</sup>. Globalisation of the economy, and the increasing dominance of multinationals, has a tendency to lead to poorer working conditions, lower wages and increased inequality. Socio-economic inequality is not only bad for the health of the less well off, but also the health of the better off<sup>17</sup>. It leads to disconnection at local level, lack of connectedness and erosion of social capital. This leads to reduced levels of mental wellbeing and increased levels of physical illness. The economy contributes to the carbon footprint, and has a role in reducing climate change. The carbon footprint of the health and social care is attributable to embedded carbon in goods and services procured, including 16% to pharmaceuticals and 9% to medical instruments. 15% of the overall footprint is attributable to building energy use and services commissioned from outside the public sector, and 13% due to travel.</p> <p><b>Work Implications for Health</b> The long term unemployment trajectory and the issue of youth unemployment have significant implications for the health and wellbeing of the City. Low paid work can result in a lower standard of living, lead to unhealthy lifestyle behaviours (such as smoking and alcohol consumption) and make it more difficult to overcome mental health problems. However It is no longer the case that work is the route out of poverty, as over 55% of children living in poverty in the UK live in a household where at least one adult is working<sup>18</sup>, which equates to 15,000 children in Sheffield. Over one fifth of households in Sheffield are living in 'relative poverty'<sup>19</sup> (defined as having a household income less than 60% of the national average). Access to fresh food (as well as the money to buy it) also affects health.</p>

<sup>16</sup> Director of Public Health. *New Opportunities: Director of Public Health Report for Sheffield 2013*, Sheffield City Council, 2013.

<sup>17</sup> Wilkinson, R. and Pickett, K. *The spirit level: why equality is better for everyone*. Penguin, 2009.

<sup>18</sup> A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives, DfE, 2011.

<sup>19</sup> Sheffield Fairness Commission Report, 2012



Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSHA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
2. Education and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.	There is a clear association between education and health and those with better educational attainment usually experience better health. A good education can enable people to be more productive, earn a better living and enjoy a better quality of life.
3. Decent and appropriate housing available to everyone.	<p>Housing forms an important part of people's material living conditions and contributes to their health and their life chances<sup>20</sup>.</p> <p>The <b>lack of house building in Sheffield</b>, combined with difficulties in getting a mortgage, means that more and more of the population is being forced into renting, often in the private sector, where quality is typically poorer. Fuel poverty<sup>21</sup> is a real issue for the City. Living in cold homes can damage people's health as well as being a potentially significant problem or risk factor in relation to winter deaths, people with chronic health conditions, and mental ill-health. The elderly, children and those with long-term limiting conditions (which keep them at home a lot) are especially vulnerable. The key contributory factors to fuel poverty are fuel prices, household fuel requirements, and property-related energy efficiency.</p> <p>Becoming homeless has a huge impact on people: damaging their mental and physical health; chances of finding work; attendance at training; educational attainment; and disrupting family life. Homelessness levels are lower than nationally because Sheffield historically has had more stock than demand.</p>
4. Health services provided for the health needs of the whole population and which tackle health inequalities.	<p>People with good <b>mental health and wellbeing</b> tend to experience lower rates of physical and mental illness, recover more quickly when they do become ill (and remain healthy for longer) and generally experience better physical and mental health outcomes. Good mental health and wellbeing also represents a significant asset in terms of underpinning broader outcomes such as educational attainment and employment opportunities.</p> <p>Taking the wider determinants of health into account, again outcomes for <b>people with mental health problems</b> are less good than the general population. For example, in 2011-12 while the proportion of people in contact with mental health services who live independently was steadily improving in Sheffield and better than average (73.5% in Sheffield compared with 66.8% in England) the proportion in employment remained stubbornly low at 7.7% compared with 9.5% nationally 126. <b>Similar to people with long term conditions or learning disability</b>, low level of employment remains a major cause of deprivation and inequality for this population group.</p>

<sup>20</sup> The links between housing and poverty, Joseph Rowntree Foundation, 2013

<sup>21</sup> A household is considered to be in fuel poverty if it needs to spend more than 10% of its income on fuel for adequate heating (usually 21 degrees for the main living area, and 18 degrees for other occupied rooms).

Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSNA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
5. High quality open space and cultural, leisure and recreational facilities available for all.	Green public spaces are free for everyone to use and provide opportunities to increase physical activity, improve mental wellbeing and bring about community cohesion. It is important for the future health of the City that play opportunities are maximized, that developers understand the importance of such provision, and that their contributions are used in a way which maximises health gain and minimises the barriers to being able to play outside (vehicles). The provision of open spaces (or lack of) has an impact on road safety (see Sustainability Aim 8), its tree/shrub cover benefits wildlife (Sustainability Aim 13) and mitigates temperatures (see Sustainability Aim 15) and, all of which will benefit physical and mental health. Incorporating Sustainable Urban Drainage in open spaces provides climate change adaptation but also provides efficient use of the water utilities infrastructure (Sustainability Aim 19).
6. Significant development focused in locations that reduce the need to travel and the fullest possible use made of public transport, walking and cycling.	Many more services can be delivered closer to home using technology better. Improving access to active travel (walking and cycling) and public transport increases physical activity and social connections, improves physical and mental health, helps people stick to a healthy weight, and reduces harmful air pollution and greenhouse gas emissions. <b>Accessible transport</b> - Anecdotal evidence from the JSNA event and evidence from the Fairness Commission highlighted that some people could not access public transport which left them feeling isolated and excluded. Those living on isolated housing estates, in deprived areas, or rural areas can be at risk of being excluded from accessing opportunities as it is often not profitable or viable to run public transport services in these areas. Similarly, people may be unable to get to the bus stop, or if they can, find getting on a bus unaided impossible. This is typically the case for older people and those with a disability. For older people, there was clear, anecdotal evidence that simply getting from A to B can be extremely difficult, especially as the cost of a taxi is prohibitive on a low income.
7. An efficient transport network which maximises access and minimises detrimental impacts	Difficulty in accessing transport is also cited as one of the main reasons why disabled people are excluded from doing the things that other people do <sup>22</sup> . Local evidence indicates that transport is high on disabled people's list of concerns, with over 50% saying that transport improvements would have a positive impact on their life <sup>23</sup> . <b>Social Interaction</b> - Strong social networks are often overlooked but are in fact critical to our health and wellbeing. A lack of social interactions can be as bad for health as smoking, obesity, lack of physical activity or misuse of alcohol <sup>24</sup> . Individuals who are socially isolated are between two and five times more likely than those who have strong social ties to die prematurely <sup>25</sup> . Anecdotal evidence from our JSNA event suggested that loneliness and isolation were big issues in the City, especially for older people, but due to the nature of isolation it is difficult to measure this. <b>Active travel</b> , such as walking and cycling (or even taking the bus instead of the car), provide effective ways of integrating

<sup>22</sup> Improving the Life Chances of Disabled People, Cabinet Office, 2005.

<sup>23</sup> Sheffield Fairness Commission Report, 2012.

<sup>24</sup> Social Relationships and Mortality Risk: A Meta-analytic Review, PLoS Medicine, 2011. in Sheffield Joint Strategic Needs Assessment 2013.

<sup>25</sup> The Marmot Review: 'Fair Society Healthy Lives, UCL Institute of Health Equity, 2010, in Sheffield Joint Strategic Needs Assessment 2013.

Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSHA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
	<p>and increasing levels of physical activity into everyday life, and are associated with a number of health benefits including improved mental health, reduced risk of premature death and prevention of chronic diseases.</p> <p>Changes to the way in which we travel can lead to a reduction in air pollution and physical inactivity and the burden of ill health and early death associated with these, as well as a reduction in greenhouse gas emissions. Health and the climate would both benefit.</p> <p>Equally, lack of physical activity, including for many people making even the shortest of journeys by car rather than walking or cycling, contributes to the rise in obesity in the City. Physical inactivity and obesity are associated with a range of medical conditions including type 2 diabetes, heart disease, strokes, certain cancers, arthritis, and poor mental health<sup>26</sup>.</p> <p>Promoting active travel – walking and cycling - therefore plays an important role in responding positively to climate change and improving health.</p> <p><b>Road Safety</b> - Road traffic casualties have a particularly strong correlation with deprivation. Residential areas with the highest levels of road traffic accidents and casualties, especially amongst children, correlate broadly with levels of deprivation. In these areas, children are more likely to play in the streets due to limited suitable play areas inside or in gardens, which reinforces the need for suitable outdoor play areas.</p>
8. Use of land which supports regeneration of the urban area and protection of valuable soil and mineral resources.	<i>This would also support reducing the need to travel (see Sustainability Aim 7) and supporting the vibrancy of urban areas.</i>
9. An attractive, high quality built environment that works well and lasts.	<p>Where we live and how we feel about the area can have a huge impact on our health and wellbeing.</p> <p>By improving the quality of our urban environment we can help to deliver a greener, stronger and healthier Sheffield.</p> <p>Crime causes poor wellbeing for communities and serious health issues for victims and their families.</p> <p>Our City needs to become a place that is not only resilient to the adverse effects of climate change, but also one that encourages behaviour that improves health and the environment.</p>
10. The historic environment protected and enhanced.	<i>Nothing in these two documents relate to these Sustainability Aims specifically. While the primary focus here is the protection and enhancement of physical attributes, the availability of such can contribute towards people's feelings of wellbeing.</i>
11. High quality natural landscapes protected and poor landscapes enhanced.	

<sup>26</sup> Department of Transport, *Creating Growth, Cutting Carbon. Making Sustainable Local Transport Happen*, 2011

Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSHA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
12. Ecological and geological assets created, conserved, managed and enhanced.	
13. Water resources protected and enhanced.	
14. Greenhouse gas emissions minimised and the impact of climate change effectively managed.	<p>In the medium to long term, climate change is significantly more threatening to public health than any of the other problems we spend our time dealing with. Director General Margaret Chan has stated that climate change is the greatest threat to public health and the defining issue of the 21 century<sup>27</sup>. The UK Climate Change Risk Assessment (2012) concluded that the most significant risks to health in the UK are likely to be from increased summer temperatures and overheating in buildings, and flooding<sup>28</sup></p> <p>Overheating will lead to more deaths, particularly with elderly people with chronic heart and lung disease being most at risk. Temperatures within urban areas may be particularly increased where natural surfaces (vegetation and soil) are replaced by built surfacing<sup>29</sup>. Temperatures within Sheffield have some protection from temperature variation from this because of the large amount of green space within the City boundaries<sup>30</sup>.</p> <p>A report on the psychological impact of the 2007 floods found that ‘the prevalence of all mental health symptoms was significantly higher among individuals who reported flood water in the home’<sup>31</sup>. Symptoms of psychological distress, anxiety, depression, and post-traumatic stress disorder were greater among the unemployed and elderly.</p> <p>Whilst severely cold weather is likely to become less frequent<sup>32</sup> we may still experience very cold winters. The majority of deaths at this time are from cardiovascular, respiratory diseases, and dementia. The number may be exacerbated by poor</p>

<sup>27</sup> Climate Change. WHO should now declare a public health emergency. Godlee F. *BMJ* 2014; 349: g5945. Quoted in Climate Change and Health: Director of Public Health Report for Sheffield 2014

<sup>28</sup> Department for Food, Rural Affairs and Environment. *UK Climate Change Risk Assessment Government Report*. <https://www.gov.uk/government/publications/uk-climate-change-risk-assessment-government-report> (accessed on 28th Aug 2014) Quoted in Climate Change and Health: Director of Public Health Report for Sheffield 2014

<sup>29</sup> Urban Heat Islands. *The urban heat island effect*, <http://www.urbanheatislands.com/> (accessed on 10th Oct 2014)

<sup>30</sup> Lee, S. and Sharples, S. *An analysis of the Urban Heat Island of Sheffield? the impact of a changing climate*, [PDF, 290KB], Proceedings of PLEA 2008, 25th International Conference on Passive and Low Energy Architecture, Dublin, 22-24 October 2008. Quoted in Climate Change and Health: Director of Public Health Report for Sheffield 2014

<sup>31</sup> Paranjothy et al. *Psychosocial impact of the summer 2007 floods in England* *BMC Public Health* 2011, 11:145 <http://www.biomedcentral.com/1471-2458/11/145> (accessed on 9th Oct 2014)

Sustainability Aims	Health Implications, as set out in: <b>Sheffield Joint Strategic Health Needs Assessment (JSHA) and Climate Change and Health: Director of Public Health Report for Sheffield 2014.</b>
	<p>air quality. As around 30% of excess winter deaths may be attributed to living in a cold home<sup>33</sup> reducing fuel poverty would also help. However we have lower levels of excess winter deaths than the England average, and the lowest of all the Core Cities. Thus investment in house insulation and more efficient heating should lead to warmer homes and reduce excess seasonal mortality and morbidity (See Sustainability Aim 15).</p> <p>The adverse health consequences of overheating are not likely to exceed those of cold in the foreseeable future, although this will be an increasing risk as heatwaves become more frequent and more intense.</p> <p>Our population is ageing and therefore is becoming more susceptible to both heat and cold related events.</p> <p>Modern cities struggle to cope with heavy rainfall, which can lead to serious flooding (and lead to health implications (see Sustainability Aim 15). Most rainwater that is diverted into our drains does so as a result of the amount of paving and hard surfaces in the area. Our sewers are not large enough to cope with the amount of water that runs off our roofs. Sustainable urban drainage systems (SUDs) offer an alternative to traditional underground drains that will alleviate pressure on the existing drainage system and reduce flash flooding.</p>
15. Air quality improved and impacts of environmental pollution minimised or mitigated.	<p>Air pollution has short and long term negative health impacts, particularly in relation to respiratory and cardiovascular health, including increasing hospital admissions.</p> <p>Our over-reliance on fossil fuelled cars and buses increases both carbon emissions and non CO2 air pollution. Exposure to air pollution, particularly of vulnerable people, increases the risk of acute and chronic diseases such as heart attacks and strokes, lung cancer and asthma<sup>34</sup>.</p>
16. Energy consumption minimised and use of sustainable energy sources maximised.	<p>Minimising energy consumption not only helps reduce fuel poverty; it reduces Sheffield's reliance on energy from elsewhere (which is an economic and a climate change benefit) and provides adaptation of properties to climate change. All of these aspects will have health benefits (see Sustainability Aim 15).</p>
17. Minimal production of waste and the reuse, recycling and recovery of waste maximised.	<p><i>While not directly referred to in either document, an impact of this Aim would be to minimise additional carbon production, which would mitigate climate change, and benefit health.</i></p>

<sup>32</sup> Department for Food, Rural Affairs and Environment. *UK Climate Change Risk Assessment Government Report*. <https://www.gov.uk/government/publications/uk-climate-change-risk-assessment-government-report> (accessed on 28th Aug 2014)

<sup>33</sup> WHO Europe. *Environmental burden of disease associated with inadequate housing. Methods for quantifying health impacts of selected housing risks in the WHO European Region* Edited by: Braubach, M., Jacobs, D.E., Ormandy, D. [http://www.euro.who.int/\\_\\_data/assets/pdf\\_file/0003/142077/e95004.pdf](http://www.euro.who.int/__data/assets/pdf_file/0003/142077/e95004.pdf) (accessed on 9th Oct 2014)

<sup>34</sup> World Health Organisation (WHO), *Ambient (outdoor) air quality and health*, World Health Organisation, Fact Sheet No 313, March 2014

## **Key Sustainability Issues for Sheffield**

28. Following this review, the sustainability issues relevant to Sheffield are:

### Affecting whole Plan

- All aspects of the Plan affect health and wellbeing e.g. employment & educational attainment, poverty, housing, communities and environment, green space. Health inequalities in the most deprived areas of the city, are particularly linked to the quality and amount of employment, air quality and road safety as well as other social, cultural and economic factors.
- Climate Change is the biggest Public Health problem of the future.
- How to design environments and routes, to encourage and encourage physical activity including active travel (by foot or cycle), at a time when people feel that safe and affordable places to exercise are declining in Sheffield.

### Local Plan and Health Facilities

- More people (and an ageing population) mean health facilities need to change or expand to accommodate the changing health needs of the last 10 years. This hasn't been able to be accommodated in the South West due to the unaffordability and unavailability of land (due to market demand for housing and university use) – the money required to expand/relocate facilities within the South West could make a bigger difference in health terms if spent elsewhere.
- While being located locally and being near to public transport are important, land availability has been the biggest determinant influencing health facility relocation.

29. This would help to tackle Sheffield's biggest health issues:

- Increasing Obesity, and increasingly unhealthy sedentary lifestyles which are associated with rising incidences of cardiovascular disease, diabetes, liver disease and cancer.
- Social isolation, thereby helping mental health and well-being.
- Expected increase in ageing population, particular those with dementia.
- People in the most deprived parts of the city still experience a greater burden of ill-health and early death than people in less deprived areas, demonstrating that inequalities in health and wellbeing are linked to wider social, cultural and economic issues.

## **Uncertainties and Limitations**

30. In terms of monitoring effects, the Planning System is not the only factor influencing healthy lifestyles and health outcomes. There are many primary, secondary and tertiary health care providers within Sheffield dealing with needs of populations across ever-increasing population scales. The NHS Foundation Trusts and commissioning bodies do not look more than 5 years ahead. Thus this limits the certainty and clarity of the impact of the Plan upon health facilities. Considerations therefore will need to be largely on a strategic and sub-area basis initially.

## B. EQUALITY CROSS-CUTTING TOPIC PAPER

### Equalities as a Cross-Cutting Consideration

This topic paper is different from the rest of the topic paper. It pulls out evidence from the Fairness Commission and Sheffield's Community Knowledge Profiles, to provide evidence to help undertake the Equality Impact Assessment of the Sheffield Plan documents.

The Fairness Commission was established by Sheffield City Council in 2013 with a remit to:

**Make a non-partisan strategic assessment of the nature, causes, extent and impact of inequalities in the city and to make recommendations for tackling them**

The Sheffield Fairness Framework sets out the following ten principles which are intended as guidelines for policy makers and citizens:

1. Those in greatest need should take priority.
2. Those with the most resources should make the biggest contributions.
3. The commitment to fairness must be a long-term one.
4. The commitment to fairness must be city-wide.
5. Prevention is better than cure.
6. Be seen to act in a fair way as well as acting fairly.
7. Civic responsibility among all residents to contribute to the maximum of their abilities and ensuring all citizens have a voice.
8. Open continuous campaign for fairness in the city.
9. Fairness must be a matter of balance between different groups, communities and generations in the city.
10. The city's commitment to fairness must be both demonstrated and monitored in an annual report.

The Fairness Commission outlines the stark inequalities in Sheffield both between different places (see Figure 1) and different groups of people. People within some of the UK's 'nine protected characteristics'<sup>35</sup> can be disproportionately affected by disadvantage and inequality, as can be seen from the extract from the Fairness Commission below:

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<sup>35</sup> Age, disability, gender reassignment, marriage and civil partnership; pregnancy and maternity; race; religion and belief; sex and sexual orientation

People within some of these groups can be disproportionately affected by disadvantage and inequality. For example, children are more likely to live in poverty if they are from a Black and minority ethnic (BME) family: 77% of Somali and 61% of Yemeni children in Sheffield are eligible for Free School Meals compared to 18.5% of all children in poverty in Sheffield.<sup>4</sup> A further example is women are more likely than men to be living in poverty and research<sup>5</sup> has alerted policy makers to the negative impact of recent policies on women and the link between child poverty and women's poverty.

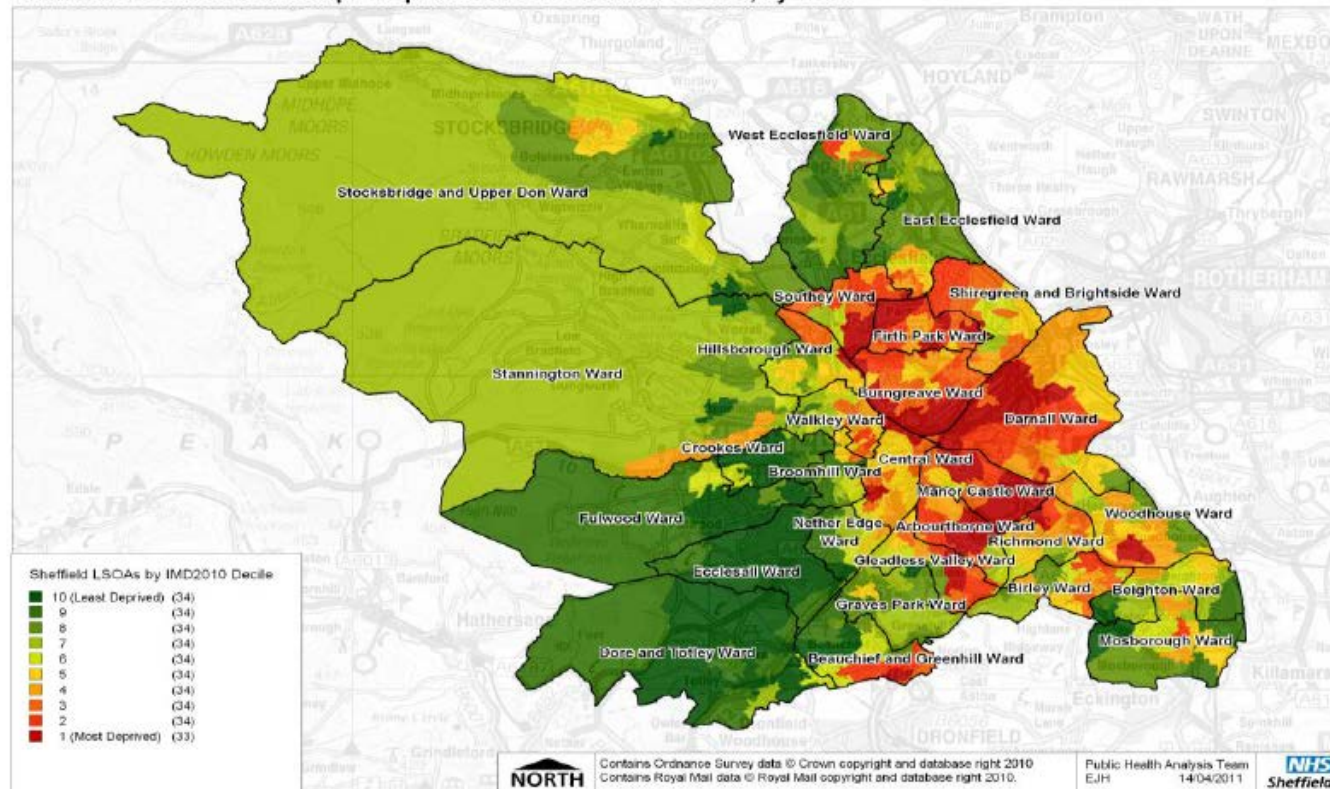
Sheffield's Joint Strategic Needs Assessment 2013 highlights the main trends within Sheffield, as is depicted on the Figure 11 from the JHSNA (figure reproduced below):

- Sheffield has within it great deprivation inequality.
- Overall the North East and East Community Assemblies stand out as being more deprived than the Sheffield average; South West Community Assembly is the least deprived.
- There are pockets of deprivation within non-deprived surroundings.
- The crude gap in deprivation between best and worst Lower Super Output Areas in Sheffield has widened.



**Figure 11: The geography of deprivation in Sheffield**

**Sheffield LSOA Index of Multiple Deprivation 2010 Sheffield Deciles, by Ward**



Sheffield's Joint Strategic Needs Assessment 2013 breaks down the Index of Multiple Deprivation to highlight some spatial trends with regard to them:

3.15 **Deprivation within Sheffield – Index of Multiple Deprivation domains**

It is also worth breaking the IMD down further to highlight some of the key trends in the domains that sit beneath the IMD. In particular:

- **Income:** Geographically, most people with lower income deprivation are located to the East of the City.
- **Employment:** deprivation is highest in the East of the City but there are pockets of high deprivation to be found in most parts of Sheffield, with the exception of the South West which is generally much less deprived. There is substantial intra-ward variation in employment.
- **Educations, skills and training:** The South West of Sheffield is much less deprived than the East, which has large areas within the worst decile. Education inequalities across Sheffield are the most extreme.
- **Barriers to housing and services:** There is a distinct lack of extreme deciles for this domain. Unlike the other domains, relatively high deprivation is not confined to the eastern areas, and low deprivation is not confined to the South West; deprivation is more evenly distributed.
- **Crime:** There is a high concentration of relatively high crime in Southey, Firth Park, Shiregreen and Brightside wards, and in wards including and surrounding Arbourthorne.
- **Living environment:** There is a lack of extremes in deprivation for this domain and most areas are classed within the average deprivation deciles. Relatively high deprivation is concentrated in the Central ward, with levels of deprivation generally improving further out from the city centre. In wards outside the city centre, relative deprivation is worst in the North East, and as with Barriers to Housing and Services, there is also relatively more living environment deprivation in the rural, western areas of the City.
- **Deprivation and disability:** relatively higher deprivation is more common across the City than lower deprivation. There is a relative absence of people within the best decile.

## Inequality Headlines from the Fairness Commission

There is a **10 year life expectancy discrepancy in Sheffield**, from the south west to the north east. The clear geographical divide in terms of deprivation means that it is important to ensure that the Sheffield Plan benefits all sectors of society, wherever they live. The geographical inequalities in the city hold back the city as a whole, but also lower living standards for everyone, not just the poorest.

The features specific to Sheffield have particular implications for fairness and equality in the city. Firstly, the very clearly defined geographical divide means that people on both sides of the divide can, and some do lead separate lives in 'their' part of the city, living, working, and socialising in their part of the city. It is worth noting that one of the submissions the Commission received was titled 'A Tale of Two Cities'. Secondly, unlike many other large cities a significant amount of Sheffield is in the 20% least deprived in the country. This means that the changes required to reduce inequalities in Sheffield will need to win the hearts and minds of everyone right across the city.

Over one fifth of households in Sheffield are living in poverty (defined as having a household income less than 60% of the national average). Data also shows that between 2007 and 2010 the gap between the worst off and best off communities across Sheffield increased.<sup>60</sup>

The spatial nature of inequality in the city, and expected increase in poverty (due to welfare reforms and the financial climate) can also affect the ability to create successful and thriving district and local centres in deprived areas of the city because of the lack of income to spend on food or other goods and services.

Thus, anticipated increasing poverty and existing spatial inequalities will affect the ability to achieve Sustainability Aim 1: **A vibrant and competitive economy with good job opportunities available to the whole community.**

Poor air quality is causing health problems and deaths around the M1 (i.e. at Tinsley), in deprived areas and around junctions. Lowering road speeds (through design as one possibility) would improve air quality at junctions as well as cutting injuries and deaths, particularly to young children in deprived areas.

The Fairness Commission report refers to research, including by the World Health Organisation which demonstrated that **poor health is rooted in poor socioeconomic circumstances**: the poorer you are, the worse your health and wellbeing is likely to be and health problems are worse in more unequal societies. Therefore, these people who experience different forms of deprivation such as poverty,

lower incomes, lower educational attainment, unemployment and poorer housing quality are much more likely to have poorer health and wellbeing. Further, many of these factors are self-reinforcing, as poorer health and wellbeing reduces a person's ability to learn, work and earn, with further negative impacts on that person's physical and mental wellbeing. Wilkinson also suggests that in more unequal societies the problems are worse for the whole of society, not just for those at the bottom.

Within Sheffield, there are higher concentrations of particular groups of people in deprived areas. Of the 17 Community Knowledge Profiles, only 8 of the Community Knowledge Profiles<sup>36</sup> do not show that their particular community are heavily concentrated in the 10% most nationally deprived areas in Sheffield.

In the 10% most nationally deprived areas in Sheffield, there is a higher proportion of Somalis (66+%) Bangladeshis (50+%), Black Africans (50%), Black Caribbeans (50+%), Gypsy or Irish Traveller communities (33+%), Pakistani community (33+%) compared to the citywide average of 21%.

A fifth of carers live in areas that are amongst the 10% most deprived in the country, the same as the citywide average. The likelihood, however, increases as more hours of unpaid care are provided – 28% of those giving 20-49 hours and 30% of those providing at least 50 hours of unpaid care per week live in the 10% most deprived areas.

More than a quarter of people with a long-term health condition or disability live in areas amongst the 10% most deprived in the country, above the citywide average of 21%.

The percentage of lone parent households with dependent children amongst the 10% most deprived in the country is nearly double the citywide average of 21%.

### **Relationship between the Sustainability Aims and Inequalities Issues**

The rest of the report sets out for each Sustainability Aim:

1. **The baseline inequalities position, including spatially or affecting particular people groups.** This draws on:
  - the Fairness Commission Report, including extracts, including any Sheffield Plan implications of the Commission's vision and recommendations.
  - Community Knowledge Profiles.

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<sup>36</sup> Chinese; Eastern European (info not available); Indian; LGBT (info not available); Roma (info not available); White Irish; Women; Yemeni (info not available)

2. **Possible Equality Impact of Planning Policies if the Sustainability Aim is fulfilled** (i.e. positive impact expected). This compares to a “Do nothing” scenario if no Sheffield Plan. Other recommendations which are not-related to Planning, which are intended to happen irrespective of any planning interventions, and will obviously also affect the indicators monitored by the Fairness Commission’s Annual Review Report.

### **Sustainability Aim 1: A vibrant and competitive economy with good job opportunities available to the whole community.**

#### 1. Baseline and Fairness Commission Recommendations.

In relation to **Unemployment and Underemployment**, evidence submitted to the Fairness Commission indicates that more deprived communities are often trapped in “poor work” and that job quality needs to be considered when attempting to address worklessness in the city.

Sheffield’s draft Economic Growth Strategy quantifies the city’s productivity gap at £1.63bn (current GVA of £9.578bn compared to a potential GVA of £11.21bn). This is largely driven by the underperformance of key productivity and business sectors and the lack of jobs and high levels of worklessness in Sheffield.<sup>43</sup> In short, Sheffield needs more businesses, more competitive businesses, growth in high value sectors and to harness the people and physical assets of the city to help the economy grow and create more jobs. However, as evidence from the last decade shows, growth may not help those people who have been out of work for a considerable time and when jobs are available, it is those people with skills or who are most recently unemployed that are able to take the opportunities.

Employment deprivation is highest in the East of the City but there are pockets of high deprivation found in most parts of Sheffield, with the exception of the South West. There is substantial intra-ward variation in employment. Certain groups of people are particularly affected by this e.g. people with learning disabilities, BME people, women, those aged 50, young people.

Studies have shown that periods of long-term unemployment (12 months or more) can have profound implications for the life chances of young people, including increasing the likelihood of: suffering from further periods of worklessness in their adult lives; being in fragile, low paid employment; living in poverty as adults and suffering ill health.<sup>49</sup> Whilst employers may acknowledge that young people often leave education without extensive work experience<sup>50</sup>, the economic climate has ensured that competition for jobs is more acute, particularly for younger people. Therefore, having the ‘job ready’ skills could help young people be more attractive to employers in the city who may have job opportunities but are looking for those people with the necessary experience to slot into a workplace.

The lower level of qualifications and skills of many residents living in deprived communities means that the available opportunities are invariably chronically insecure and offer only a modest improvement in their financial circumstances. Many are caught in a cycle of unemployment and casual work that offers few opportunities for training and advancement.<sup>56</sup>

There is a relationship between unemployment/underemployment and educational opportunities, as well as health. Caring also affects how people can access employment.

It is estimated that 1 in 7 of the workforce are caring for someone who is ill, frail or has a disability, juggling paid work and caring can present real problems. Furthermore, 1 in 6 carers give up work to care full time with many of these people 45-64 year-olds at the peak of their careers.<sup>32</sup> One submission to the Commission stated that "many carers have to give up employment in order to carry out the necessary level of care, forfeiting vital income and future pensions."<sup>33</sup> Research shows many carers want and prefer to combine paid work and care.<sup>34</sup>

The intention of the Fairness Commission recommendations is that more carers are enabled to stay in work.

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim.

Under the Fair Access to High Quality Jobs and Pay section, the Fairness Commission recommends:

- Supporting the draft Economic Growth Strategy and urges the city to access delivery of the Strategy's proposals to create good jobs.

This has been incorporated in the Sheffield Corporate Plan 2015-2018 as an aspiration to tackle inequalities, by :

- Help those who face obstacles to find lasting work, including young people, disabled people and those with mental health conditions.

Under the Fair Access to Benefits and Credit section, the Fairness Commission's vision on income inequality and social security includes that:

- Sheffield will be a fairer city when every person in the city is able to obtain affordable and healthy food.
- Under the Housing and Better Environments section, the Commission's recommendations include:
- Increasing the quantity of housing by: Reallocating a large amount of land for housing that was previously designated for industry and business to provide developers with more choice of sites.

## **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

Having Sheffield Plan policies on this and allocations would lead to more proactive awareness raising of deliverable opportunities within Sheffield, than would otherwise be possible. Consideration would be also given to having complementary uses together. Without the Sheffield Plan, employment opportunities would be governed solely by the needs of employers and available land, rather than those they could employ.

The Sheffield Plan would ensure an employment land supply, linked to the city’s physical assets, to attract and enable growth of businesses. The benefits would however be more easily accessed by those with skills or most recently unemployed.

Certain people groups have lower rates of employment, lower incomes and more likely to be living in poverty, and are less likely to be able to access new jobs, without additional interventions outside the Planning System. The benefits can only be translated to these people groups which particularly suffer from cyclical/long-term unemployment and underemployment by associated efforts recommended through the Fairness Commission, in terms of “re-entry” to work and the “sustainability”/job quality. This should include offering training opportunities.

The Sheffield Plan may create the circumstances for sufficient centres, but achieving successful and thriving district and local centres in deprived areas of the city may be affected by the current spatial nature of inequality because of the lack of income to spend on food or other goods and services.

## **Sustainability Aim 2: Education and training opportunities provided which build the skills and capacity for the whole population and which encourage lifelong learning.**

### **1. Baseline and Fairness Commission Recommendations.**

The impact of lack of skills in deprived areas is explored in the **Unemployment and Underemployment** section as well in the **Aspiration and Opportunities** section of the Fairness Commission Report. This is unpacked under Aim 1 above.

Some BME communities e.g. Bangladeshis, Pakistanis, Somalis and Gypsy or Irish Traveller communities have lower levels than city average of people with no qualification, or with higher level qualifications.

Therefore education and training opportunities need to be available for the whole population.

Caring can affect whether young people achieve their educational attainment levels and skills required to keep them in education/employment and reduce poverty and ill-health in later life.

The average age of a young carer is 12, and there are more females (57%) than males (42%).<sup>35</sup> Unsurprisingly young people who take on caring roles find it has an impact on their education. One study showed 40% definitely restricted in their educational progress as a result of caring, 53% possibly restricted and 7% unaffected. Three quarters of young carers may not be known to their school as a young carer.<sup>36</sup> The Commission received a submission stating that "young carers particularly report a lack of understanding of their needs, and a lack of support which would help them achieve the educational attainment levels and skills required to keep them in education/employment and reduce poverty and ill-health in later life."<sup>37</sup>

There is also evidence of **structural barriers** to children fulfilling their potential. Some barriers are wider than one person's choices – structural barriers - though individuals can be supported to overcome them. Major structural barriers to educational potential, and therefore wider life chances, include poverty, poor housing, caring responsibilities, and discrimination as a result of gender or cultural background<sup>85</sup>, or having a disability.

The Commission recognises that often the odds are stacked against some children, young people and adults when it comes to achieving their educational potential. The way in which services are designed might exclude them, for example by not effectively recognising and supporting their special educational needs, or they may be unable

to access educational opportunities due to lack of money, or because their caring responsibilities get in the way of homework.

In addition to getting a good education at school, college or university, it is important that people keep mentally active throughout life, accessing adult education and training opportunities both for employment and enjoyment. Ageing is much more adaptable than people think. It can be changed, shaped or adjusted by how a person lives their life, the choices they make, the services they access, and the way the surrounding physical, social and economic environment impacts on them.<sup>88</sup> Therefore aspiration should be treated as a life-long goal.

The Fairness Commission Vision and/or Recommendations have none which are specific to Planning.



However the Sheffield Corporate Plan 2015-2018 has an aspiration to tackle inequalities, by:

- Supporting up to 2,000 teenagers and young adults to access education, employment and training

## **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

The Sheffield Plan provides opportunities to safeguard land for education and training opportunities and provides an avenue to weigh up the need for land for sufficient education and training opportunities for the future population, against other competing land use pressures.

Facilitating and enabling facilities for education and training opportunities should not just be targeted at children and young people, but also, particularly in deprived areas, people with limited or no qualifications who struggle to enter or remain within the workforce.

Interventions outside the planning system are required to ensure that those particular groups benefit from these, as much as other groups, due to major structural barriers to children fulfilling their potential.

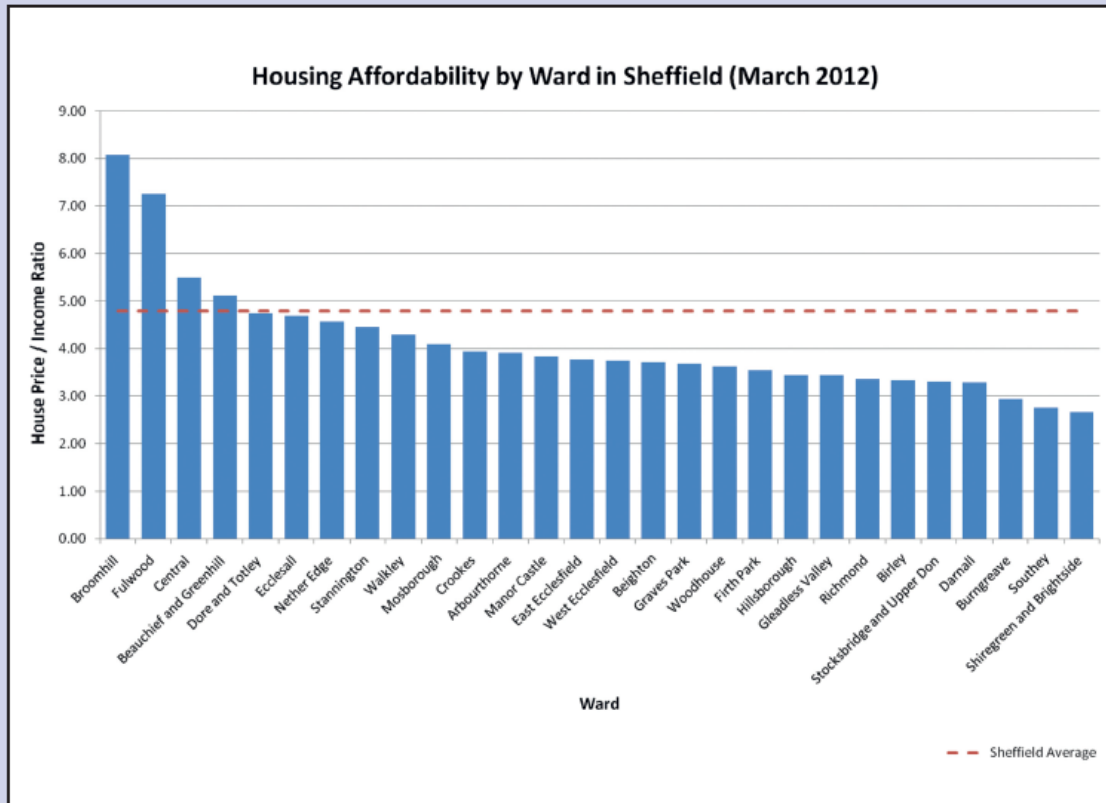
## **Sustainability Aim 3: Decent and appropriate affordable housing available to everyone.**

### **1. Baseline and Fairness Commission Recommendations.**

Deprivation, in terms of barriers to housing and services are more evenly distributed across the city.

The baseline position in the Fairness Commission Report refers to the average, lowest and highest house prices in the city; the scale of house building; how affordable housing provision through developer contributions has declined, and therefore likely to exacerbate inequalities, despite contributing in a small way to lessening inequalities.

The graph below shows the number of times the average income in each ward is required to meet the average house price.



It is noted that the highest level of road traffic accidents, especially amongst children correlate broadly with levels of deprivation. In these areas, children are more likely to play in the streets due to limited play areas inside or in gardens. Therefore overcrowding in these areas and the types of housing provided is contributing to road traffic accidents.

Housing needs of many different communities in Sheffield differ from the city norm. For example, Sheffield's population will have an expanding ageing population. However many BME communities (except Black Caribbeans and White Irish) have a much younger age

profile and more working age people than average, and significantly fewer people of pension age. Nearly a third of the White Irish population are of pension age, compared with 17% citywide. The Black Caribbean population has a more varied age profile than the average.

Similarly there are different housing needs, in terms of house sizes, for BME groups with larger numbers of children. The availability and cost of suitably sized housing can contribute to overcrowding. The citywide overcrowding average is 5%, but at least 10% of the Bangladeshis, Black Africans, Black Caribbeans, Indians, Chinese, Eastern European, Roma and Yemeni communities have at least one fewer bedroom than they require.

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim. Under the Fair Access to Benefits and Credit section, the Fairness Commission's vision on income inequality and social security includes that:

- Sheffield will be a fairer city when everyone in the city can afford to keep their home warm

Under the Housing and Better Environments section, the Commission's vision is that:

- Sheffield will be a fairer city when everyone is able to afford to live in a decent quality home that meets their needs (This is one of the Commission's initial outcomes the Commission wishes to see improved)

The Commission's recommendations include:

- Increasing the quantity of housing could be done by:
- Exploring new delivery models including using public sector owned land to allow developers to build now and pay the land receipt later
- Reallocating a large amount of land for housing that was previously designated for industry and business to provide developers with more choice of sites.
- The design of new homes needs to meet the changing needs of Sheffield's communities and reflect the increasing ethnic diversity and ageing of Sheffield's population. This would be informed by the Housing Market Assessment which will establish the housing needs of our residents and the types of housing that is needed in the city, as well as by the previous Government's Lifelong Neighbourhoods strategy.

## **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to "do nothing" scenario if no Sheffield Plan.**

No Sheffield Plan policies (i.e. "do nothing") will mean that inequality will be exacerbated (by lack of housing, lack of affordable housing, lack of means to move out of non-decent quality housing, lack of well-designed housing to reflect the increasing ethnic diversity and ageing of Sheffield's population)

This Sustainability Aim could reduce inequality by: achieving more affordable housing (although this is limited by the viability of housing development). This would reverse the current downward trend.

More housing will also offer more choice and alternatives to occupying non-decent privately rented properties.

#### **Sustainability Aim 4: Health services provided for the health needs of the whole population and which tackle health inequalities.**

##### **1. Baseline and Fairness Commission Recommendations.**

The Fairness Commission Report outlines the stark inequalities in terms of life expectancy across Sheffield, from the south west to the north east. It also outlines the inequity of access to services and inequity in the quality of services available; mental health; social relationships and social isolation; links between poor health and caring. There are higher concentrations of many groups of people in deprived areas, as recorded in the Community Knowledge Profiles.

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim:

Under the Health and Wellbeing for All heading, the Fairness Commission recommends:

There should be a significant increase in primary and community care in Sheffield, particularly in the most deprived areas of the city delivered locally in accessible venues.

##### **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

If there was no Sheffield Plan, there would be no anticipation of the impact of future development on existing primary and community care facilities, and consideration of how additional facilities could be accommodated.

#### **Sustainability Aim 5: High quality open space and cultural, leisure and recreational facilities available for all.**

##### **1. Baseline and Fairness Commission Recommendations.**

Nothing specific in the Fairness Commission relating to this. However lack of open space provision would contribute to living environment deprivation. While not so extreme as other deprivation indicators, relatively high deprivation is concentrated in the Central ward, with the deprivation levels decreasing further out from the city centre.

In addition, lack of open space may contribute to reduced levels of physical activity and obesity. This is outlined in the Health Background Paper.

##### **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

If there was no Sheffield Plan, there may be increased pressure on open spaces from housing development. In addition, there would not be a strategic consideration of the need for open space, cultural and leisure and recreational facilities in all areas.

## **Sustainability Aims 6 & 7**

**Sustainability Aim 6: Significant development focused in locations that reduce the need to travel and the fullest possible use made of public transport, walking and cycling.**

**Sustainability Aim 7: Secure appropriate investment and development in transport infrastructure, and ensure the safety of the transport network.**

### **1. Baseline and Fairness Commission Recommendations.**

#### Public Transport Accessibility

Transport can help contribute to the social, economic and environmental improvements that will increase fairness in the city. The Commission agrees with evidence presented to it that “transport can help tackle inequality by helping people to get to the jobs, education and activities that help them to move forward in their lives and improve their long term prospects.”<sup>112</sup>

However, public transport is not available or appropriate for everybody. Some people are at risk of isolation simply because they live where there is not a public transport service. The Passenger Transport Executive Group said to the Commission that people living on isolated housing estates, or in deprived areas, or rural areas can be at risk of being excluded from accessing opportunity as it is often not profitable or viable to run public transport services.<sup>116</sup> Secondly, there are also some people at risk of isolation because getting to the bus stop and then getting on a bus unaided is not possible, regardless of how close to a bus route they might live.

National research suggests that too many older people are left alone and isolated because bus, trains or transport links are poor. Older people are facing hardships simply because they are old. With poor travel, or because they live in rural areas, simply getting from A to B can be an ordeal for some older people. The report stated that "21% of men and 33% of women aged 75 and over in 'fair/poor' health said they had difficulties getting to local shops."<sup>117</sup>

Difficulty in accessing transport is cited as one of the main reasons why disabled people are excluded from doing things that other people do. 'Disabled people travel a third less often than the general public and over a third of those who do travel experience difficulties, the most common being getting on or off trains or buses.'<sup>118</sup> Submissions to the Commission included the points that access to transport is a barrier to independence<sup>119</sup> and transport is high on disabled people's list of concerns, with over 50% saying that transport improvements would have a positive impact on their life.<sup>120</sup>

The Fairness Commission's aspiration is to reduce isolation for those people who are unable to use regular public transport, which is something the Sheffield Plan won't be involved with.

### Road Safety

In addition to access to public transport issues, which affects the poor and disabled/elderly disproportionately, road safety issues disproportionately affect young children.

Evidence shows the introduction of 20mph zones was associated with a 41.9% reduction in road casualties. The highest impact on reductions in those killed or seriously injured and casualties was amongst young children.<sup>162</sup> A 20mph speed limit may also lead to increased levels of walking and cycling, which reduce the risk of obesity and heart disease.<sup>163</sup> Some evidence suggests that lower speeds produce fewer emissions<sup>164</sup> and have little or no impact on average journey times.<sup>165</sup>

In Sheffield the residential areas with the highest levels of road traffic accidents and casualties, especially amongst children correlate broadly with levels of deprivation. In these areas, children are more likely to play in the streets due to limited suitable play areas inside or in gardens.

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim.

Under the Transport For All Section, the Commission's vision is that:

- Sheffield will be a fairer city when it has one integrated, affordable and high quality public transport system
- Sheffield will be a fairer city when young people have good access to public transport
- Sheffield will be a fairer city when isolation for people who are unable to use regular public transport is reduced. The latter has a recommendation to increase the range of transport options for people unable to use public transport over the next 5 years.

Under the Safe City Section, the Fairness Commission's vision is that:

- Sheffield will be a fairer city if all of Sheffield's residential streets are safe and allow people to walk and cycle with confidence.

## **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

If policies were able to lead to development only being in public transport accessible locations, then this would ensure that the new residents would not be isolated, or at risk of being excluded from accessing services, employment etc.

There is a recognition in the Fairness Commission that not everyone can use bus stops even if they are considered to be accessible in terms of distance from housing and facilities. Therefore other non-planning mechanisms need to be employed to benefit those people (i.e. other transport options).

## **Sustainability Aim 8 : Use of land which supports the regeneration of the urban area and protection of valuable soil and mineral resources.**

The Fairness Commission makes no link between this Sustainability Aim and deprivation.

## **Sustainability Aim 9: An attractive, high quality built environment that works well and lasts.**

### **1. Baseline and Fairness Commission Recommendations.**

A high quality built environment can contribute to the living environment. Living environment deprivation is not so extreme in Sheffield, but is relatively high concentrations in the Central ward, and relative worst deprivation in the West and the rural, western areas of the City.

Sheffield is a relatively safe city and has seen decreases in recorded crimes and anti-social behaviour maintained. There are however high concentrations of relatively high crime in Southey, Firth Park, Shiregreen and Brightside wards and in wards including and surrounding Arbourthorne.

Certain communities in Sheffield are disproportionately affected by criminal behaviour, with those communities having the highest levels of deprivation tending to have the highest levels of offenders and also the highest levels of victims of crime as offenders will usually commit crimes in areas already known to them. Many offenders become enmeshed in a 'cycle of crime', with two thirds reconvicted within two years of their release (Ministry of Justice, 2009). High levels of re-offending carry a high social and financial cost - the National Audit Office (2010) has estimated that, nationally, the cost of recorded crime committed by ex-prisoners may be £13 billion per year. The Institute of Race Relations suggests that people from BME communities are over-represented at almost all stages of the criminal justice process, disproportionately targeted by the police, more likely to be imprisoned and more likely to be imprisoned for longer.<sup>103</sup>

Crime and anti-social behaviour can also affect some groups of people who are targeted because of who they are. Anecdotal evidence from one of the satellite meetings describes how one woman had been forced to move house because of persistent homophobic attacks culminating in the vandalism of her house and car.<sup>104</sup>

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim. Under the Safe City Section, the Fairness Commission's vision is that:

- Sheffield will be a fairer city if all of Sheffield's residential streets are safe and allow people to walk and cycle with confidence.

## **2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to "do nothing" scenario if no Sheffield Plan.**

Sheffield Plan policies will mean that new/changed environments in Sheffield will be designed to be safe, both for those who might otherwise suffer from crime and anti-social behaviour.

As there is a link between deprivation and criminal behaviour, other measures to reduce deprivation should lead to an increased feeling of safety in areas with former highest levels of deprivation. With the expected poverty increase, this is unlikely to change simply because of Sheffield Plan policies.

Sheffield Plan policies designing environments and routes in terms of road safety, should lead to less people killed or seriously injured (particularly young children (with biggest benefits if located in deprived areas) but also benefit those who suffer from poor air quality (see



Sustainability Aim 16). It may also lead to increased levels of walking and cycling which could benefit people with risk of obesity and heart disease.

This may prevent the need in new housing areas for establishing 20mph zones, which aren't implemented through the planning system. The Sheffield Plan can influence the design of new streets in or streets adjacent to new developments are re-designed, and where public realm improvements are to be made.

### **Sustainability Aims 9 – 15**

**10. The Historic Environment protected and enhanced**

**11. High quality natural landscapes protected and poor landscapes enhanced**

**12. Ecological and Geological Assets created, conserved, managed and enhanced.**

**13. Water resources protected and enhanced.**

**14. Greenhouse gas emissions minimised and the impact of climate change effectively managed.**

The Fairness Commission does not make a direct link between these environmental characteristics and deprivation. Although they would contribute to the Living Environment.

### **Sustainability Aim 15: Air quality improved and impacts of environmental pollution minimised or mitigated.**

#### **1. Baseline and Fairness Commission Recommendations.**

Poor air quality adversely affects human health. The impact of air quality on life expectancy and health is unequal, with the young, the old and those with pre-existing heart and lung conditions more affected.

Poor air quality adversely affects human health, and has recently been estimated to account for up to 500 premature deaths per year in Sheffield, with health costs of around £160 million per year. It has short and long-term health impacts, particularly for respiratory and cardiovascular health. The impact of air quality on life expectancy and health is unequal, with the young, the old and those with pre-existing heart and lung conditions more affected. Individuals who are particularly sensitive and exposed to the most elevated levels of pollution, have an estimated reduction in life expectancy of as

much as nine years. Sheffield reflects the national picture, in that generally air quality is improving. However in many areas, near the motorway and within the busy urban centre, it has not improved, with some places seeing air quality worsening. Modelling work shows that the areas of concern are those particularly close to busy roads and at busy junctions. For example the M1 passes through the Tinsley area and traffic flow on average is usually in the region of over 110,000 vehicles per day, with up to 20% heavy goods vehicles, travelling at high speeds.<sup>99</sup>

The Commission received evidence suggesting that “poorer people tend to live in the worst environments with greater exposure to negative environmental impacts and restricted access to environmental assets. There is research evidence of a ‘triple jeopardy’, resulting from low socio-economic status being associated not only with greater risk of exposure to environmental pollutants, but also with increased susceptibility to health damage from such exposures.”<sup>100</sup>

The Fairness Commission Vision and/or Recommendations include some that can be pursued through this Sustainability Aim.

Under the Housing and Better Environment’s section, the Commission’s Vision is that:

- Sheffield will be a fairer city when people in Sheffield are not adversely affected by poor air quality. (The Commission has as one of its initial outcomes to monitor: the quality of the air improves, especially in the most deprived parts of the city)

The Commission recommends:

- Sheffield will be a fairer city when people in Sheffield are not adversely affected by poor air quality. (The Commission has as one of its initial outcomes to monitor: the quality of the air improves, especially in the most deprived parts of the city)
- Reducing the air pollution impact of the M1 motorway around Tinsley, an urban area of significant deprivation which experiences high levels of air pollutants. (It suggests a reduced speed limit but acknowledges that the Department of Transport would need influencing in relation to this).
- A Low Emission Zone for Sheffield, aimed at operators of vehicles.
- Supports the other actions set out in the Sheffield’s Air Quality Action Plan and recommends that the planned revision of the Air Quality Action Plan should include strong measures to encourage the use of walking, cycling and public transport, discourage the use of private motorised transport, and develop a low-emission refuelling infrastructure.

**2. Possible Equality Impact if Sustainability Aim fulfilled. Compared to “do nothing” scenario if no Sheffield Plan.**

Having planning policies which reduce/limit/mitigate poor air quality will benefit, in health terms, people with disabilities, young and old anywhere. Also people on low incomes who tend to live in environments with worse air quality. Better health will help employability, and maybe raise incomes.

**Sustainability Aims 16 – 17**

**16. Energy consumption minimised and use of sustainable energy sources maximised.**

**17. Minimal production of waste and the reuse, recycling and recovery of waste maximised.**

The Fairness Commission does not make a direct link between these environmental characteristics and deprivation, although they would contribute to the Living Environment deprivation index.

## APPENDIX 2: SUSTAINABILITY AIM TOPIC PAPERS

### 1. A VIBRANT AND COMPETITIVE ECONOMY WITH GOOD JOB OPPORTUNITIES AVAILABLE TO THE WHOLE COMMUNITY

#### SEA Topic

This Sustainability Aim relates to the SEA Topic of Material Assets.

#### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Region Strategic Economic Plan (SCR SEP)	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	The Plan will need ensure that policies encourage new and more productive businesses and the infrastructure required to support them.	Consider the direct and indirect impacts of the plan policies and site allocations on existing and potential new businesses.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Region Strategic Economic 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	<ul style="list-style-type: none"> <li>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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient employment land and to meet predicted job targets.
Sheffield City Region Strategic Economic Plan	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.	<ul style="list-style-type: none"> <li>Sheffield City Council and Rotherham Metropolitan Borough Council producing a Joint Employment Land Review (ELR) to analyse demand and supply of employment land in Sheffield and Rotherham. This is referenced below and has informed the citywide options set out in the Sheffield Plan</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on the implementation of policies within Rotherham as part of the Duty to Cooperate.
Sheffield City Region Strategic Economic Plan	The SEP has identified an ambition to create a significant number of new jobs in growth sectors.	<ul style="list-style-type: none"> <li>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 Region. 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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient employment land and to meet predicted job targets.
Sheffield and Rotherham Joint Employment Land Review	Concluded that the growth prospects for Sheffield are 'relatively strong'.	<ul style="list-style-type: none"> <li>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</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring sufficient growth in employment and businesses.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
		<p>prosperous and attractive to business and new investment, and will provide employment opportunities for all.</p>	
Sheffield and Rotherham Joint Employment Land Review	Sheffield is recognised as an industrial city – rather than a commercial one – it is nevertheless acknowledged as the principal office location within South Yorkshire’.	<ul style="list-style-type: none"> <li>The Plan must address the needs of industrial and office-based businesses.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring sufficient growth in business and industrial employment.
Sheffield and Rotherham Joint Employment Land Review	Sheffield City Centre is clearly the prime location for demand for new office space within the Sheffield City Region.	<ul style="list-style-type: none"> <li>The Plan’s policies should promote the City Centre for office uses.</li> </ul>	Consideration of the impact of the prioritising the City Centre for office uses.
Sheffield and Rotherham Joint Employment Land Review	Sheffield would provide round 25,550 (35%) of the 70,000 new jobs created in the City Region.	<ul style="list-style-type: none"> <li>The Plan needs to ensure that policies are sufficiently promotional to accommodate the new jobs. 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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient employment land and to meet predicted job targets.
Sheffield City Strategy and Corporate Strategic Outcomes	Provide more and better jobs	<ul style="list-style-type: none"> <li>Land needed to increase the number of jobs – is there enough in sustainable locations? 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.</li> <li>Key Challenge: Stimulating Economic</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on job creation.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Strategy and Corporate Strategic Outcomes	Strategic Infrastructure that supports and enables economic growth and the city's future development	<p>Growth and Job Creation</p> <ul style="list-style-type: none"> <li>Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation</li> <li>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. The infrastructure Delivery Plan will be the mechanism for assessing this along with appraisals of allocations and designations.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on infrastructure.
Sheffield City Strategy and Corporate Strategic Outcomes	Sheffield people to be well-trained and able to access a range of fairly paid employment opportunities	<ul style="list-style-type: none"> <li>Will we take forward the draft City policy A2 on local employment and training?</li> <li>Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation. A key element of the Plan is to ensure there is sufficient land of good quality identified to meet the needs of the area.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on employment and training.
Sheffield City Strategy and Corporate Strategic Outcomes	The city's economy to grow supporting the health and wellbeing of the people of Sheffield	<ul style="list-style-type: none"> <li>Need for supportive policies</li> <li>Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation</li> <li>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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on the health and wellbeing of the people of Sheffield.
Sheffield City Strategy 2010-2020: Five Key Ambitions	<b>Distinctive:</b> A city where companies and individuals can succeed. By 2020, Sheffield will be a city of global economic significance, leading the way in advanced manufacturing, knowledge-based industries and low carbon technology. Distinctive and specialised products and industries continue to be created and developed in Sheffield.	<ul style="list-style-type: none"> <li>Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation</li> <li>Need for supportive policies</li> <li>The Plan can 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</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient employment land for advanced manufacturing, knowledge-based industries and low carbon technology.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Strategy 2010-2020: Five Key Ambitions	<b>Successful:</b> Sheffield is a city of entrepreneurs and provides world class conditions for businesses to grow. It is a city of dynamic and innovative small and medium-sized businesses, and thriving, diverse and enterprising community, voluntary and faith organisations. Sheffield is one of the most productive cities in the world and everyone is able to make the most of their talents and create their own opportunities, whether in work, learning, or leisure.	sectors. <ul style="list-style-type: none"> <li>• Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation</li> <li>• Need for supportive policies</li> <li>• 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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on existing and potential new businesses.
Sheffield City Strategy 2010-2020: Five Key Ambitions	<b>Sustainable:</b> Sheffield has a balanced, diverse and sustainable economy and is constantly utilising new environmentally friendly forms of industry and transport.	<ul style="list-style-type: none"> <li>• Tackles Key Challenge: 1 Stimulating Economic Growth and Job Creation</li> <li>• Need for supportive policies</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on environmentally friendly forms of industry and transport.
Climate Change and Health: Director of Public Health Report for Sheffield 2014	Sheffield's economy should develop so as to lessen climate change, improve health, and increase social capital. Sheffield's "Successful Centres" policy of promoting centres and encouraging independent traders encourages this.	<ul style="list-style-type: none"> <li>• Tackling Key Challenges – 4 Promoting Health and Wellbeing</li> <li>• How can policies locate development where it can maximise people's health?</li> <li>• How to promote successful centres?</li> <li>• How can policies encourage independent traders?</li> <li>• Priority locations for employment can be focused on accessible locations</li> </ul>	<ul style="list-style-type: none"> <li>- <i>Sustainability Appraisal</i>9 High Quality Built Environment</li> <li>- <i>Sustainability Appraisal</i>14 Climate Change</li> </ul>
Sheffield Economic Strategy	The Strategy has 6 Economic Objectives, including: <ul style="list-style-type: none"> <li>• Distinctive and High Performing Sectors</li> <li>• Future Proof Infrastructure, including delivery through the local plan</li> </ul>	<ul style="list-style-type: none"> <li>• The Sheffield Plan aims to contribute to creating the right conditions for businesses to grow</li> <li>• The Plan will need ensure that policies encourage new and more productive businesses and the infrastructure required to support them.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on existing and potential new businesses.
Sheffield City Council Corporate Plan 2015 -	Strong Economy: To achieve our economic potential, be well-	<ul style="list-style-type: none"> <li>• Attract investment across the city and support businesses to start and to grow;</li> </ul>	- <i>Sustainability Appraisal</i> 1-17



Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
18	connected, with skilled individuals and growing businesses, playing a distinctive role in the global economy	<p>creating 28,000 jobs across the city region – The Sheffield Plan can allocate and designate land to meet employment needs</p> <ul style="list-style-type: none"> <li>• Attract more visitors to Sheffield, by increasing the city's vibrancy. The Plan can support existing centres and promotes their vitality</li> <li>• Develop Don Valley and the M1 corridor as a leading European centre for advanced manufacturing. The Plan can focus advanced manufacturing development in and around the area around the Sheffield Business Park and Advanced Manufacturing Park</li> <li>• Superfast, digitally connected city. Work with partners to roll out next generation broadband, Inc. options for the City Centre. Target of 97.9</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on existing and potential new businesses
Sheffield City Council Corporate Plan 2015 - 18	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	<ul style="list-style-type: none"> <li>• 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.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on unemployment levels.
Sheffield City Council Corporate Plan 2015 - 18	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	The Plan can ensure there is sufficient land and sites of suitable quality available in and around the Sheffield Business Park/Advanced Manufacturing Park area to meet the needs of the advanced manufacturing and associated research sectors.	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient employment land for advanced manufacturing.
<b>National Policies:</b>			
NPPF para 23 on town centres	<ul style="list-style-type: none"> <li>• Planning policies should promote competitive town centres and manage their</li> </ul>	<ul style="list-style-type: none"> <li>• Need to recognise town centres as the heart of their communities and support their</li> </ul>	Consider the direct and indirect impacts of the plan policies and site

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	growth	viability and vitality; <ul style="list-style-type: none"> <li>• define a network and hierarchy of centres resilient to economic changes;</li> <li>• <b>map town centres and primary shopping areas, and</b> set policies that permit certain uses in such locations</li> <li>• How to promote choice, range of goods and services, specific to each town centre</li> <li>• Retain, enhance and create markets</li> <li>• <b>allocate sites</b> for residential development in town centres and <b>to meet</b> the full need for main town centre uses, following the sequential approach. set policies to assess proposals for main town centre uses that are out of centre</li> <li>• Need to set thresholds for impact assessments</li> <li>• recognise the importance of residential development in ensuring the vitality of centres and encourage it on appropriate sites</li> <li>• where town centres are in decline, plan positively for their future to encourage economic activity</li> </ul>	allocations on ensuring delivery of competitive town centres
NPPF Part 3	Supporting a prosperous rural economy - Policies to support economic growth in rural areas in order to create jobs and prosperity	Policies to <ul style="list-style-type: none"> <li>• support sustainable growth of businesses in rural areas through conversions and well-designed new buildings;</li> <li>• promote development and diversification of agricultural and land-based rural businesses;</li> <li>• support sustainable rural tourism and leisure developments that benefit rural businesses, communities and visitors, and which respect the character of the countryside.</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on economic growth in rural areas.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
		<ul style="list-style-type: none"> <li>retain and develop local services in villages, e.g. local shops, meeting places, sports venues, cultural buildings, pubs and places of worship.</li> </ul>	
NPPF Part 5	Supporting high quality communications infrastructure	<ul style="list-style-type: none"> <li>Policies to minimise the number of masts, and criteria for new sites</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on communications infrastructure.
NPPF Part 8	Promoting healthy communities	<p>Policies to:</p> <ul style="list-style-type: none"> <li>promote mixed-use developments, strong neighbourhood centres and active street frontages</li> <li>promote shared space and local community facilities</li> <li>guard against loss of valued facilities and services,</li> <li>ensure shops and facilities can develop sustainably to benefit the community</li> <li>ensure an integrated approach to locating housing, economic and community uses</li> <li>impose conditions to avoid noise which impacts on health and quality of life but avoid imposing unreasonable restrictions because of changes in nearby land uses since they were established</li> </ul>	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of healthy communities
NPPF Section on Local Plans – paragraph 156	Local Plans to set out strategic priorities to deliver jobs and commercial development	Work on the Employment Land Review has advised options to deliver job targets in the Plan and identified key locations.	Consider the direct and indirect impacts of the plan policies and site allocations on jobs and commercial development.
NPPF Section on Using a proportionate evidence base – paragraph 160 &161	<p>Local plans should use evidence of business’s needs agreed with neighbouring authorities and LEPs . They should reduce barriers to investment, e.g. lack of housing, infrastructure, viability.</p> <p>The evidence base should inform:</p>	Addressed by the Employment Land Review – see above.	Consider the direct and indirect impacts of the plan policies and site allocations on existing and potential new businesses.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<ul style="list-style-type: none"> <li>• the need for, and availability of, land or floorspace for economic development, including retail and leisure. Reviews to be undertaken at the same time as SHLAAs</li> <li>• the function of town centres, the relationship between them, and trends in their performance</li> <li>• whether existing centres can accommodate new development;</li> <li>• area of deprivation that may benefit from remedial action;</li> <li>the needs of the food production industry and how planning can facilitate investment.</li> </ul>		

### Baseline Information

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario
Unemployment	Claimant unemployment levels rose significantly in Sheffield between 2008-2010 and 2011-2013 (reflecting periods of recession), with unemployment levels peaking at 4.8% in March 2013. <sup>37</sup> Variation across Parliamentary constituencies e.g. Hallam 1.8% Heeley and Central 6% Brightside 7.9% (autumn 2012) <sup>i</sup>	The current claimant unemployment rate in Sheffield (2.8%) is comparable to the Yorkshire & the Humber region (2.7%), but higher than the national average (2.0%).	Positive – downwards trend. However, it could mask trends such as short term patterns of working, job instability, lower skilled worker exclusion and youth unemployment due to economic factors and an increased retirement age. <sup>38</sup> Youth Unemployment (number of people aged between 18 and 24 claiming Job Seekers Allowance) has risen significantly since the pre-recession period (from 2,665 in February 2008 to 5,475 in July 2012), and far more rapidly than nationally.	Reinforce policies which promote growth and provision of stable employment opportunities
Workforce Jobs	Based on Experian data it is estimated that Sheffield registered 283,900 workforce jobs in 2015. This represents an increase of 10.2% in comparison to the city's level in 2000.	This increase was higher than in the Yorkshire & the Humber (9.8%), but lower than the UK average (14.0%). Figure 3.4 in the Employment Land Review 2015 compares this with other areas.	Between 2001 and 2007, Sheffield recorded a steady increase in workforce jobs, of around 3,600 new jobs per annum. Between 2007 and 2012, however, the number declined by an average rate of -1,400 jobs per annum	Reinforce policies which promote growth and provision of stable employment opportunities

<sup>37</sup> Sheffield and Rotherham Joint Employment Land Review 2015

<sup>38</sup> Unemployment and Worklessness in Sheffield – Sheffield First Partnership August 2011

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario
Skills	<p>The proportion of working age residents with no qualifications is estimated at 10.8% for Sheffield.</p> <p>For higher level qualifications (NVQ level 4+), Sheffield is 35.2%</p>	<p>This exceeds the corresponding figure at the national level (9.0%) and is also higher than the regional level (9.8%),</p> <p>Higher level outperforms the regional average (29.7%), although is slightly lower than the national average (35.8%).</p>	<p>The presence of higher level skills in Sheffield may, in part, be attributable to the presence of two local universities.</p>	<p>This indicates a highly skilled workforce and the corresponding potential to attract more knowledge-based businesses.</p>
Growth Industries – Knowledge Based Industries	<p>Table 3.1 below indicates that around 18.7% of firms within Sheffield were classified as knowledge-based in 2008,</p>	<p>This is higher than the regional (16.9%) but lower than the national average (21.8%).</p>	<p>The local economy of Sheffield is better placed to create higher levels of growth in the future than the majority of the surrounding areas.</p>	<p>There are potential economic benefits of focusing on growth in knowledge-based sectors</p>
Productivity (measured by Gross Value Added [GVA] per worker)	<p>GVA per worker within the labour force in Sheffield in Q1 of 2015 is estimated at £34,237 per worker.</p>	<p>This is lower than both the regional (£38,714) and national (£45,608) equivalent.</p>		<p>The need to increase GVA is recognised in the SCR Economic Plan and the Plan options address this.</p>
Earnings	<p>Gross weekly resident wages in Sheffield in 2014 were £477.0.</p>	<p>This is lower than the regional (£479.0) and national averages (£518.0).</p>	<p>Those who work in Sheffield (£487.2) earn more than residents.</p>	<p>This indicates that the types of jobs available locally are higher paid than elsewhere in the sub-region (and beyond) and that many workers are commuting in to higher paid jobs within Sheffield. This could be relevant for housing</p>

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario
				provision.
Deprivation	<p>Sheffield has relatively high levels of deprivation, with a ranking of 84th out of 326 local authorities areas in the latest Indices of Multiple Deprivation (2010).</p> <p>There are significant variations within Sheffield, with pockets of deprivation in particular in Stocksbridge, Chapeltown and Sheffield City Centre</p>	This puts Sheffield in the most deprived 30% in England.	The performance of Sheffield has remained relatively constant, albeit with a marginal decline since the 2007 Deprivation Indices were published, falling from 89th	<p>Meeting employment needs is an issue for tackling deprivation.</p> <p>Focusing new development in deprived areas can help to address local deprivation issues</p>
Commuting	As shown in Figure 3.13 below, Sheffield has strong linkages to South Yorkshire and (to a lesser extent) the East Midlands. However, the strongest linkages exist between Sheffield and Rotherham.		Sheffield and Rotherham are recognised as one single economic entity, with a combined population of circa 810,000.	The Sheffield Travel to Work Area (TTWA) covers the SCC and Rotherham MBC areas, which helps to define it as a single Functional Economic Market Area, within which the Plan should determine employment land needs.
Take-up of Office space	<p>Take-up of office space in Sheffield is understood to have been in the order of 275,000sq.ft for 2014</p> <p>Grade A space accounted for 40% of office take-up in Sheffield during the second half of 2014, with Grade B space accounting for 55%<sup>39</sup>. This represents a continuation of activity observed in 2013,</p>		This is up from 250,000 sq.ft in 2013 and 200,000sq.ft in 2012 and represents two consecutive years of growth <sup>41</sup> . It is understood that this upturn in performance has continued into 2015, with take-up of 306,000sq.ft recorded in the first two quarters, placing Sheffield on course for a record year in terms of office activity. <sup>42</sup>	If office demand and take-up is rising, the Plan must seek to maintain and improve supply.

<sup>39</sup> Sheffield Offices Market Update, H2 2014, Knight Frank

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario
	when the demand profile was also dominated by Grade A and B space <sup>40</sup> .			
Office Rental Levels	Prime rents for office space in Sheffield City Centre achieved a headline of £20.00 per sq.ft. in 2014.	Sheffield City Centre has by far the highest rental levels in South Yorkshire (Barnsley £15, Doncaster £14 and Rotherham (£12.50)	Commentary by Knight Frank suggests that increased levels of take-up and a lack of new forthcoming developments in Sheffield could give rise to a diminishing availability of Grade A stock. This, in turn, could create upward pressure on prime headline rents, which are expected to rise to £22 per sq.ft. in 2015. Indeed, Property Magazine International reported in September 2015 that a deal for 16,000sq.ft. of space at No.3 St Paul's had been agreed at £23/sq.ft., setting a new record for office rents in the city.	The Plan will need to address the shortage of Grade A office space in Sheffield, especially given it is the prime office location for South Yorkshire. Recent analysis has highlighted the issue of the city's diminishing availability of Grade A stock, within the context of the continued increase in demand <sup>43</sup>
Existing Employment Floorspace	Historic VOA floorspace data shows Sheffield experienced a modest 22,000sq.m. reduction in the total amount of floorspace over the period 2000 to 2012, equivalent to 0.5% contraction. This overall loss is made up of a 37% increase in the amount of office floorspace stock (262,000sq.m.) and an 8% reduction (284,000sq.m.) in industrial floorspace.	Sheffield was the only authority in South Yorkshire to experience a reduction in total floorspace over this time period, with the data reflecting a rebalancing of the stock towards office uses. <sup>44</sup>	New office stock has met increasing demand for modern office space	Continuing need for Grade A office space and a steady demand for industrial space.

<sup>41</sup> Data provided by Knight Frank

<sup>42</sup> Sheffield Offices Market Update, H1 2015, Knight Frank

<sup>40</sup> Sheffield Office Stock Study, 2013, Knight Frank

<sup>43</sup> Sheffield Offices Market Update (H2, 2014) Knight Frank

<sup>44</sup> Sheffield & Rotherham Joint Employment Land Review 2015



Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario
Age of Premises	The proportion of premises in Sheffield built before 1981 is 80%.	This is higher than the regional average (74%).		The Plan may need to address the issue of a relatively old stock of employment premises
Vacancy Rates	A review of commercial property being marketed in May 2015 <sup>45</sup> identified around 139,000 sq.m. of industrial space available across the local authority area – equivalent to 4.1% of the city's total industrial stock.	This is significantly lower than the 'ideal' rate that might be expected under 'normal' market conditions (i.e. around 10%) in order to provide a reasonable level of available space to enable to relocation and expansion of firms.		This is further evidence of a shortage of industrial floorspace and reflects recent commercial property market commentary pieces, which indicate the existence of a shortage of modern industrial space (across all size ranges) throughout much of South Yorkshire, with much of the good quality standing stock having been absorbed in recent years <sup>46</sup>
Spatial distribution of employment floorspace	Table 5.3 below shows that existing floorspace is focused on the City Centre (especially for offices), the Upper and Lower Don Valleys (especially for industry and warehousing) and the Sheaf Valley (all uses).			The Plan may need to reflect the dominance of these areas.
Development Rates / Employment Land Take-up	Take-up has averaged 12.1 hectares per annum over the period 1989-2014. <sup>47</sup>	Data over the 11 year period 2004-14 indicates an average take-up rate of 9.9		This take-up rate should be accounted for when assessing employment land requirements over the Plan period (the Sheffield & Rotherham Joint

<sup>45</sup> EGi Property Link

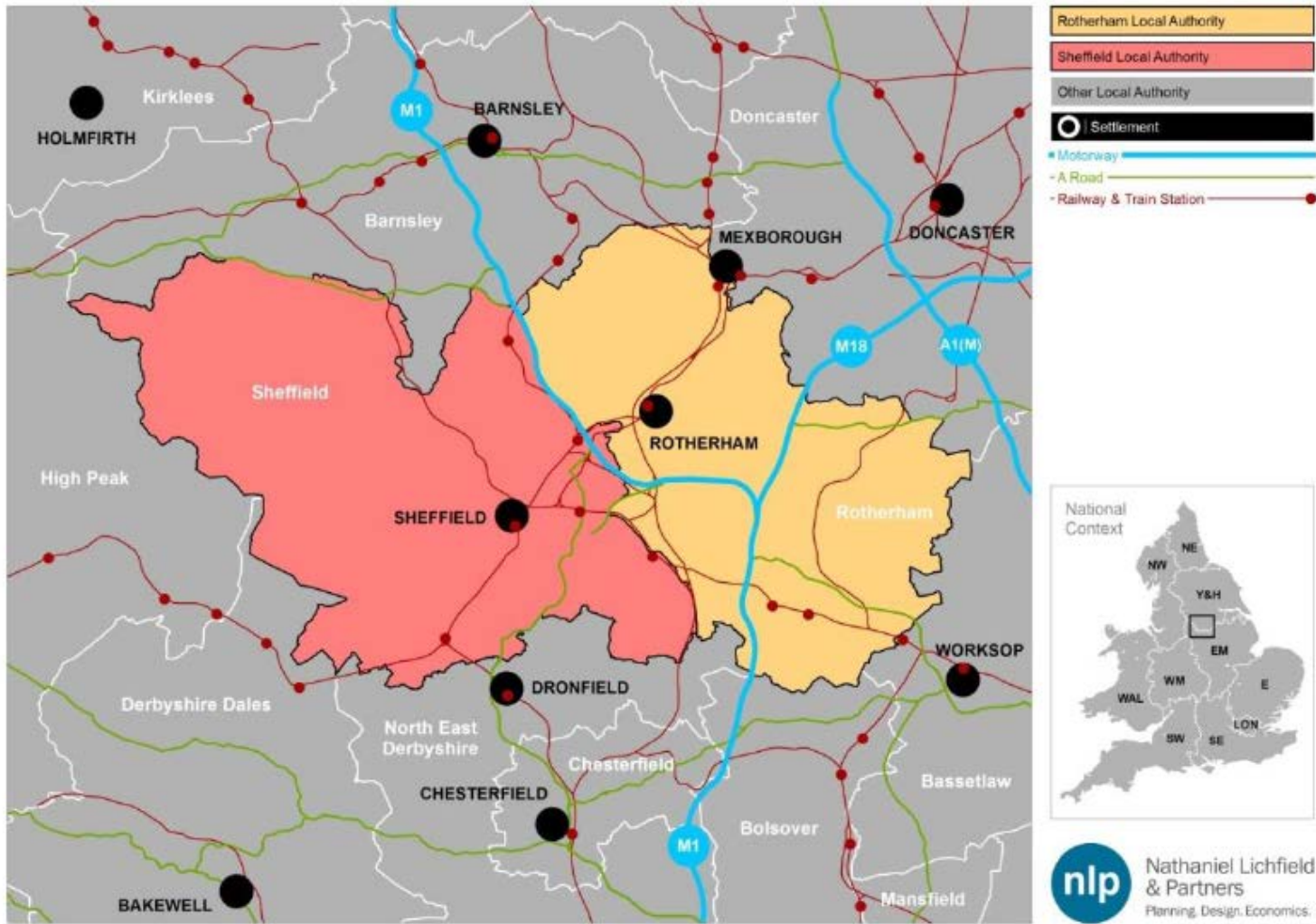
<sup>46</sup> South Yorkshire Logistics and Industrial Commentary (H1 2014 and H2 2014 Reviews) Knight Frank

<sup>47</sup> Sheffield & Rotherham Joint Employment Land Review 2015

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Local Plan / Likely effect of a 'do nothing' scenario								
		hectares per annum.  Take-up averaged 2.6 ha per annum between 2010 and 2014 but 9.17 ha was recorded in January, February and March 2015 alone.		Employment Land Review 2015 considers several methods).								
Losses of employment land	174.3 ha of employment land was lost to non B class uses between 1989 and 2014. This equates to average annual losses of 6.7ha. Losses were primarily driven by the delivery of housing and retail.		Comparing average annual losses of 6.7 ha to an average annual gross development rate of 12.1 ha indicates that the net delivery of employment land in Sheffield between 1989 and 2014 averaged 5.4 ha per annum.	The Plan will need to consider the impact of employment land lost to other uses.								
Retail / Leisure floorspace developed, considering the proportion within centres	Between 2005-2015:  <table border="0" style="width: 100%;"> <tr> <td style="text-align: right;">Sqm</td> <td></td> </tr> <tr> <td style="text-align: right;">In-centre</td> <td style="text-align: right;">57,461</td> </tr> <tr> <td style="text-align: right;">Edge of centre</td> <td style="text-align: right;">25,338</td> </tr> <tr> <td style="text-align: right;">Out of centre</td> <td style="text-align: right;">50,364</td> </tr> </table>	Sqm		In-centre	57,461	Edge of centre	25,338	Out of centre	50,364	Minimise out of centre	Continuing non-central development	Need to monitor success of Town centres first policy
Sqm												
In-centre	57,461											
Edge of centre	25,338											
Out of centre	50,364											
Measures of vitality and viability of centres:				Need to monitor success of Town centres first policy								
<ul style="list-style-type: none"> <li>• diversity of uses</li> <li>• proportion of vacant street level property</li> </ul>	City-wide shop vacancy rates declined from 14% to 10% between 2010-2015.	Other centres in Sheffield, region and core cities	Diversity of uses increasing overall, Vacancies in the City Centre are increasing and are greater than city-wide average. Data needs to be obtained for other core cities. Vacancies in district centres are generally declining	Need to monitor success of Town centres first policy								

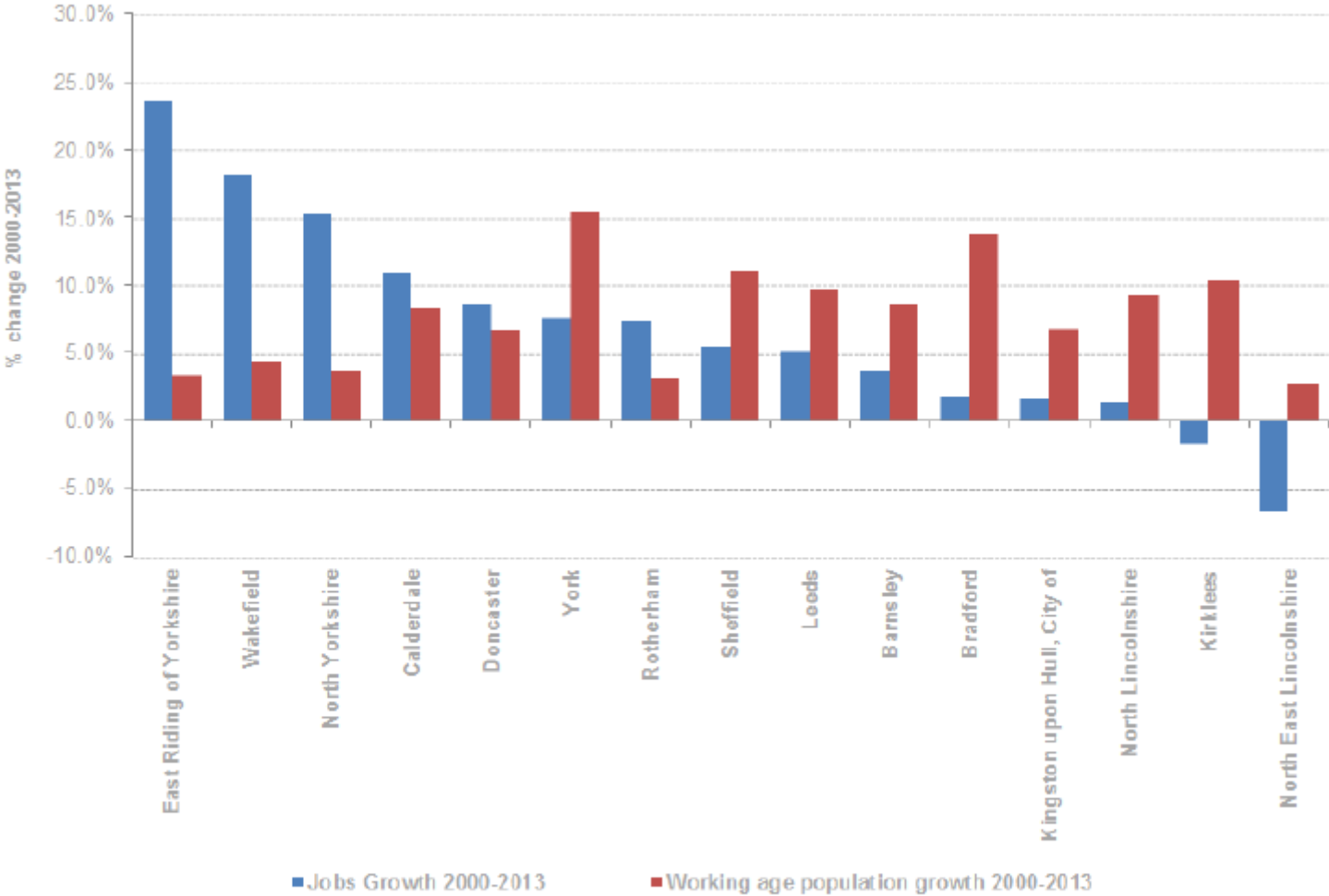
The figures below are referred to in the table above, and are extracted from the Employment Land Review.

Figure 3.1 Spatial Context of Sheffield and Rotherham



Source: NLP analysis

Figure 3.4 Changes in Working-Age Population and Total Workforce Jobs, 2000 - 2013



Source: ONS Mid-Year Population Estimates 2013 / ONS Workforce Jobs / NLP analysis

Table 5.3 Location of Employment Floorspace in Sheffield

	Share of Office Space	Share of Industrial Space
Chapelton/Ecclesfield	4.2%	7.4%
City Centre	50.8%	7.0%
Lower Don Valley	20.7%	50.1%
Mosborough/Woodhouse	1.5%	10.1%
Stocksbridge/Deepcar	0.3%	0.5%
Upper Don Valley	1.2%	12.0%
Rest of Sheffield	21.2%	12.9%

Source: VOA / NLP Analysis

The Sheffield and Rotherham Joint Employment Land Survey will provide further information on trends in take-up of land for employment uses. The forthcoming Retail Study (2017) will provide information on the health of the City Centre and district centres.

### Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues show the Local Plan should:

- Contribute to the supply of good quality land for office and industrial uses.
- Support job growth.
- Support the development of employment sites in the priority economic regeneration areas.
- Help provide a quality portfolio of commercial sites and premises that are available for development.
- Promote the development and expansion of advanced manufacturing.
- Improve the vibrancy of the City's retail offer in the City Centre, District or Local Centres

Encourage and support tourism.

### **Appraisal Criteria**

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Contribute to the supply of land for employment uses?
Support job growth?
Promote the development and expansion of clusters or networks of knowledge based businesses and industries?
Help provide a quality portfolio of commercial sites and premises that are available for development?
Improve the vibrancy of the City's retail offer in the City Centre, District or Local Centres?
Encourage and support tourism?
Support the development of employment sites in the priority economic regeneration areas?

## 2. EDUCATION AND TRAINING OPPORTUNITIES WHICH BUILD THE SKILLS AND CAPACITY FOR THE POPULATION

### SEA Topic

This Sustainability Aim relates to the SEA Topic of Population.

### Consultation/Dialogue with Experts

This section will list the organisations that have been involved in reviewing the scope and detail of the Scoping Report

- School Organisation Team, Children, Young People and Families - Inclusion and Learning, Sheffield City Council.

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Cabinet Report regarding provision of school places in Sheffield from 2016-2020	<p>Strategy &amp; Programme 2016-2020: access to great inclusive schools in every area of the city.</p> <ul style="list-style-type: none"> <li>• Need for new primary and secondary school places from 2016-2020.</li> <li>• Guaranteeing education outcomes and equitable access for all.</li> <li>• Commissioning of two new outstanding secondary schools with high quality buildings.</li> </ul>	<p>The anticipated school expansions and new builds will have been implemented by the time of Local Plan adoption.</p> <p>The Sheffield Plan should:</p> <ul style="list-style-type: none"> <li>• Anticipate and plan for future school growth, as a consequence of future housing growth.</li> <li>• Help to maintain and improve access to education and training facilities.</li> <li>• Guide new educational facilities to the most sustainable, accessible and equitable locations.</li> <li>• Allocate sites for new educational</li> </ul>	<p>Consider the impacts of the plan on ensuring new educational facilities are sustainably located, and there is not a mismatch between local supply and demand for education and training places.</p>



Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
		facilities, where needed as a result of new housing development. <ul style="list-style-type: none"> <li>• Ensure that new facilities/ expansions are built to high design standards.</li> </ul>	
Sheffield City Council Corporate Plan (2015 – 18)	Thriving neighbourhoods and communities – all schools becoming great schools. <ul style="list-style-type: none"> <li>• The right number of high quality educational places to be available in the right areas across the city.</li> <li>• Supporting children and young people aged 0-25 with special educational needs or who are disabled.</li> </ul>	To guide new educational facilities to the most sustainable, accessible and equitable locations.  Ensure that new facilities/ expansions are built to high design standards.	Consider the impacts of the plan on ensuring that all neighbourhoods meet the needs of their communities, and new educational facilities are sustainably located.
National Planning Policy Framework (2012)	Ensure a sufficient choice of school places	Plans should: <ul style="list-style-type: none"> <li>• Ensure school places to meet the needs of existing communities.</li> <li>• Ensure school places to meet the needs of new communities.</li> <li>• Ensure widen choice of education provision.</li> <li>• Create, expand or alter schools.</li> </ul>	Reflect requirements of the Framework in the Sustainability Appraisal Framework.

## Baseline Information

### Education and Skills

The quality of education has improved. Between 2007, the number of primary schools below the Government's "floor standard" (school performance measures) has decreased from 33 to 5 in 2012 (this equates to approximately 5% of all such schools, compared to 4% nationally and 6% in the Yorkshire and Humber region). A similar improvement has been experienced for secondary schools.<sup>48</sup>

<sup>48</sup> State of Sheffield 2013 Report, Sheffield First Partnership

Between 2006 and 2013, the gap between Sheffield and the national average narrowed somewhat on all main education indicators, although the performance of other local authorities improved faster than Sheffield.<sup>49</sup> GCSE attainment in Sheffield has fallen to 54% from 57% in 2013, however this has happened nationally, meaning that GCSE attainment in Sheffield remains within touching distance of the national average.<sup>50</sup>

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<sup>51</sup>.

The percentage of people aged 16-18 not in education, employment or training (NEET) has been steadily declining in the city, more recently from 8.2% in 2012 to the current figure of 6.6%.

Employers, when asked, were clear that they needed people who were ready for work and can perform in the workplace however they stated that they could not always find this<sup>52</sup>. There is growing evidence that more intermediate and technical level skills are needed in the labour market, but improvements have been static in this area.<sup>53</sup>

## **Current Education Provision**

Sheffield has 134 primary schools (covering Reception to Y6 age range) which represents a total of 45,175 primary places across the city. Forecasts show that future year groups will continue to be large, which combined with the increase in birth rate, means surplus in school places will continue to reduce.

Sheffield has 25 secondary schools (covering 11-16 age range, with 10 schools having sixth form), which represents a total of 27,525 secondary places across the city.<sup>54</sup> (See map 1). A new Don Valley Academy (3-16 years) is planned to open in 2016.

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<sup>49</sup> State of Sheffield 2014 Report, Sheffield First Partnership

<sup>50</sup> [The State of Sheffield 2015 Report, Sheffield First](#)

<sup>51</sup> ONS, English Indices of Deprivation, 2015

<sup>52</sup> State of Sheffield 2013, Sheffield First Partnership

<sup>53</sup> Sheffield Joint Strategic Needs Assessment 2013 Position Statement

<sup>54</sup> School Places Planning. Planning information 2013/14. School Organisation Team, Inclusion and Learning Service, Children and Young People.

In addition to the above, secondary age education is also provided by a number of private schools, special schools, and a University Technical College which offers education in Advanced Engineering & Manufacturing, and Creative & Digital Media to 14-19 year-olds in the Sheffield City Region (opened September 2013) in the Cultural Industries Quarter in the City Centre.

In the secondary sector, there is currently a much closer match between pupils and available places, however the increasing birth rate will result in larger cohorts, with pressure in many areas of the city becoming apparent from 2015/16.

The Post-16 education landscape is much more varied than that at primary and secondary level. Learning opportunities are offered by a wide range of providers: independent schools; specialist providers; colleges; directly through the Local Authority and through a range of private, voluntary and community sector organisations with contracts to deliver Study Programmes, Apprenticeships and other programmes.

In line with secondary forecasts, demand for post-16 learning is expected to fall over the next few years, though Government policy in relation to the raising of the participation age may offset some of the demographic decline. It is expected that the number of post-16 places required will rise from 2019 onwards, returning to current levels by 2024.

Sheffield's Economic Masterplan and the Local Economic Partnership identified Healthcare Technologies and the Computing sectors as priority growth sectors for the local economy. The Department for Education funding is committed for University Technical College<sup>55</sup>, which is designed to address skills shortages and gaps reported by these two key sectors of the local economy. The proposed site is the Olympic Legacy Park (on the site of the former Don Valley Stadium) in the Lower Don Valley.

There are two Universities in Sheffield: Sheffield University and Sheffield Hallam University, which have in total 60,000 students. Sheffield has one of the largest student populations in England, with students forming 18% of our working age citizens.

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<sup>55</sup> [Cabinet Report regarding a second University Technical College serving Sheffield City Region, 27 May 2015](#)

Map 1: Location of Primary and Secondary Schools by Planning Areas

**KEY**

**Planning Area/ Families of Schools Included**

Planning Area 1 – High Storrs, King Egbert, King Edward VII, Silverdale & Tapton

Planning Area 2 – Bradfield, Forge Valley & Stocksbridge

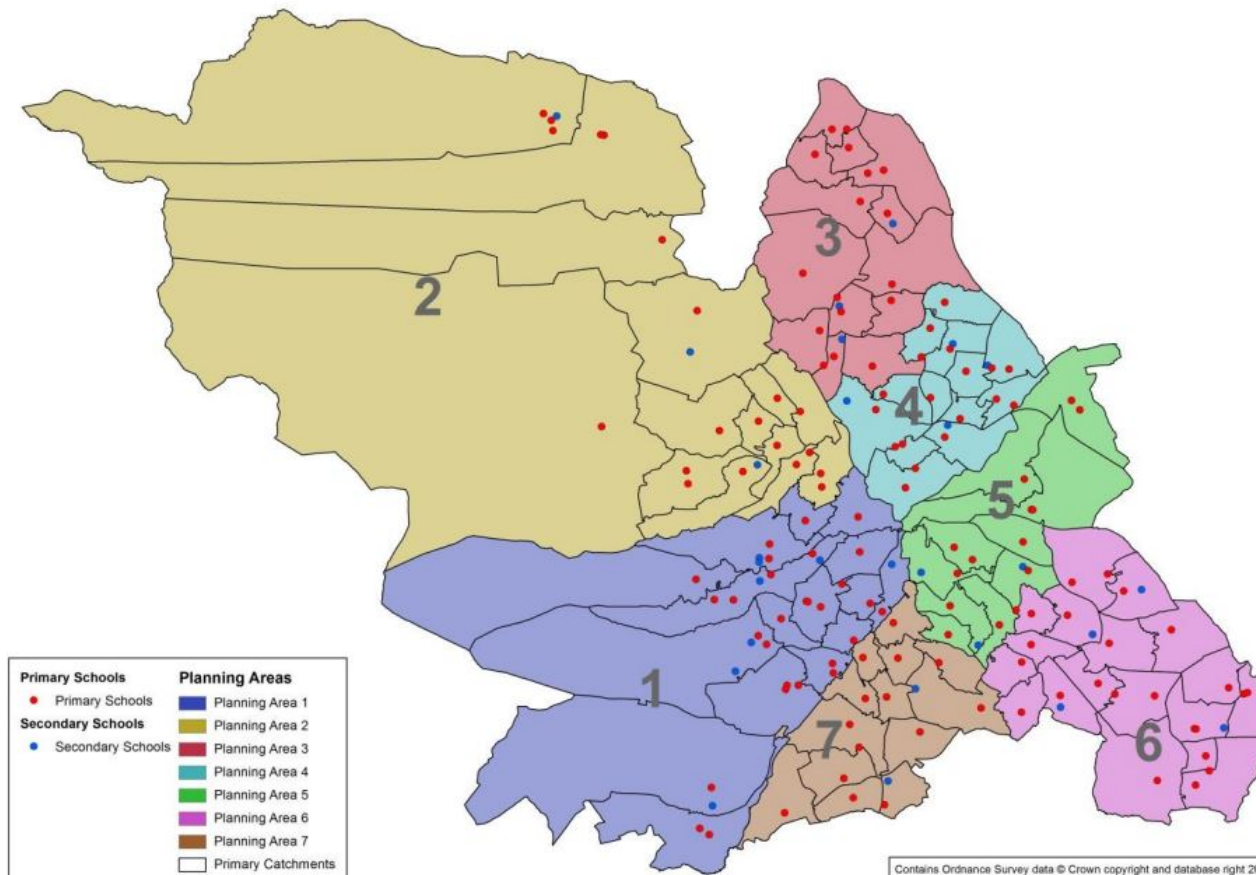
Planning Area 3 – Chaucer, Ecclesfield & Yewlands

Planning Area 4 – Fir Vale, Firth Park, Hinde House & Parkwood Academy

Planning Area 5 – Sheffield Park Academy & Sheffield Springs Academy

Planning Area 6 – Birley, Handsworth Grange, City & Westfield

Planning Area 7 – Meadowhead & Newfield



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## Demographic Change and Implications for School Provision<sup>56</sup>

Since a recent low point in 2002, births in Sheffield have risen by up to 25%. This has already resulted in over 1,000 more children coming into Sheffield primary schools each year. Still Sheffield has managed to retain a high proportion of families who are offered a place at one of their preferred schools (97% in 2015). This has been possible through a programme that has added over 4,500 primary school places through expansions and new schools.

The areas of greatest levels of demographic growth and change have been in the South West and North East of the city and are anticipated to continue there for the rest of the decade.

The current projection for Sheffield is for births to stabilise at or around the current level meaning ongoing pressure on school places. The cyclical nature of the number of births since 1945 shows a change from growth to decline or vice versa around every 10-11 years. On that basis the low point in 2001 could mean that the recent peak in 2012 is to be followed by a trend of declining births, although the 2013 and 2014 numbers show only limited falls. The vision at the primary level is to meet local need through limited or positive change that could withstand long-term change.

The first major peak in the secondary school population is anticipated in 2018/19, when the equivalent of more than 2 secondary schools (6-8 forms of entry) are required in the South West and North East of the city. This is in addition to Oasis Don Valley school, which will open in September 2018 and additional expansions of other secondary schools will also be required.

The current expected high point in Year 7 numbers comes in 2022/23. Planning for that current peak needs to be considered as part of a second phase in the light of further projections that will show clearly whether this is a short-term peak or continuation of growth.

### Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Improving the levels of skills and educational attainment, especially in the most deprived areas of the city.
- The expectation is that children will gain a space at a good local school in the community they live.
- Primary provision: the primary school system now has fewer surplus places, and therefore any small changes in local populations will require action to increase capacity.

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<sup>56</sup> [Cabinet Report regarding provision of school places in Sheffield from now until the end of the 2020, 22<sup>nd</sup> July 2015](#)

- Secondary provision: two additional secondary schools are proposed to meet peak needs in 2022/23 however the need for more places needs reviewing in the light of spatial growth options.
- Further expansion of education facilities may be required to take account of additional needs from new housing developments.

The Sheffield Plan will guide and direct new education facilities to the most sustainable locations and ensure that new facilities are built to high design standards. It will allocate sites for new education facilities (e.g. new school or extensions), to accommodate new demand in growth areas as a result of new housing development.

### **Appraisal Criteria**

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Meet the need for well-designed education and/or training facilities?
Locate education and/or training facilities close to the communities they serve, in suitable environments, which are accessible by good public transport?
Help to provide a diverse range of learning opportunities?
Help to ensure that local schools have the capacity to meet the needs of new housing development?

### 3. DECENT AND APPROPRIATE HOUSING AVAILABLE TO EVERYONE

#### SEA Topic

This Sustainability Aim relates to the SEA Topic of population and health. Following the review, the Sustainability Aim has been updated post 2013 to “**Decent and appropriate affordable housing available to everyone**”. The aim now includes reference to appropriate affordable housing, and removes specific reference to vulnerable people and disadvantaged groups within the title, although these groups are still considered within the appraisal criteria.

#### Consultation/Dialogue with Experts

No external organisations have been involved in reviewing the scope and detail of this report.

#### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<b>Local</b>			
Sheffield City Strategy (2010 – 2020)	Vision that by 2020 there is a wide range of attractive and affordable homes, enabling people to stay living in the city where they wish to.	Delivery of a broad mix of new homes to meet a wide range of needs, including affordable housing.	Consider the direct and indirect impacts of plan policies and site allocations on ensuring delivery of a wide range of homes including affordable homes.
Sheffield City Council Corporate Plan (2015 – 18)	Thriving neighbourhoods and communities – build new homes and council houses. - Support developers to build 4,600 homes over the three years including building 120 new council houses. - Create affordable housing	Delivery of a broad mix of new homes to meet a wide range of needs, including affordable housing. Creation of successful housing markets.	Consider the impacts of the plan on ensuring that all neighbourhoods meet the needs of their communities, and new developments are well integrated.
Sheffield Housing Strategy 2013-23	Vision to provide more homes and for housing to be at the heart of high quality, safe and distinctive places to enable Sheffield’s communities to thrive. Aim – over the life of the strategy to increase the	The Strategy says that the Council will undertake to make housing development more economically viable, enable more people to buy homes, improve the range and quality of homes	Consider the impacts of the plan on ensuring that housing development will meet a range of people’s needs.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	supply of new homes in the city - Help younger, older and vulnerable people to live independently	available. Implication is that the Local Plan needs to have housing policies that deliver a wide range of housing and that enable housing development to be economically viable.	
Student Accommodation 2014-19	Objectives of the strategy are to set out expectations for new and existing student accommodation, and to assess the impact of various types of accommodation	Delivery of appropriate housing to meet a range of needs including students.	Consider the impact of the plan on meeting student accommodation needs as part of a wider mix of housing.
Sheffield Fairness Commission	Recommendations include – affordable and decent quality homes. The vision is that Sheffield will be a fairer city where everyone is able to afford to live in a decent quality home that meets their needs. Recommends increasing the quantity of housing by: - Exploring new delivery models - Reallocating a large amount of land for housing - Design of new homes to meet the changing needs of Sheffield's communities.	The Sheffield Plan should include a range of sites to ensure viable delivery of a variety of housing in different locations, and consider different mechanisms to ensure enough land comes forwards.	Consideration of the impact of the range of housing sites available for new development on improving fairness.
Housing Equalities and Inclusion Action Plan 2013 – 2016	The action plan largely includes existing activity, with themes including: - Increasing the supply of housing - Improving the mix and range of homes With a specific focus on people who face additional barriers in accessing and sustaining suitable housing the action plan includes targets to: - Include lifetime homes requirements in the Local Plan - Include 25% wheelchair accessible requirement in the Local Plan - Allocate new Gypsy and Traveller sites	The plan should include provision for sufficient housing, including the right mix of homes to include housing for those who need additional support	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient new homes to meet a range of needs.
A City for All Ages: Making Sheffield a Great Place to Grow Older	Aims to: - Enable access to appropriate housing - Develop lifetime homes - Widen the choice of housing	The plan should include provision for sufficient housing, including the right quality of homes to include housing for those who have specialist needs.	Consider the direct and indirect impacts of the plan policies and site allocations on ensuring delivery of sufficient new homes to



Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<ul style="list-style-type: none"> <li>- Help younger people access housing</li> </ul>		meet a range of needs.
Sheffield City Centre Masterplan (draft) 2013	Vision: <ul style="list-style-type: none"> <li>- A strong, well- populated, highly liveable and walkable city core</li> <li>- The City Centre housing offer will be widened to encompass residents at all stages of life particularly around community hubs. Family housing will also be promoted in the inner areas around the edge of the City Centre.</li> </ul>	Delivery of a wider range of quality housing in the City Centre to appeal to a variety of groups including families.	Consider the direct and indirect impacts of plan policies and site allocations on delivery of a range of housing types in different areas within the City Centre.
<b>Sub-Regional</b>			
Sheffield City Region Strategic Economic Plan (March 2014)	Generation of 70,000 new jobs to narrow the gap with other parts of the country	Delivery of sufficient new homes to meet increase in population required to meet jobs target.	Consideration of the direct and indirect impacts of plan policies and site allocations on ensuring delivery of sufficient new homes to meet identified needs.
<b>National</b>			
National Planning Policy Framework (2012)	Delivering a wide choice of high quality homes	Plans should: <ul style="list-style-type: none"> <li>- Use their evidence base to meet the full, objectively assessed need for market and affordable housing.</li> <li>- Set out their approach to housing density.</li> <li>- Plan for a mix of housing to reflect the needs of different groups within the community and particular locations</li> <li>- Set policies to meet the need for affordable housing.</li> <li>- Should encourage the re-use of previously developed land.</li> </ul>	Reflect requirements of the Framework in the Sustainability Appraisal Framework.  Consideration of the direct and indirect impacts of plan policies and site allocations on ensuring delivery of a mix of new homes to meet identified needs.
Planning Policy for traveller sites (2012)	Develop fair and effective strategies to meet need through the identification of land for sites	Plans should: <ul style="list-style-type: none"> <li>- Identify a supply of deliverable sites to meet locally set targets.</li> </ul>	Reflect requirements of the Policy in the Sustainability Appraisal framework.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
		<ul style="list-style-type: none"> <li>- Ensure that traveller sites are sustainable economically, socially and environmentally including consideration of access to health services, access to education and impact on noise and air quality.</li> </ul>	Consideration of the direct and indirect impacts of plan policies and site allocations on ensuring delivery of sustainable sites to meet needs.
Housing - Optional Technical Standards (DCLG 2015)	Allows local planning authorities to set additional technical standards which exceed minimum Building Regulations standards relating to accessibility and wheelchair housing standards, and internal space standards.	The Local Plan should consider inclusion of standards which will improve access to new homes for all, especially those with reduced mobility, and will ensure that a wide range of new homes are built with decent space standards to meet households needs.	The sustainability appraisal should consider the direct and indirect impact of the plan on ensuring delivery of accessible and well-designed housing to meet needs.

## Baseline Information

This section sets out baseline data for Sheffield, looking at trends and comparing it to elsewhere and any targets. It also considers its relevance for the Sheffield Plan and the likely effect of a “do nothing” scenario of not having an up to date Sheffield Plan. The section links to the headline challenges relating to housing growth set out in the Citywide Options document. For further detailed information about projected household growth please see the Planning for Housing: Background paper

## Requirement for new housing

The key issue for housing is delivery of enough new homes to meet needs. The **target** number of new homes per annum set out in the Core Strategy was 1,425 (net). The Sheffield Plan target is likely to substantially increase above this level to better reflect new information about household projections as well as the economic aspirations of the Sheffield City Region. Total annual **completions** since the start of the Core Strategy plan period are set out below.

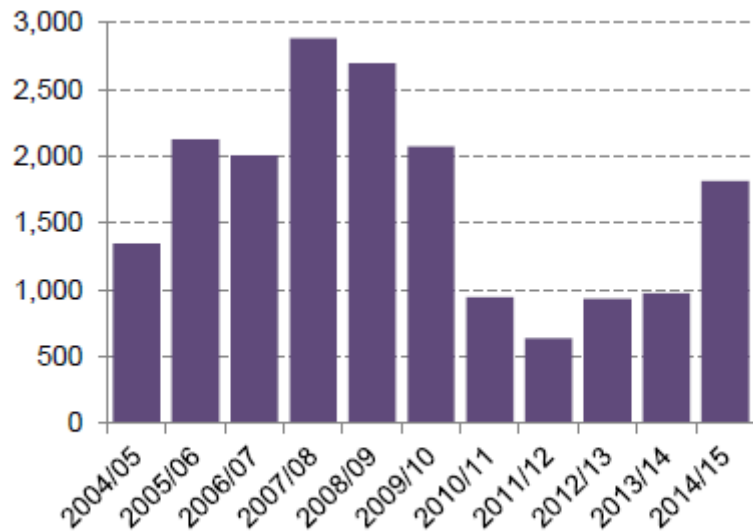


Figure 1: Total Housing Completions in Sheffield 2004/5 to 2014/15 (numbers of units)

House building has declined substantially over the years since adoption of the Core Strategy, largely due to changes in the national economy meaning that viability has been a major constraint to site delivery. The Sheffield Plan will need to address the need for new homes to meet the needs of an increasing population. The Strategic Housing Market Assessment (**SHMA**) indicates that the rate of household formation which may need to be planned for is conservatively estimated at around 2,270 new households per annum. Further work examining Sheffield's likely rate of household formation under different economic scenarios has been carried out for Sheffield City Region which will contribute to development of the Local Plan housing target. This supports the view of the SHMA that the Local Plan housing target may need to be in the region of 1,800 to 2,300 new homes per year. That work takes account of the impact of 'natural change' such as births and deaths, on population and household growth as well as factoring in immigration which is a key part of Sheffield's growth.

The likely effect of a 'do nothing' scenario in relation to setting the Local Plan housing target, or setting an undeliverable target that does not factor in both land supply and household formation rates, could be an increase in **overcrowding**, as part of household formation is attributable to new households being able to form rather than remaining 'concealed' within existing households. The SHMA estimated that around 3% of households are overcrowded. However, importantly the rate within the social rented sector is around 6% (highest in the City

Centre at 13%), suggesting that provision of new affordable homes to meet the needs of larger households is a particular issue for Sheffield and one which will continue to be a problem unless more affordable housing of the right type and size can be built.

### **Affordable housing**

Whilst meeting the general housing target is important, the Sheffield Plan will also have to work to support successful housing markets where new housing development is integrated with existing communities. New housing will also have to meet local needs in terms of affordability, location, size and type. The SHMA estimates that there is a need for 725 new affordable homes per year to resolve the backlog of need in Sheffield as well as newly arising need. This is similar to the need identified in the 2007 SHMA. The Core Strategy set a target of 300 new affordable homes per annum for the years 2013/14 – 2025/26. For new affordable homes to be provided through the planning system on market housing developments, the IPG sets policy targets of between 0% and 30% of new homes depending on housing market area.

The number of new homes delivered per year in recent years is set out below. The proportion of affordable to market housing varies depending on availability of grant funding, timing of delivery of specific schemes and viability of providing affordable housing as part of market housing developments. Affordable housing delivery is lagging behind need and is largely driven by direct Government funding through the Affordable Housing Programme rather than planning.

	2011/12	2012/13	2013/14	2014/15
Affordable Homes completed	268	76	120	584

The Sheffield Plan will need to play a major role in assisting with the provision of sufficient new homes to meet local needs for affordable (and other) housing, through continuing to set targets for the number of new homes required to be affordable in different market areas. Whilst the average house price to income ratio has decreased in Sheffield since the 2007 SHMA – from 6.62 to 4.88 (2013 SHMA) – the requirement for more substantial deposits remains a barrier to owner occupation for many people. This is highly relevant for the Sheffield Plan which will need to operate as effectively as possible to deliver affordable housing to meet the needs of households who are not able to buy their own homes. While the Sheffield Plan's influence is limited in relation to the quality of existing private housing, it has a role in relation to enabling house building, The lack of house building in Sheffield, combined with difficulties in getting a mortgage, means that more and more of the population is being forced into renting, often in the private sector, where quality is typically poorer.

## **Housing types**

The Sheffield Plan housing target will seek to deliver sufficient new homes to meet the needs of the number of additional households that we anticipate forming in the city over the plan period. However, in addition to this it needs to consider the specific housing needs of different types of households, in terms of type, size and features such as accessibility.

### ***Older People /Disabled People / Homes for Independent Living***

Office of National Statistics (ONS) 2012 Sub-national population projections state that currently 92,000 people aged over 65 live in Sheffield, of these 66,000 are aged 65 to 79 years and 26,000 are aged 80 or over. Sheffield's 65+ population is projected to grow by 34% by 2034 to 124,000, with the largest growth in the 80+ group. By the end of the Sheffield Plan period there are likely to be nearly twice as many people over 85 living in Sheffield as today<sup>57</sup>. Work by researchers at the University of Sheffield has shown that there is currently a lack of suitable housing options for older and disabled people across the city. The 2013 SHMA found that around 25% of households in Sheffield include at least one member with a disability or Limiting Long Term Illness, of whom around 36% feel that their accommodation does not meet their needs. The key sustainability issue for the plan is therefore the importance of addressing the need for specialist and/or adaptable accommodation to meet the needs of this growing population.

### ***Students***

Over the last 10 years there has been a 12% increase in student numbers within the city. Students are well catered for by purpose built student accommodation which has been developed in large numbers of that period. In addition to this a significant number of apartments built for rent in the City Centre are also being marketed to students. Students also live in the general housing stock, often in shared houses (many classified as Houses in Multiple Occupation). The sustainability issue arising from this group is to ensure that the Local Plan is able to respond flexibly to future change in both student numbers and the student housing market to meet the needs of this group.

### ***Gypsies and Travellers***

It is estimated that there are around 350 Gypsies and Travellers living in Sheffield. The Council has a statutory duty to assess their accommodation needs and identify suitable sites to ensure that future needs be met. Providing the right accommodation for Gypsies and Travellers will help address the inequalities that these communities face particularly in terms of health and education. Sheffield's current need is for approximately 50 pitches<sup>58</sup>.

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<sup>57</sup> There are currently 11,800 people in the 85+ age group, but by 2020 this will have increased to 15,000 and by 2034 it will be around 24,000 (ONS 2012 Sub-national population projections)

<sup>58</sup> Gypsy and Traveller Accommodation Needs Assessment 2011-16

## Regeneration

Decent housing plays an important part in the regeneration of communities, by providing suitable housing for more people. Part of the Sheffield Plan's role will be in supporting successful housing markets, particularly through improving the environment in housing areas, as well as the quality of the housing stock. The Core Strategy sets a target of no more than 12% of new homes to be developed on greenfield land in the period to 2025/26. This target will need to change in the forthcoming Sheffield Plan as there likely to be more greenfield development required in order to meet an increased housing target. However, the focus should still be regeneration of urban areas and priority given to development on previously developed land. This does however highlight the importance of considering sustainability at the heart of the Green Belt review, so that new housing developed in the Green Belt results in as few sustainability impacts as possible.

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Total additional new homes completed	Net completions: 2014/15 = 1,765 2013/14 = 938 2012/13 = 802 2011/12 = 447 2010/11 = 630	Current Core Strategy target 1,425  Potential Local Plan target 2,000 – 2,300	Significant reduction in completions as a result of the economic downturn – now improving.	No new Local Plan would likely continue the trend in delivering less new housing than is needed to meet the housing needs of a growing city and economy, which could potentially hinder economic growth.
Total affordable homes completed	Affordable housing completions: 2014/15 = 584 2013/14 = 120 2012/13 = 76 2011/12 = 268	SHMA identifies 725 per annum required	Completions significantly below the level needed to ensure sufficient affordable homes to meet needs.	No new Local Plan would continue the trend for delivering less affordable housing than is needed, specifically with small amounts delivered through planning rather than direct Government funding.
% of new homes built on previously developed land	2014/15 = 92.8% 2013/14 = 94.3% 2012/13 = 95.8% 2011/12 = 95.3% 2010/11 = 97.6%	The Core Strategy sets a target of 88%	The trend has been for a high level of completions on previously developed land.	Continuing with the Core Strategy rather than a new Sheffield Plan would probably result in a high level of previously developed sites continuing to come forwards, although overall insufficient levels of new homes being developed.

Average house price	Sheffield Average May 2014 = £119,671 May 2013 = £112,946 May 2007 = £136,015	Yorkshire and Humber Ave May 2014 = £119,967 May 2013 = £115,324 May 2007 = £143,089	House prices have fallen significantly from the peak of the market in 2007, although are now rising again.	Although house prices are lower, house price to income ratios remain high, and difficulties with accessing deposits means many people still cannot afford to buy their own home. The likely effect of a 'do nothing' scenario would be a continuation of this trend, with insufficient new homes, particularly affordable homes, built.
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### Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Delivering enough housing to meet the needs of Sheffield's growing population, linked to supporting economic growth
- Delivering a wide range of housing to meet the various needs of different groups in Sheffield City Council, including:
  - Older people
  - Disabled people
  - Gypsies and travellers
  - People needing affordable housing
- In order to develop enough new homes to meet needs, a Green Belt review is necessary, and therefore it is likely that a proportion of new housing will be built on greenfield sites.
- Ensuring that the Sheffield Plan enables appropriate housing to be built for older people will prevent or reduce health and social problems encountered by older people as a result of inappropriate or unsuitable accommodation.

### Appraisal Criteria

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Support the creation of sustainable housing markets in housing renewal areas?

Assist with the provision of sufficient new homes to meet local needs (taking into account requirements of location, size, type and affordability)?
Ensure that homes are well designed and provide enough space for the types of household they are intended for?
Integrate new housing development with existing communities?
Help to create mixed income communities by providing a better mix of house types and tenures (including affordable housing)?
Provide housing to meet the needs of all vulnerable people and disadvantaged groups (including people on low incomes, older people, people needing supported housing, BME communities, people with disabilities and Gypsies and Travellers)?



## **4. HEALTH SERVICES PROVIDED FOR THE HEALTH NEEDS OF THE WHOLE POPULATION AND WHICH TACKLE HEALTH INEQUALITIES.**

### **Sustainability Aim**

While most health implications are covered by other Sustainability Aims, there is still a role for having a Sustainability Aim to ensure provision of health facilities, particularly in places of need and to accommodate new household growth.

So this Sustainability Aim has been changed post 2013 to:

*Health services provided for the health needs of the whole population and which tackle health inequalities.*

The following is all covered in the Cross-Cutting Health Topic Paper

- SEA Topic
- Consultation/Dialogue with Experts
- Strategies, plans and programmes
- Baseline Information

### **Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues for health facilities are:

- More people (and an ageing population) mean health facilities need to change or expand to accommodate the changing health needs of the last 10 years. This hasn't been able to be accommodated in the South West due to the unaffordability and unavailability of land (due to market demand for housing and university use) – the money required to expand/relocate facilities within the South West could make a bigger difference in health terms if spent elsewhere.
- While being located locally and being near to public transport are important, land availability has been the biggest determinant influencing health facility relocation.

## Appraisal Criteria

Table 3: Appraisal Criteria for this Sustainability Aim

<b>Appraisal Criteria: Does this proposal or option...</b>
Meet needs for health services and facilities?
Help to ensure that health facilities will be available to meet the needs of new housing developments?
Locate health facilities close to the communities they serve and/or be accessible by good public transport routes?

## 5. OPEN SPACE AND CULTURAL, LEISURE AND RECREATIONAL FACILITIES AVAILABLE FOR ALL.

### SEA Topic

This Sustainability Aim relates to the SEA Topics of Population and Health. The Sustainability Aim title now also makes specific reference to open space.

Culture is defined by the Department of Culture, Media and Sport as: arts, music, festivals, cinema, theatre, dance, comedy, museums and heritage, galleries and public spaces – but also the wider creative and digital industries. Leisure and Recreation covers a wide range of pursuits, both passive and active, and can comprise both private and public provision of indoor and outdoor facilities for entertainment and physical activity.

### Consultation/Dialogue with Experts

In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Sheffield First (in relation to culture)
- SCC Parks and Countryside Team

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Director of Public Health Report for Sheffield 2014 (Particularly developing healthy urban spaces and places section)	<p>We need to develop and strengthen the City's 'green infrastructure' by ensuring that the design and development of land, open spaces, water and public buildings in Sheffield contributes directly to reducing CO2 emissions, increases resilience to extreme weather effects and promotes healthier places in which to live and work.</p> <p>The Council should ensure that health issues are built into local development and regeneration plans and integrate adaptation principles into the local planning framework.</p>	The Sheffield Plan should support the development and maintenance of green infrastructure as recommended in the Report.	The Sustainability Appraisal criteria should assess the provision of open space.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Green Infrastructure Strategy for South Yorkshire (2011)	<p>Four overarching themes with objectives:</p> <p><i>Economy</i> Plan for the growth of South Yorkshire's green network and its improvement as a key consideration in development discussions and broader planning processes</p> <p>Create attractive, well designed and cared-for green spaces, where people can invest, work, live and visit.</p> <p><i>Community</i> Make it possible for people to use their local green networks for recreation, healthy activity and travel.</p> <p>Build up from the existing high-quality spaces by investing in areas where provision is poor and where there is little open or green space near where people live and work.</p> <p>Provide new places where all people, young and old, can take exercise, practice sports and learn about the natural environment.</p> <p>Create new and improved cycling and walking routes for recreation and getting to/from work and school.</p> <p><i>Climate Change</i> (no objectives relevant to this aim)</p> <p><i>Biodiversity</i> (no objectives relevant to this aim)</p>	<p>Maintain and improve the green network</p> <p>Maintain, improve and create open spaces</p> <p>Encourage greater use of open spaces</p>	
Sheffield City Council Corporate Plan (2015 – 18)	<p>Thriving neighbourhoods and communities</p> <p>– Sustain high quality parks and green spaces</p> <ul style="list-style-type: none"> <li>- Build new leisure centres at High Green and Graves and increase access to facilities, with joint investment in community football pitches.</li> </ul>	<p>Maintain, improve and create open spaces and leisure facilities</p>	<p>The Sustainability Appraisal criteria should assess the quantity, quality and accessibility of open spaces against locally adopted standards.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	Working with others in the City Region we will Attract individuals and businesses to Sheffield as the UK's top Outdoor City	Provide land for, and otherwise facilitate, relocation of individuals and businesses	
Sheffield Assessment of Open Space, Sports and Recreational Facilities, 2008	Assesses the quality and quantity of open space provision in the city and sets a recommended quantity of 7.02ha/1000 population.	The recommended quantity has recently been re-assessed and a new standard of 4ha/1000 population has been agreed for the Local Plan	The Sustainability Appraisal criteria should assess the quantity, quality and accessibility of open spaces against locally adopted standards.
Sheffield's Outdoor Sports Strategy, June 2014 <sup>59</sup>	These core principles will be delivered via five strategic priorities:- i. shared and prioritised investment in high quality facilities - ensure a geographical spread of high quality facilities – including the proposed hubs - to fairly serve all parts of the city; ii. improved access to existing facilities – specifically schools; iii. increased self-management by clubs; iv. a proactive response to falling Council subsidy; v. City Sport Plans for key sports.	Rationalisation of non-hub sites and potential lack of sufficient funding available to clubs to maintain playing fields. Local Plan needs to ensure adequate amounts of open space accessible to all, even if not funding currently to maintain it.	Sustainability Issue will be reviewed.
Sheffield Outdoor Economy Report, 2014	This summary report helps to quantify the size, scale and scope of Sheffield's 'Outdoor Economy', assessing its economic footprint and testing its importance in determining where people work, live and visit. It represents a new way of thinking about Sheffield's natural geographic assets in terms of their economic importance and the contribution that they make to an enhanced quality of life. The evidence collected will inform future plans to reposition the city's image to reflect the unique topography and quality of life offer.	Protection of Sheffield's natural assets for the benefit of the economy	Criteria should ensure valuable natural assets are protected
Sheffield Green and Open Space	The Strategy will ensure that every area of the city has	The Sheffield Plan is complementary	Access to open space is

<sup>59</sup> <http://sheffielddemocracy.moderngov.co.uk/ieDecisionDetails.aspx?AllId=7791>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<p>Strategy 2010-2030<sup>60</sup></p> <p>It builds on:</p> <ul style="list-style-type: none"> <li>• The Parks Regeneration Strategy (1993/99)</li> <li>• Sheffield's Countryside Strategy (1999)</li> <li>• Sheffield Site Categorisation Strategy (2000)</li> <li>• Best Value Review (2002)</li> <li>• Local Area Action Plans (2004 to present).</li> </ul>	<p>green and open spaces of exceptional quality for all current and future generations to use and enjoy. This will lead to greater use, more active involvement in management and decision making about them and contribute on a regional scale to managing climate change and conserving biodiversity.</p>	<p>to the Green and Open Space Strategy which focuses on quality and management. The Sheffield Plan concentrates on protection from built development, the amount and use and accessibility of open spaces to residents.</p> <p>Links can be made between the two in terms of information on new neighbourhood green walking and cycling networks, Local Nature Reserve designations, and adopting common standards and principles. E.g. Sheffield quality standard.</p>	<p>an important feature of sustainable communities and will be reflected in the sustainability appraisal</p>
<p>Sheffield Sports Strategy</p>	<p>'Sheffield Lighting the Flame' was the city's latest Sports Strategy. This was a 3-year strategy with the aim of taking the city up to and including London 2012, which ended in August 2012.</p> <p>We are now in the process of producing a new strategy for the city that will help shape the direction of sport and active recreation in the city, and continue to build upon and broaden the successful work already taking place.</p> <p>Creating a new Sport and Active Recreation strategy will help shape the direction of sport and active recreation in the city, and continue to build upon and broaden the successful work already taking place.</p>	<p>Will feed into Sheffield Plan when available.</p>	<p>Unknown</p>
<p>Sheffield City Trust Health Strategy (2013-2017)</p> <p>Sheffield City Trust (the Trust) is an</p>	<p>The objects of the Trust are “to provide facilities for recreation for the benefit of the residents of Sheffield; to promote the physical health of Sheffield residents; the development and promotion of the arts and the promotion</p>		

<sup>60</sup> Sheffield Green and Open Spaces Strategy 2010-2030 <https://www.sheffield.gov.uk/out--about/parks-woodlands--countryside/green-and-open-space-strategy.html>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<p>independent registered charity. Sheffield International Venues Ltd (SIV) is a wholly owned subsidiary of the Trust whilst 7Hills Leisure Trust is an associated charity. SIV manages and operates a number of sports and leisure facilities in Sheffield on behalf of the Trust.</p>	<p>of social welfare in the City.”</p> <p>This is quite an interesting document in relation to its links to Health and Wellbeing. It's got a map of multiple deprivations for the city. Come back to it later. It's relevant to the PSP data but not sure how relevant to Planning, as existing SIV facilities.</p>		
<p>Created and Made in Sheffield and the Culture Strategy</p>	<p>The culture strategy supports our claim to be a city of culture</p>	<p>Tackling Key Challenges – 4 Promoting Health and Wellbeing How to support locations and developments for music, festivals, cinema, theatre, dance, comedy, museums and heritage, galleries and public spaces</p>	<p>Should be considered in appraisal criteria</p>
<p>NATIONAL</p>			
<p>National Planning Policy Framework, DCLG, 2012</p>	<p>Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.</p> <p>Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:</p> <ul style="list-style-type: none"> <li>• an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or</li> <li>• the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or</li> <li>• the development is for alternative sports and</li> </ul>	<p>Sheffield Plan policies and sites allocations should ensure sufficient provision of open space, and should protect existing open space unless one of the three criteria is met.</p>	<p>Sustainability appraisal criteria should take account of both provision of open space for new housing developments, and loss of open space as a result of development.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	recreational provision, the needs for which clearly outweigh the loss.		
Planning for Sport: Forward Planning Guide, Sport England, June 2014	<p><b>Objectives:</b>  <b>PROTECT</b> sports facilities from loss as a result of redevelopment; to <b>ENHANCE</b> existing facilities through improving their quality, accessibility and management and to <b>PROVIDE</b> new facilities that are fit for purpose to meet demands for participation now and in the future.</p>	<p>This document provides guidance for implementing the NPPF through the Sheffield Plan.</p> <p>Policies will need to balance the demands of space for sport and recreation with the need for development land.</p>	Sustainability Appraisal criteria should take account of the NPPF and Sport England guidance.
Planning and Design for Outdoor Sport and Play, Fields in Trust, 2008	Offers benchmarks for quantity, quality and accessibility of playing pitches, and other playing spaces.	Should inform the open space standards in the Sheffield Plan.	Sustainability Appraisal criteria should seek to ensure quality, quantity and accessibility standards are met.
Promoting and creating built or natural environments that encourage and support physical activity, NICE Public Health Guidance 8 (2008)	<p>Promote potential for physical activity to be maximised.</p> <p>Ensure children can participate in physically active play.</p> <p>Ensure that everyone has good access to facilities, including health, community facilities and open space and sports facilities by foot</p> <p>Ensure public open spaces and public paths are maintained to a high standard. They should be safe, attractive and welcoming to everyone.</p>	Local Plan policies and sites allocations should take account of the guidance.	Sustainability Appraisal criteria should take account of this guidance.

## Baseline Information

Table 2: Baseline Data



Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
% Households with access to sufficient informal and formal open space <sup>61</sup>	16%		The city wide figure hides neighbourhood disparities. The figure is significantly lower in some neighbourhoods and higher in others. There are also inequalities in terms of the quality of green spaces themselves.	The Local Plan should ensure the protection of accessibility, quantity and quality of open space. Without such protection, it would be subject to threat from other types of development, which could worsen the spatial disparities in terms of open space.
Sheffield City Council open spaces meeting the "Sheffield Standard" – ensuring that Sheffield's green and open spaces are safe, accessible, welcoming and clean in all areas of the City	Of 771 Sheffield City Council sites with assessments, 406 meet the Sheffield Standard, and 365 fail. 53% of sites meet the Standard. (March 2015)	The target is for 51% of SCC sites to meet the Standard		
% adult participation in sport and active recreation <sup>62</sup>	Oct 2005 – Oct 2006 = 18.8%  April 2010 – April 2012 = 21.9%		3% increase in adult participation between 2005/6 and 2010/12, however this is not considered 'significant' by Sport England	

<sup>61</sup> From Sheffield's Assessment of Open Space, Sport and Recreation, 2008

<sup>62</sup> Local Area statistics on adult participation in sport and active recreation – Active People Survey 6: June 2012 (Sport England and Dept. for Culture, Media and Sport)

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Utilisation of green space for exercise/health reasons <sup>63</sup>	2011-12 11.4 2012-2013 15.2	England 14.0 England 15.3	The utilisation of green space for exercise/health is improving for Sheffield and now mirroring the national situation	
Adult participation in the arts <sup>64</sup>	35% of adults taking part at least 3 times a year; 50% of adults rarely visit libraries; 50% rarely visit city's museums or galleries; vast majority of residents place continuing high value on these services. Socio-economic variations in participation and audiences.	Sheffield is below the national average		The Sheffield Plan should protect needed facilities

<sup>63</sup> Public Health Outcome Frame Indicator 1.16

<sup>64</sup> Sheffield's Cultural Strategy: A Discussion Paper, August 2013

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Art venues and cultural activities <sup>65</sup>	Cultural activities and community arts occur in a variety of traditional cultural venues but also in non-traditional unexpected venue.	Arts Council England (ACE) now invests markedly less in Sheffield than in comparable communities in the region or nationally, and Sheffield City Council (SCC) has, as a result of public sector cuts, significantly reduced cultural investment in the City		

## Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Cultural, and leisure and recreation facilities provide opportunities for tourism, as well as contributing to people's physical and mental health. Lack of funding and change in management arrangement arrangements is a bigger factor in the decline and threat to facilities than lack of demand.
- The Sheffield Plan needs to ensure adequate amounts of open space accessible to all, even if funding to maintain it is currently reduced.
- The Sheffield Plan will need to balance the demands of space for sport and recreation with the need for development land.

<sup>65</sup> Sheffield's Cultural Strategy: A Discussion Paper, August 2013

- Green Infrastructure, which includes walking and cycling networks, ecological networks and the Green Network, can contribute towards people's access to open space.

## Appraisal Criteria

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Enable people to have access to sufficient good quality open space, near to their homes?
Improve access to wildlife and green spaces, through delivery of green infrastructure?
Improve access to the countryside through public rights of way or cycle paths?
Enable provision of built cultural, leisure and recreation (CLR) facilities?
Encourage and support tourism

- 6. SIGNIFICANT DEVELOPMENT FOCUSSED IN LOCATIONS THAT REDUCE THE NEED TO TRAVEL AND FULLEST POSSIBLE USE MADE OF PUBLIC TRANSPORT, WALKING AND CYCLING**
- 7. AN EFFICIENT TRANSPORT NETWORK WHICH MAXIMISES ACCESS AND MINIMISES DETRIMENTAL IMPACTS**

**SEA Topic**

This Sustainability Aim relates to the SEA Topics: Population; Air, Health; Climatic factors. This topic paper covers transport and travel issues and relates to two Sustainability Aims:

- ‘Significant Development Focussed in Locations that Reduce the Need to Travel and Fullest Possible Use Made of Public Transport, Walking and Cycling’ and
- ‘An Efficient Transport Network which Maximises Access and Minimises Detrimental Impacts’.

Aim 7’s title has been updated to make it more focussed and achievable.

**Consultation/Dialogue with Experts**

In relation to these Sustainability Aims, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Sheffield City Council – Transport Planning
- South Yorkshire Passenger Transport Executive

## Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Climate Change and Health: Director of Public Health Report for Sheffield 2014	This has a section on how promoting active travel (and therefore reduced use of the car) – walking and cycling - plays an important role in responding positively to climate change and improving health. Also, on how reducing speed limits on roads will also contribute to a modal shift away from car usage to more walking and cycling. Recommends the Council should commit to increasing the number of 20 mph zones within the City as quickly as possible.	<p>Planning policy needs to ensure that environments are attractive for sustainable travel, and provide a realistic alternative to the car.</p> <p>Also, locating new development to reduce the distances people need to travel to work and to access services / facilities, enabling shorter journeys which can often be made by walking or cycling.</p>	The sustainability aims both have relevant assessment criteria.
Creating a Culture of Physical Activity – The Move More Plan 2014-2019. Sheffield City Council.	This supports the creation of active environments. <u>Objectives include:</u> - Ensure that transport systems within and surrounding the city (e.g. Peak District) support active travel by providing safe, well sign-posted and affordable routes to workplaces, schools and community facilities and services.	<p>Planning policy needs to ensure that environments are attractive for sustainable travel, and provide a realistic alternative to the car.</p> <p>Also, locating new development to reduce the distances people need to travel to work and to access services / facilities, enabling shorter journeys which can often be made by walking or cycling.</p>	The sustainability aims both have relevant criteria.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>-Ensure parks and public open spaces are safe, accessible, multi-functional and part of an active travel/transportation network that connects key destinations (e.g. schools, workplaces, community facilities).</p> <p><u>Ambition 4: Routes to activity:</u> As part of an environmental approach to increasing physical activity the 'cycle-ability' and 'walk-ability' of Sheffield will be improved via a programme of investment under the proposed banner 'Routes to Activity'.</p> <p>Includes focused investment in routes to schools, routes to leisure, routes to the Peak District and routes to the City that promote physical activity through active travel.</p>	See above	See above
State of Sheffield Report 2015	<p>This includes:  <u>Active travel</u> - Use of the car is not particularly different compared to other EU cities, bike use is lower in Sheffield than most other cities, and the proportion of journeys by foot in Sheffield is higher (pg52). A lack of physical activity contributes to the rise in obesity in the City. Promoting active travel – walking and cycling - therefore plays an important role in responding positively to climate change and improving health.(pg85)</p>	Planning policy needs to ensure that environments are attractive for active travel, both walk and cycle journeys.	The sustainability aims both have relevant criteria.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p><u>Air quality/health</u>: Total emissions from transport declined in Sheffield between 2005 and 2012. Also see modest reductions in mortality attributed to the type of air pollution caused by fossil fuelled transport but the current level of mortality, equivalent to approximately 500 deaths per year, is still unacceptably high.</p> <p><u>Accessibility</u>: Older people are concentrated in the suburbs; younger people in or near the City Centre (pg. 66)</p> <p><u>Wider connections</u>: Sheffield needs to continue to work with other northern city regions to help realize its economic potential. Consider how Sheffield relates to its sister city regions of Leeds and Manchester in the context of the emerging Northern Powerhouse (pg12)</p>	<p>Planning policy needs to support the use of less polluting forms of transport, manage congestion, and encourage active travel and increased use of public transport.</p> <p>New development should be located to enable shorter journeys to encourage walking and cycling journeys, and with good access to public transport.</p> <p>Planning policy needs to ensure good levels of accessibility for all areas of the city. Locate new development to enable shorter journeys and result in services being within easy reach of where people live.</p> <p>Planning policy needs to support development and improvement of links both within and outside SCR.</p>	
Sheffield City Region Transport Strategy 2011-2026	Widely consulted upon, this South Yorkshire strategy defines the vision for the future of neighbourhoods and communities and specifies the goals that the transport system needs to meet in order to achieve this vision	Planning policies need to support the goals and policies of this strategy. These have been subject to wide consultation and based on firm evidence.	All of the sustainability aim criteria are relevant:  The SCR Transport Strategy has undergone a rigorous SEA much of which is relevant to the sustainability aims of the Sheffield Plan, and provides baseline data up to 2010/11.



Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>The four broad goals are:</p> <ul style="list-style-type: none"> <li>- a transport system which supports economic growth;</li> <li>- A transport system which enhances social inclusion and health;</li> <li>- Reduce emissions from vehicles;</li> <li>- Make transport increasingly safe and secure.</li> </ul> <p>A set of 26 policies created to meet those goals, which summarise the highest priorities for transport improvements over the next 15 years. The specification of these policies has been supported by detailed analysis and based on firm evidence.</p>		<p>This Strategy is due to be refreshed; the Sustainability Appraisal will need to be updated in future to take account of that.</p>
<p>A Vision for Excellent Transport in Sheffield; Sheffield City Council</p>	<p>A Vision for Excellent Transport in Sheffield is a long term approach to transport looking to 2025. There are seven aims and associated themes:</p> <p><u>A Growing Sheffield Economy</u> - Good transport links to and from Sheffield are vital to having a competitive economy. By 2025 we will have improved road, rail and air connections to key external markets to enable more efficient movement of goods and people.</p> <p>Improved road connections; Improved rail connections; Improved air connections; Access to new jobs in Sheffield</p>	<p>Planning policies need to support the aims of this Vision.</p> <p>Planning policies needed to enable the development and improvement of strategic links to and from Sheffield, ensuring that this development takes place in a sustainable way.</p>	<p><b><i>This strategy is due to be refreshed, therefore the Sustainability Appraisal will need to be updated to take account of that.</i></b></p> <p>The sustainability aims have relevant criteria.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p><u>Reduced Congestion</u> – a key factor in the commitment to a greener, healthier Sheffield. By 2025 the aim is to keep congestion at the same levels as today. Reducing the number of car trips; New communications approach; Management of the Road Network; Road Improvements</p> <p><u>A Better Environment</u> – transport system which creates a better environment and contributes to achieving carbon reduction targets. By 2025 there will be a greater use of greener fuels. At a local level people will have streets to be proud of and there will be less negative impact of traffic on people in their neighbourhoods. Carbon reduction; Streets to be proud of; Lorry Route Network</p> <p><u>A Healthier Population</u> - By 2025 Sheffield will have a healthier population living for longer thanks in part to the way our transport network operates. Improved air quality and less noise pollution.</p> <p>Air Quality Action Plan; Low Emission Zone; Noise Pollution; Walking and Cycling</p>	<p>Planning policies are needed to ensure that new development does not generate levels of congestion which are unacceptable.</p> <p>Planning policies need to ensure that development is accessible by walking, cycling and public transport to reduce reliance on the car.</p> <p>Planning policies are needed to ensure that new development does not generate levels of congestion which are unacceptable. Also to ensure an attractive environment for non-car users.</p>	<p>The sustainability aims have relevant criteria.</p> <p>This sustainability aim has relevant criteria:</p> <p>Create an attractive and safe transport network that is attractive to non-car users? Lead to unacceptable levels of traffic congestion?</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p><u>A Safer Sheffield</u> - This reflects the increasing importance of safer roads to Sheffield residents.</p> <p>Reduced Accidents; Education, Training and Publicity; Road Safety Design</p> <p><u>Increasing Opportunities for Everybody</u> - transport will play a key role in providing increased opportunities. This includes better access to jobs, apprenticeships, training, education, healthcare and leisure activities for all.</p> <p>Improve mobility for disabled people; Public transport and integration; Sheffield Bus Partnership Agreement; Supertram, Trains, Park and Ride; Taxis; Cycling; Journey Planning; Planning system; District and Local Centres</p> <p><u>Choosing to Use Sustainable Transport</u> - a culture where the car is not always first choice, cultural shift so that people make a conscious effort to travel less and walking, cycling, using public transport or car sharing become natural choices that are considered first.</p>	<p>Planning policies needed to provide a safe transport environment for all users, particularly for walking and cycling.</p> <p>Planning policies needed to ensure that development is located in the most sustainable locations, with good access by a choice of modes.</p> <p>Planning policies are needed to ensure that viable and attractive alternatives to the car are available, and new development has good access by a choice of modes. This will enable people to make different choices about how they travel.</p>	<p>The sustainability aims have relevant criteria.</p> <p>The sustainability aims have relevant criteria:</p> <p>The sustainability aims have relevant criteria:</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	Culture shift and Communication Plan; Walking and Cycling; Sheffield Green Route Network; Public transport; Car club and car share; Making better use of technology		
The Northern Powerhouse: One agenda, One Economy, One North. A report on the Northern Transport Strategy, March 2015: HM Government, Transport for the North	This is a vision for the North which includes plans for Rail, Highways, Freight and Logistics , Integrated and Smart Travel, Airports, Local Connectivity, with the aim of securing a vibrant and growing economy that builds on the existing strengths of Northern city regions, attracts and retains the brightest and best talent and attracts investment from overseas.	Planning policies need to support the development of regional and sub-regional links.	The sustainability aims have relevant criteria:
Sheffield City Council Cycling Inquiry 2013/14	Endorses the 'Get Britain Cycling' aim to see cycle use increase to 10% of all journeys in 2025 and 25% in 2050.  The vision is to realise the full potential of cycling in a fully integrated transport network.  19 recommendations, including: -a long-term strategic plan for a coherent and comprehensive cycling network; -cycle and public transport networks should be combined as a single network with 'hubs' developed at strategic locations and existing hubs improved; -a joined up and systematic approach to exploiting the opportunities to improve cycling across all areas of Council activity.	Planning policies will need to take account of and reflect the imminent cycling plans. This will include a new cycle network (not yet available). Planning policy will also need to support this by enabling the development / or improvement of the transport environment for cyclists.	The sustainability aims have relevant criteria:
City Strategy 2010-2020, Sheffield City Council.	The vision includes: - People can get to, and around the city easily.	Planning policies need to enable greater use of more sustainable modes of travel and reduced	All of the criteria related to these sustainability aims are relevant.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>- Sheffield is a low-carbon city</p>	<p>congestion resulting from new development (and therefore emissions). Also need to support the development / improvement of strategic links to and from the city.</p>	
<p>Fairness Commission, Sheffield City Council</p>	<p>Has a section which talks about how transport can contribute to social, economic and environmental improvements that will increase fairness in the city.</p> <p>Includes a vision for:</p> <ul style="list-style-type: none"> <li>- all Sheffield streets to be safe and allow people to walk and cycle with confidence (pg56). (reference to British Medical Journal evidence that 20mph reduces road casualties, increase walking and cycling levels)</li> <li>- one integrated, affordable and high quality public transport system, young people have good access to public transport, isolation is reduced for people who are unable to access regular public transport (pg58)</li> </ul>	<p>Planning policy needs to support the development of an accessible and sustainable transport system.</p> <p>Planning policy needed to support the improvement and development of the environment for walking and cycling, creating a safe and attractive network.</p> <p>New development can contribute to making existing public transport services more viable by providing more demand – planning policies are needed to encourage new development to be located with access to existing public transport services.</p>	<p>The sustainability aims include relevant criteria:</p>
<p>Corporate Plan 2015-2018, Sheffield City Council</p>	<p>This includes support for HS2. The city centre is the preferred location for the station due to the increased economic benefits for Sheffield.</p>	<p>The policies in the local plan will need to be supportive of HS2 but a decision on the location of the station has not yet been made by central government.</p>	<p>This sustainability aim includes relevant criteria, but note that this may need to be reviewed when HS2 proposals are agreed:</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>'Easy to get around' is one of the specific priorities for Thriving Neighbourhoods (p4)</p> <p>Use information to predict schools places, transport infrastructure or housing needs for a growing population (pg. 11)</p> <p>Work with city region to improve infrastructure and connectivity(pg14)</p> <p>Includes reference to supporting people to take up cycling. Extend and integrate cycle routes. Identify a network of cycle routes and use to prioritise investment so cycling accounts for 10% of all journeys by 2025 (pg19)</p> <p>Make sure public spaces are well designed and promote walking and cycling (pg17)</p> <p>5 broad themes identified for more sustainable transport – public transport, road safety, network management, cycling and walking (pg19)</p> <p>Encourage more people to use public transport and Tram-train prioritised (pg19)</p>	<p>Policies will be needed to ensure that new development is accessible by a choice of modes from the neighbourhoods of Sheffield</p> <p>We do this already – need to make sure its robust</p> <p>Need for policies on city region wide transport priorities, set in the context of Sheffield's growth.</p> <p>Needs a policy to ensure that cycling provision is fully integrated into the transport network and is a viable option. The Local Plan will also need to show the proposed network – however, at the moment work is still underway on developing a strategic network, as well as work on a wider transport network review for Sheffield. Will need to ensure we can demonstrate that it's deliverable – part of the ongoing work.</p> <p>Already doing this but need to ensure walking and cycling are fully integrated into the transport network. These themes will need to be reflected in the policies.</p> <p>This needs to be reflected in policy.</p>	<p>Sustainability aims include relevant criteria</p> <p>The criteria for these sustainability aims are relevant here.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	Make the most of natural assets, inc geography, open spaces, access to Peak District (top Outdoor City) – grow outdoor economy and attract businesses (pg14)	How to improve access to Peak District? Policy needs to support links outside of the city.	
Sheffield Cycle Strategy (out of date)	Out of date. SY Strategy being prepared to include Strategic Cycle Network.		Sustainability Appraisal will need to be updated once the new strategy is available.
Air Quality Action Plan for Sheffield 2015, Sheffield City Council	<p>Actions relevant to transport policy:  Action 1: Assess Feasibility for a Low Emission Zone (LEZ)  Action 5: Mitigate the Impact of the M1 motorway (particularly in the Tinsley Area)</p> <p>Action 2: Develop Infrastructure for Refuelling Low Emission Vehicles</p> <p>Action 3: Promote Smarter Travel Choices</p>	<p>Policy must support LEZ Strategy – important to note this doesn't recommend a London Style LEZ. Assessment of impacts and mitigation measures already linked to Travel Plan and Transport Assessment trigger levels in policy. Policy also needed to encourage increased movement of freight by means other than road to reduce emissions.</p> <p>Policy is needed to support the development of Low Emission refuelling infrastructure, including that associated with new development.</p> <p>Policy needs to encourage / require development and improvement of the full transport network to make sustainable modes of travel more attractive choices.</p>	<p>AQAP to be updated– Sustainability Appraisal may need to be updated to reflect this.</p> <p>The sustainability aims include relevant criteria</p>
Sheffield Low Emission Zone Feasibility Study 2013, Sheffield City Council	Overall, road transport is the biggest single contributor (10% - 90%) to NO2 emissions, which needs to reduce by up to 30%. We need a shift away from diesel fuel to alternative low emission fuels (electric, gas/biogas, hybrid, hydrogen).	Policy needed to support the development of integrated networks for more sustainable modes of travel, to provide an attractive alternative to the car – reducing emissions and congestion.	<p>All of these sustainability aim criteria are relevant.</p> <p>Other relevant Sustainability Appraisal: Air quality improved and impacts of environmental pollution minimised or mitigated.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>The implementation of the Sheffield Low Emission Zone (LEZ) Strategy should enable compliance, however this is partly dependent upon successful bids to the Government's £500m Ultra Low Emission Vehicles (ULEV) support package</p>	<p>ULEV bid aims to increase number of low emission vehicles, therefore policy is needed to support the development of refuelling facilities for low emission vehicles.</p> <p>Need policy to support movement of freight by more sustainable modes.</p>	
Green Commission 2014	<p>Currently undertaking hearings – the commission will then use the outcomes for a final report setting out recommendations</p>		<p>May need to update Sustainability Appraisal when this is complete.</p>
Sheffield City Region Investment Fund (SCRIF)	<p>A framework of funding streams to deliver essential strategic infrastructure to increase economic growth and jobs in Sheffield City Region.</p> <p>SCRIF schemes in three main areas, Upper Don Valley, Lower Don Valley and City Centre. Includes pedestrian and cycle enhancements, key bus route, highway improvements.</p>	<p>Policies need to support the infrastructure developments coming out of SCRIF. Need to list schemes in policy.</p>	<p>The sustainability aims have relevant criteria.</p>
Highways England Delivery plan 2015-2020	<p>Highways England's role is to operate, maintain, and modernise the national strategic road network.</p> <p>The delivery plan sets out in detail how Highways England will deliver their strategic outcomes.</p> <p>Local schemes:</p> <p><u>Supporting Economic Growth</u> - Increase capacity on the M1 by delivering a four lane Smart motorway which will improve connection from Rotherham to Sheffield and Wakefield to Leeds.</p> <p><u>Trans-Pennine Routes</u> – a package of schemes between Manchester and Sheffield which will improve journey times between these two key cities in the north of England.</p>	<p>Need to make sure that policies in the Sheffield Plan support the improvements to the national strategic network in the interest of improving wider links to and from Sheffield.</p>	<p>The sustainability aims have relevant criteria.</p>



Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
National Planning Policy Framework	Chapter on Promoting Sustainable Transport	Policies in the Sheffield Plan need to reflect the national aims to develop a sustainable transport system.	All the criteria relating to this sustainability aim are relevant.

## Baseline Information

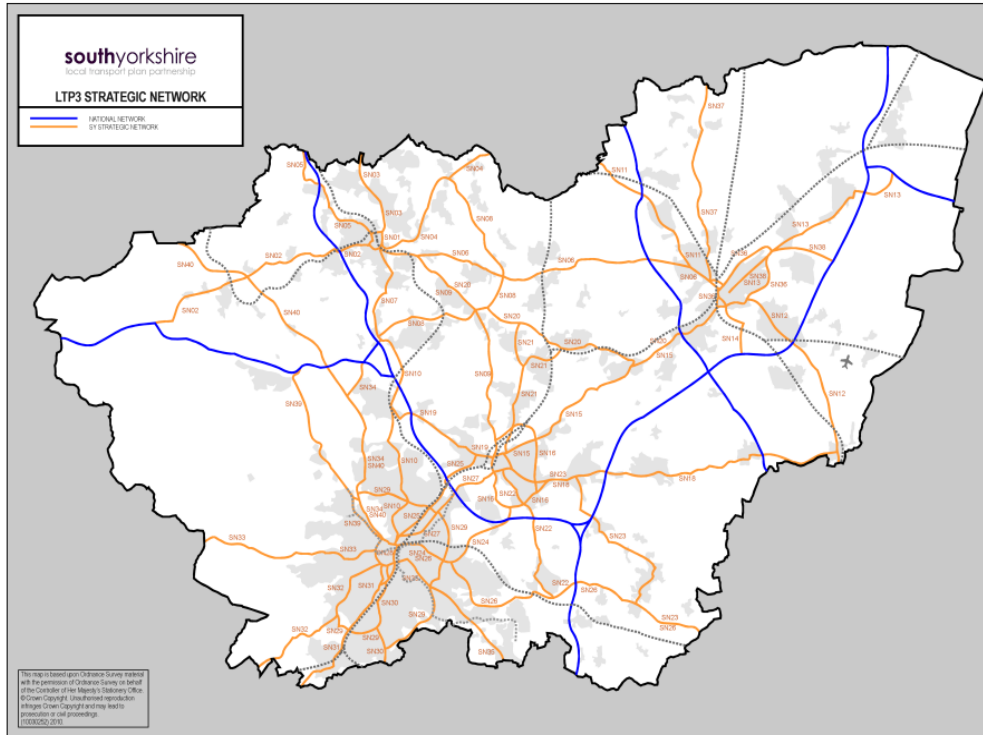
### Existing Transport Network

The Evidence Base, Environmental Assessment and other supporting documents for the [Sheffield City Region \(SCR\) Transport Strategy 2001 - 2026](#) provide a comprehensive analysis of the transport network and travel patterns and trends. This report is not intended to repeat that but instead will focus on Sheffield specific trends and provide links to existing data, as well as providing more up to date statistics where relevant. It should be noted that the Transport Strategy for Sheffield is being reviewed and this section will therefore need to be updated as that develops.

### Strategic Road Network

The current South Yorkshire Strategic Road Network is defined in the SCR Transport Strategy. More detailed information can be found in the supporting documents of the LTP 'South Yorkshire Strategic Network 2010' (<http://www.syltp.org.uk/othersupportingdocuments.aspx>). Appendix A of that document (shown below) illustrates the network:

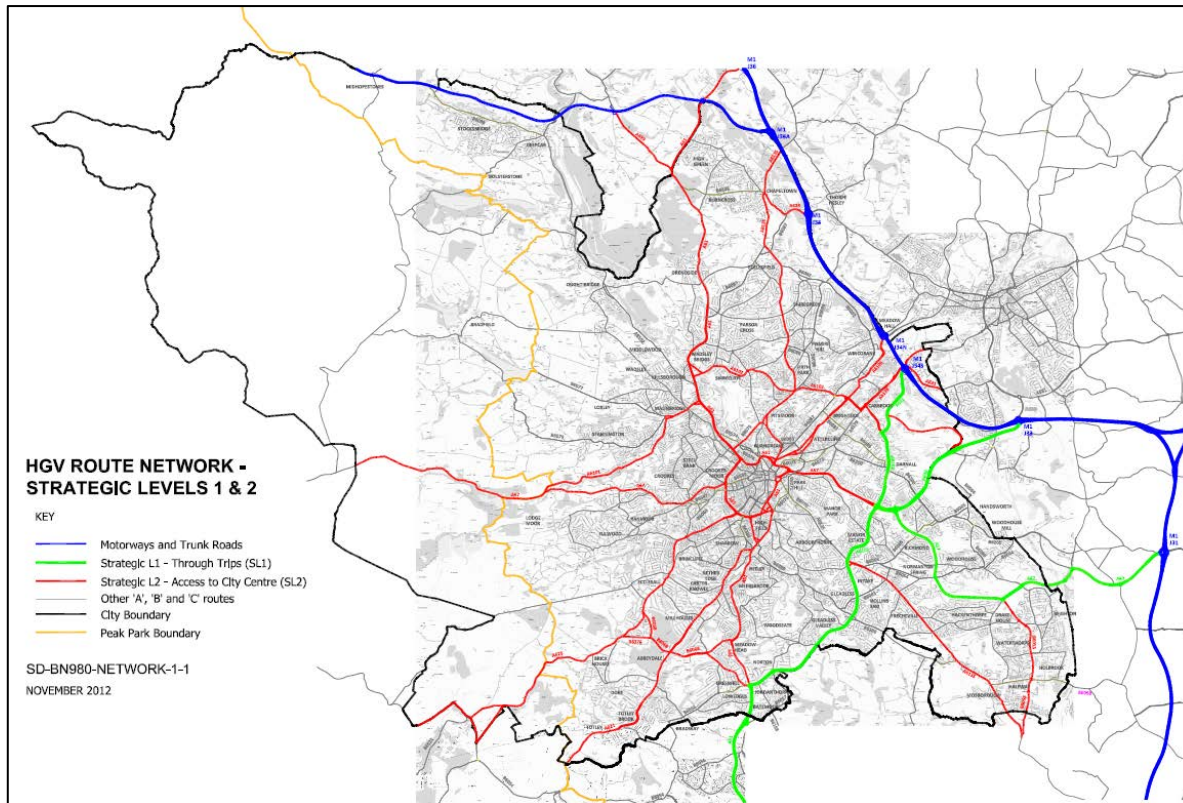
## APPENDIX A



Source: South Yorkshire LTP Partnership. LTP3 Supporting Documents. South Yorkshire Strategic Network October 2010

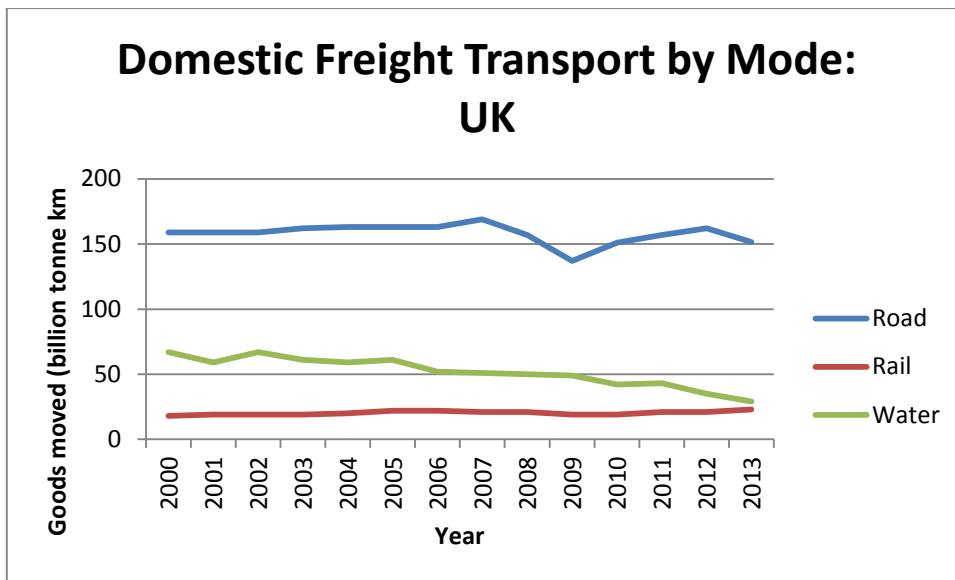
### HGV Route Network

Sheffield City Council approved a HGV network in December 2012, with the aim of encouraging HGVs onto suitable routes and making more effective use of the existing highway. The network which can be seen below, defines routes suitable for strategic through trips as well as strategic routes for access to the City Centre.



## Freight

Freight movement statistics are generally collated at a national level. The chart below shows that nationally, since 2007 the amount of goods moved by road has fluctuated but began falling again in 2012. At the same time there has been a slight increase in the amount of freight moved by rail.



Source: Department for Transport Statistics: Freight. TSGB0401 Domestic freight transport: by mode

[The Sheffield Low Emission Zone Feasibility Study](#) (Phase 1 Initial Assessment of Transport Emissions, Nov 2012, MVA report for Sheffield City Council) found that although the main contributors to citywide emissions are from cars, emissions from goods vehicles do contribute considerably. Whilst Light Goods Vehicles do not contribute a significant amount to city wide emissions, “other goods vehicles are contributing significant amounts towards emissions on the M1, on Meadowhall Road and on Penistone Road” (paragraph 7.3.2). The recommendations from the Low Emissions Zone Feasibility Study (Phase 2) were reported to the Individual Cabinet Member in December 2013 and it was agreed that the Council should undertake a comprehensive policy and strategy review with a view to updating the Air Quality Action Plan for Sheffield. This work will need to be taken into account as part of the development of the Local Plan options.

#### Public Transport Network

Sheffield’s public transport offer includes bus, tram, rail and taxis. The Supertram is currently operated by Stagecoach. The Sheffield Bus Partnership consists of bus operators First, Stagecoach, and Sheffield Community Transport, as well as Sheffield City Council and South Yorkshire Passenger Transport Executive. The Partnership was formed to provide a coordinated approach to improving the city’s bus network.

The table below shows recent statistics for the percentage of journeys in Sheffield made by public transport mode.

<b>Journeys in Sheffield</b>	<b>12/13 actual</b>	<b>13/14 actual</b>	<b>14/15 actual</b>
<i>Percentage of all journeys by public transport</i>	<b>26.4</b>	<b>27.9</b>	<b>26.5</b>
<i>Percentage of all journeys by Supertram</i>	6.0	5.9	5.4
<i>Percentage of all journeys by bus</i>	16.3	18.2	17.1
<i>Percentage of all journeys by rail</i>	4.1	3.9	4.0

Source: Sheffield Annual cordon and screen line vehicle survey

The Sheffield Supertram network provides a very popular and well used form of public transport in the city. However the recent decline in journeys by Supertram illustrated above is likely to have been influenced by the essential track replacement works which have been taking place across the network, resulting in passengers switching mode whilst the works are live. The SCR Transport Strategy 2001-2026 states that the city will continue to explore the scope for extensions to the network and the current refresh of the long term Sheffield transport plan will re-emphasise this. This will need to be reflected in the Local Plan strategic policies, and this report updated once further work has been developed.

Whilst there has been a history of declining bus patronage within Sheffield, recent data has indicated a more positive picture, particularly since the launch of the Sheffield Bus Partnership in 2012. For example there has been a 7% increase in adult fare paying passengers. It should be noted that a city wide bus network review was implemented on 1 November 2015 resulting in significant changes to routes and frequencies across the city. Therefore public transport accessibility baseline data has not been included in this report as existing data does not reflect the new network. Once this has been re-modelled using the new network information, this section of the baseline report will be updated.

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. This report will need to be updated once the conclusions of that work are available.

There are existing Park and Ride facilities within Sheffield which are served by Supertram, rail and bus or in some locations a combination of modes. There is a recognised need within the SCR Transport Strategy 2011-2026 to expand park and ride provision at Meadowhall, develop proposals for the South Yorkshire Strategic Park and Ride Strategic network, and develop park and ride on key strategic routes focused on the largest urban centres. This report will need to be updated once that work has been developed further.

### Congestion

The [National Highways & Transport public satisfaction survey](#) includes statistics on satisfaction with traffic levels and congestion. The statistics for Sheffield between July 2008 and September 2015 are shown below.

NHT public satisfaction survey	2008 Jul	2009 Sep	2010 Sep	2011 Sep	2012 Sep	2013 Sep	2014 Sep	2015 Sep
KBI 17 - Traffic levels & congestion	43.2	41.1	43.8	48.1	46.3	45.6	46.2	47.6

Whilst satisfaction has fluctuated, there has been a small upward trend in satisfaction. In comparison to other areas of Yorkshire and the Humber, Sheffield is ranked 2<sup>nd</sup> from the top for satisfaction, and has followed a similar pattern to the 'average' results across the UK as shown in the extract below, taken from the NHT Summary report for Sheffield (<http://nhtsurvey.econtrack.com>).

### Comparing results over time

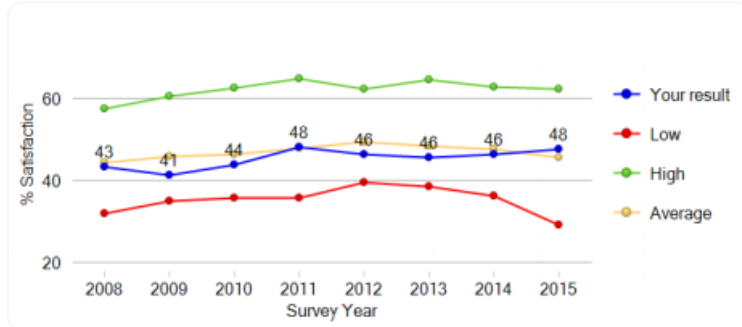
The change in your Authority's result for this KBI from last year, 'your trend', and the change in results for this KBI over the last eight years.

#### Your Trend



1

#### How your results compare with others over time



#### Best performers

The authorities with highest levels of satisfaction for this KBI; overall, in your peer group, and in your region.

##### Top 3

	Result	Rank
Scottish Borders Council	62	1
Dumfries and Galloway	61	2
Milton Keynes	59	3

##### Metropolitan Borough Top 3

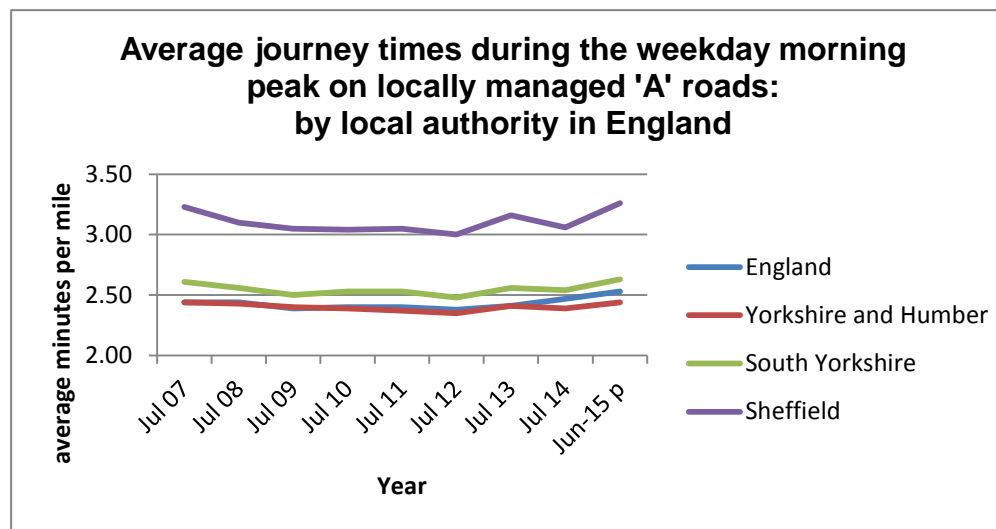
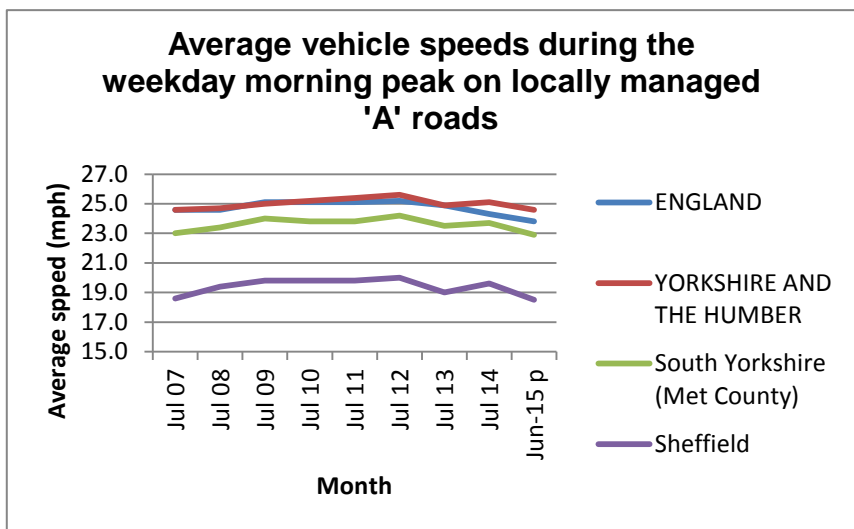
	Result	Rank
Sunderland City	57	1
Knowsley MBC	55	2
South Tyneside	54	3

##### Yorkshire and the Humber Top 3

	Result	Rank
North Yorkshire CC	48	1
Sheffield City	48	2
Rotherham MBC	47	3



The Department for Transport, [Congestion and Reliability Statistics](#) use average speed and average journey time on 'A' roads as an indicator for levels of congestion. Journey unreliability impacts upon not only individual users if the network but has significant implications for the efficiency of businesses. The charts below show that in comparison to the rest of South Yorkshire, Sheffield experiences lower vehicles speeds and longer journey times. However this partly reflects that fact that many of the 'A' roads in Sheffield are urban rather than rural.



Source: Department for Transport, Congestion and Reliability Statistics, table CGN0206a (Average vehicle speeds during the weekday morning peak on locally managed 'A' roads) and table CGN0206b (Average journey times during the weekday morning peak on locally managed 'A' roads: by local authority in England)

In the period 2014-15, Sheffield experienced the highest increase in journey times of all large local authorities in England, and the tenth highest decrease in average vehicle speed in England. Journey times in rush hour are now comparable with other major urban areas (except London)<sup>66</sup><sub>30</sub>. 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<sup>67</sup>.

The SCR Transport Strategy 2011-2026 used modelling to determine that “strict demand management measures may slow down the area’s economic recovery and cause a shift of employment and commerce to neighbouring areas.” (Sheffield City Region Transport Strategy 2011-2026 paragraph 4.106). However it is also recognised that without any action, congestion is likely to increase, and therefore a balanced package of measures is necessary.

<sup>66</sup> Department for Transport 2015 Congestion and Reliability Statistics

<sup>67</sup> Sheffield City Region, FLUTE Model Outputs, 2014-2024

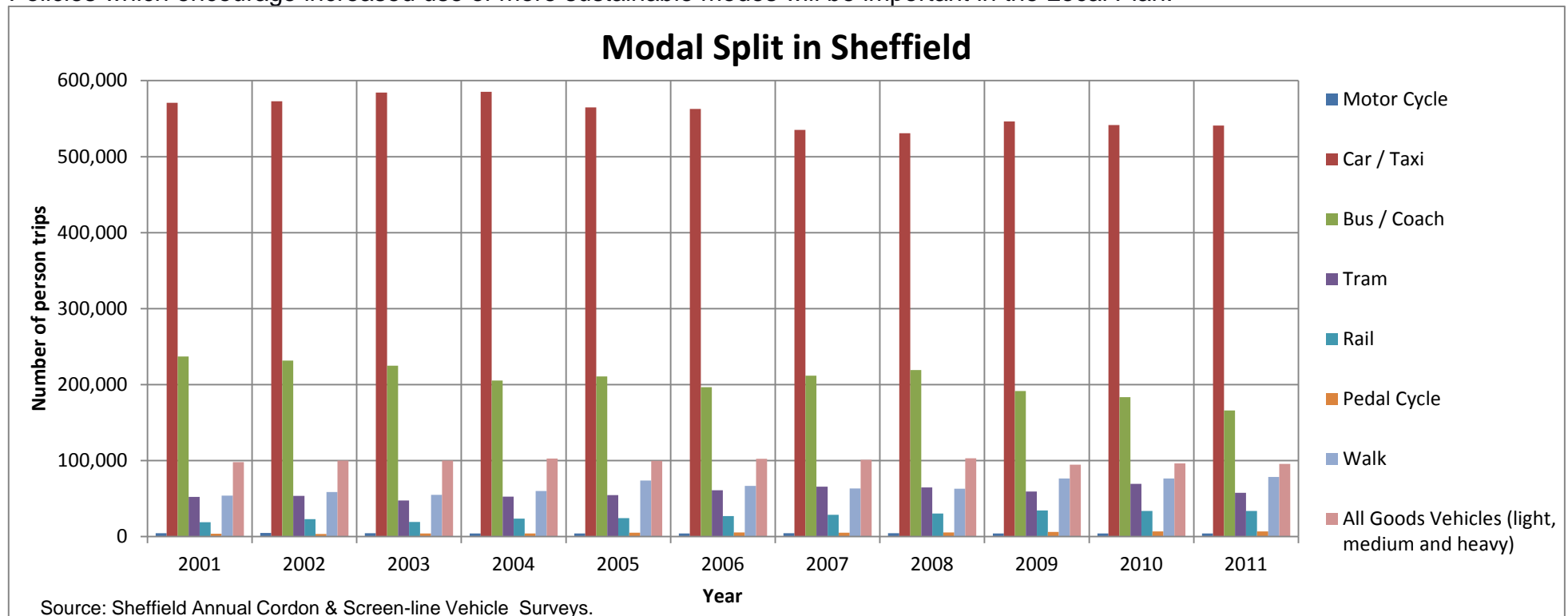


With limited capacity available on the road network, this baseline indicates a need for policies which make most efficient use of the available capacity as well as development of the network, to manage congestion levels. This could include encouraging use of modes which use less road space, and increasing capacity for more sustainable modes of travel, improving efficiency for all road users.

### Modal Split

Modal split within Sheffield is monitored through annual cordon and screen-line vehicle counts. Single day manual 12 hour (0700-1900 hours) two way vehicle occupancy surveys are undertaken on equivalent days during September and October each year at individual survey points along the Cordon or Screen-line. The chart below illustrates the totals for each mode across the Cordon and Screen-lines.

Whilst it can be seen that car / taxi are the dominant mode of travel, travel by bus / coach provides for the next highest number of journeys. Policies which encourage increased use of more sustainable modes will be important in the Local Plan.



### Accident Statistics

The Sheffield Road Safety Health Check 2015 report brings together a range of road safety statistics and to illustrate local trends. Some conclusions from the report include:

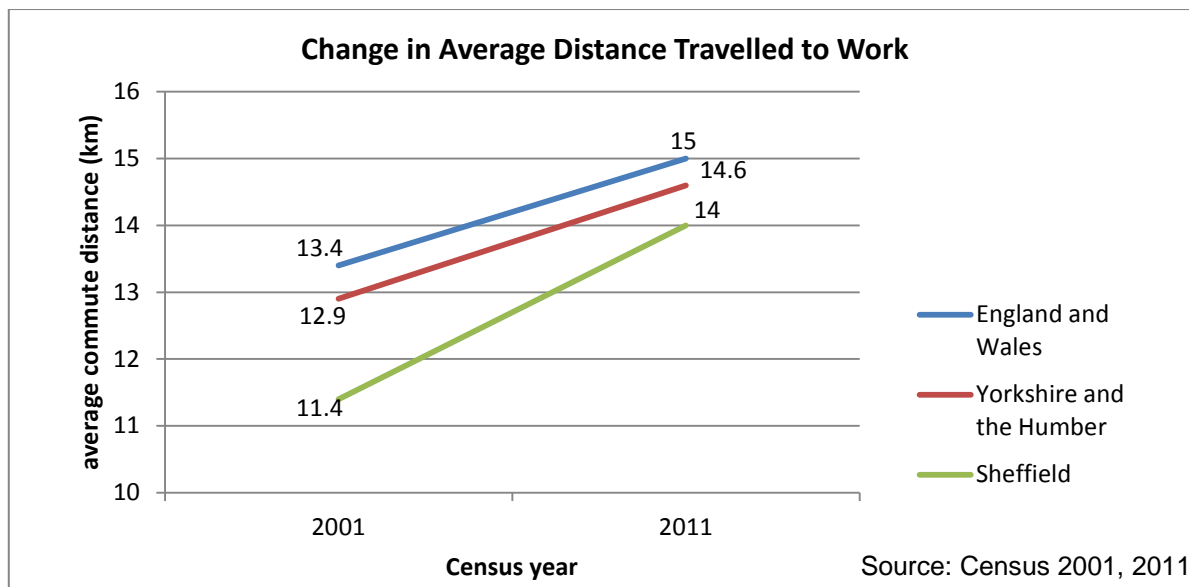
- Although there was an increase in KSI (Killed or Seriously Injured) casualties in 2014 in Sheffield, there was still a 27% reduction in comparison to the 2005/09 average baseline (this is the baseline used by the Department for Transport in the Strategic Framework document).
- Pedal cycle casualties have risen but this is against a growth in the number of cycle trips. When a risk rating is produced taking into account the increase in the number of trips, the 'risk' has fallen between 2007 and 2014.
- Although more people are injured in cars than any other mode, in terms of KSI casualties, pedestrians have sustained more injuries than any other group.
- Young people are over-represented in the casualty statistics, with 23% of the KSI casualties being from the 17-24 year old age range.

Policies will be required in the Local Plan which help to safeguard the most vulnerable road users.

### **Travel Trends and Accessibility**

#### Distance travelled to work

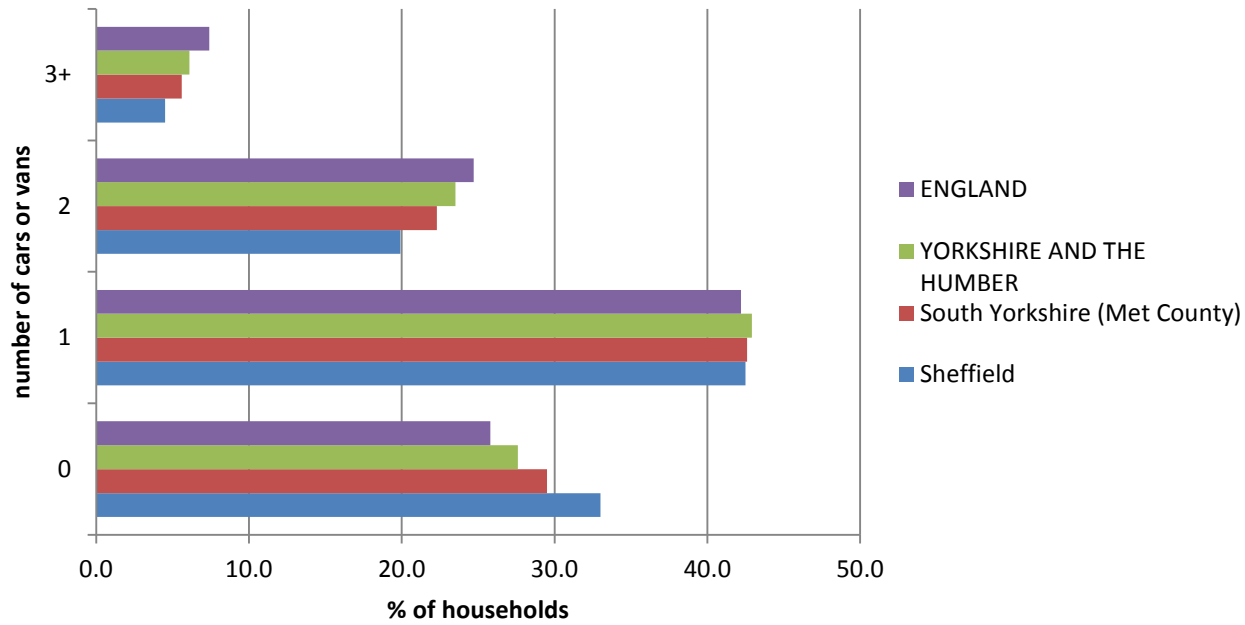
The chart below shows the increase in the average distance travelled to work in Sheffield between 2001 and 2011, in comparison to England and Wales, and Yorkshire and the Humber. Sheffield still has shorter commuting distances on average than at a national or regional level but that distance is increasing. In fact this has increased at a faster rate than at a national or regional level over the ten years between 2001 and 2011, which saw a 23% increase in average distance travelled to work compared to just 13% increase in Yorkshire and the Humber. Policies will be needed in the Local Plan not only to reduce the need to travel but also to ensure that a high quality, reliable transport network is in place which can accommodate these travel pattern, and encourage more journeys to be made by sustainable modes of travel.



#### Access to a car / van

The 2011 census showed that there were almost as many cars / vans (224,039) in Sheffield as households (229,928), although one third of households in Sheffield had no access to a car or van. This is in comparison to the figures for England, which show that just a quarter of households had no access to a car or van. This comparison can be seen on the chart below. Increased access to a private vehicle implies there will be an increase in the number of person journeys by private car. However, the modal split chart in the section above actually indicates that the total number of person journeys by car over the same time period has reduced, along with journeys by bus, although this has not resulted in the reduction in congestion which might be expected.

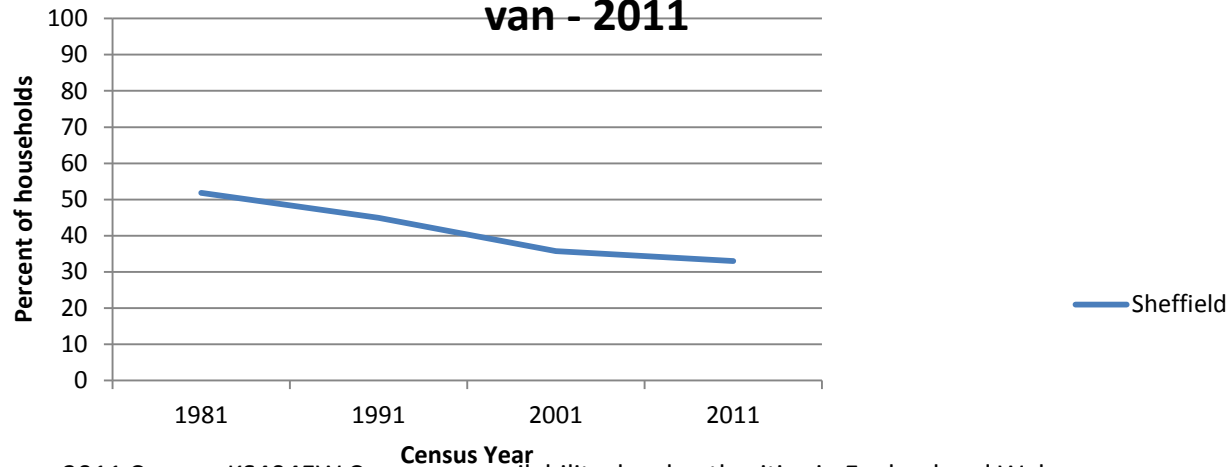
### Percentage of Households with Access to a Car or Van 2011



source: [2011 Census: KS404EW Car or van availability, local authorities in England and Wales \(www.ONS.co.uk\)](http://www.ONS.co.uk)

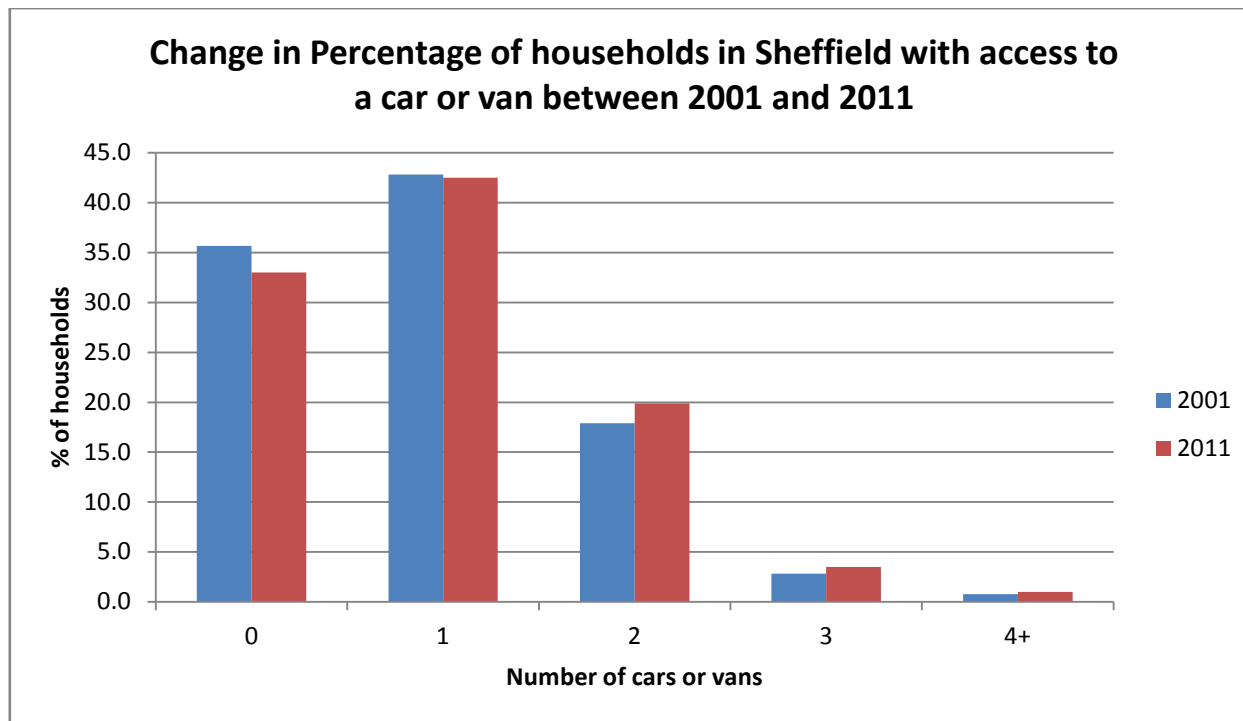
The chart below shows the continuing trend of rising car ownership within Sheffield between 1981 and 2011.

## Households in Sheffield with no access to a car or van - 2011



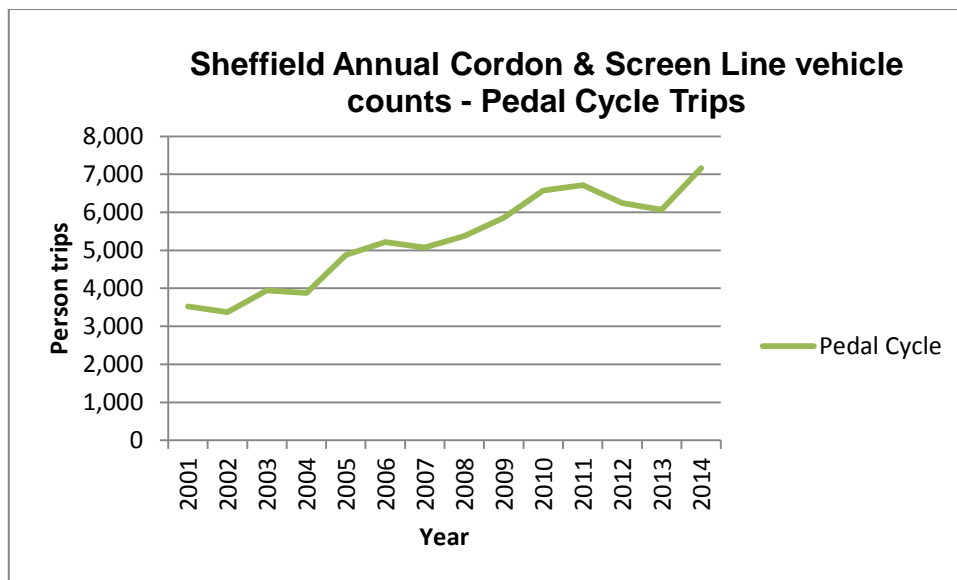
source: 2011 Census: KS404EW Car or van availability, local authorities in England and Wales  
([www.ONS.co.uk](http://www.ONS.co.uk))

Whilst the number of households with access to 1 car or van has not changed significantly between 2001 and 2011, the number of households with access to 2 or more cars or vans has seen more growth. This can be seen on the chart below. Almost 25% of households in Sheffield in 2011 had access to 2 or more cars or vans. If this trend continues, then the implications for housing densities, residential parking provision and on street parking pressures become greater and these issues will need to be considered within the Local Plan policies.



#### Cycle trends and targets

The chart below illustrates the number of trips made by pedal cycle in Sheffield. It can be seen that there has been a steady growth in the number of journeys by pedal cycle, and that the number of trips has doubled since 2001. Whilst the proportion of trips made by pedal cycle in comparison to other modes remains fairly low (see the previous Modal Split chart), the upward trend is very encouraging.



The Council has recently committed to an ambitious target of increasing cycling trips to 10% by 2025 and 25% by 2050. This arose from the Sheffield Cycling Inquiry in 2014 which largely reflected the aspirations of the All Party Parliamentary Committee report “Get Britain Cycling”. Strategic policy is therefore essential to set out the priorities for developing and expanding the cycle network to enable and encourage a much greater number of trips to be made by cycle.

Work is also progressing on a South Yorkshire / Sheffield City Region Strategic Cycle Network, and at a national level, a proposal for a National Cycleway associated with the High Speed Rail 2 project. These would provide cycle routes making links into for example North East Derbyshire and the Peak Park. As these schemes develop they will need to be taken account of in the Local Plan.

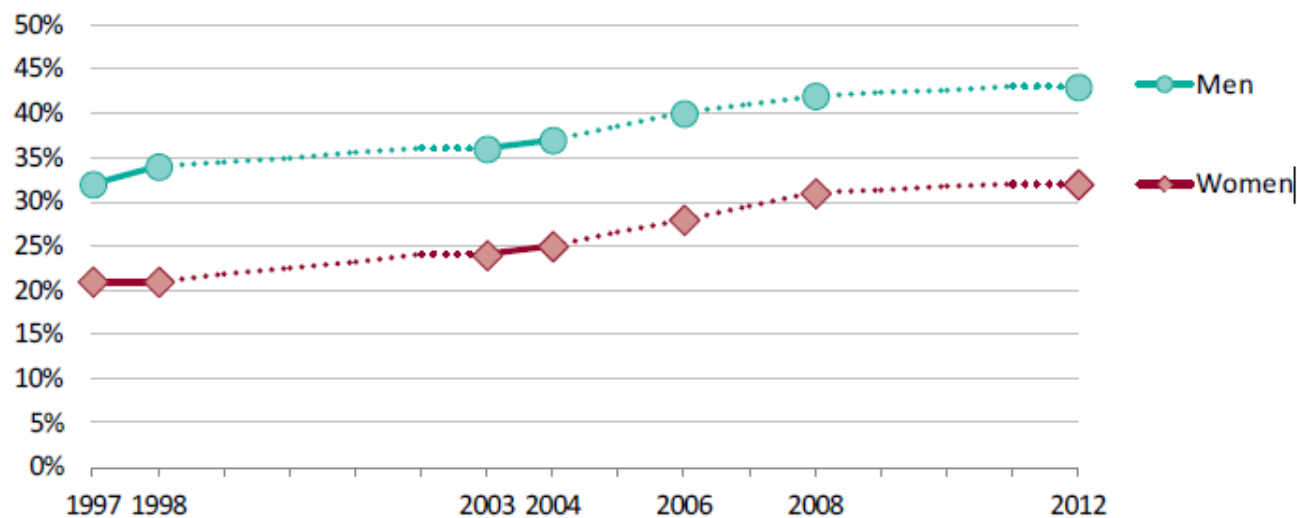
### Physical activity

As levels of obesity continue to rise, encouraging active modes of travel is an important part of the strategy for improving activity levels in both adults and children. Sheffield City Council’s “Creating a Culture of Physical Activity – The Move More Plan 2014-2019” offers a summary of data in its Appendix 2, which outlines the levels of physical activity which is undertaken by both adults and children. It indicates that although rising, the prevalence of activity in adults is actually quite low, as shown in the extract below taken from the document.

### 2.3.1 Adults

- Over the past two decades the prevalence of physical activity in England at recommended levels<sup>8</sup> has been low, albeit steadily increasing. This is shown in Figure 2.0.

**Figure 2.0 Trend in the proportion meeting previous physical activity recommendations (at least moderate intensity activity) by age and sex.** *Source: Health Survey for England 2012<sup>9</sup>*



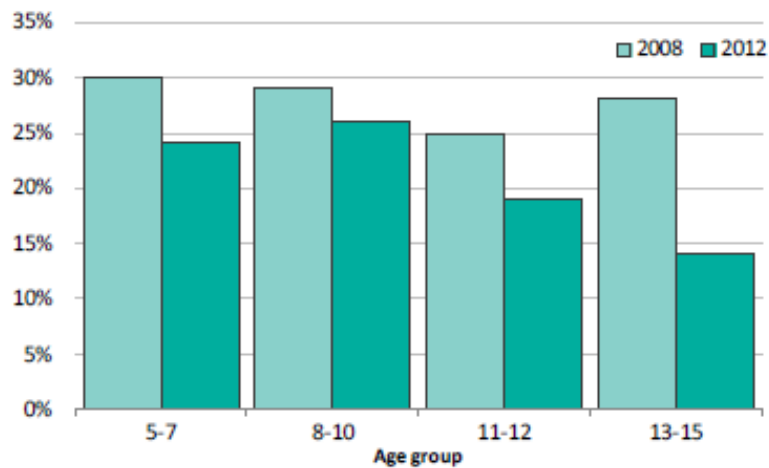
Extract from Creating a Culture of Physical Activity – The Move More Plan 2014-2019, Appendix 2

The trend for children however, indicates a drop in physical activity, as shown in the extract below:

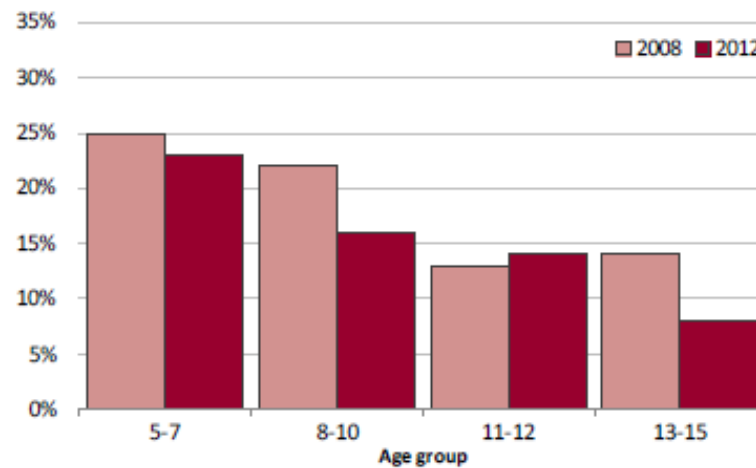


**Figure 3.0 Proportion of children aged 5-15 meeting physical activity recommendations 2008 and 2012 by age and sex.** *Source: Health Survey for England*

**BOYS**



**GIRLS**



Extract from Creating a Culture of Physical Activity – The Move More Plan 2014-2019, Appendix 2

The document explores the health implications of low levels of activity and includes recommendations to increase physical activity, including the need for a sustainable transport environment which encourages more active travel. Policies will be needed in the Local Plan to support this.

### Public transport accessibility to services, employment, retail and health facilities

As discussed above, the public transport accessibility baseline data has not been included in this report as a city wide bus network review was implemented on 1 November 2015 resulting in significant changes to routes and frequencies across the city. Therefore the existing data does not reflect the new network. Once this has been re-modelled using the new network information, this section of the baseline report will be updated.

### **Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues are:

- Reducing the need to travel and enabling linked trips to increase efficiency.
- Encouraging more sustainable modes of travel, to reduce the impact on air quality, congestion and improve journey reliability
- Encouraging more active modes of travel to improve health through increased physical activity
- Improve the efficiency of the existing network and improving capacity for more sustainable modes of travel, with the aim of improving journey times and reliability for all modes.
- Safeguarding the most vulnerable road users.

### **Appraisal Criteria**

Table 3: Appraisal Criteria for these Sustainability Aims

Significant development focussed in locations that reduce the need to travel and fullest possible use made of public transport, walking and cycling

<b>Appraisal Criteria: Does this proposal or option...</b>
Enable shorter journeys, improve modal choice and integration of transport modes to encourage or facilitate walking, cycling and public transport?
Enable shorter journeys by locating homes near to the main employment areas (City Centre, Lower Don Valley, Upper Don Valley, Sheaf Valley)
Locate high trip generating uses and job opportunities (offices, built leisure, retail) where there is good access by public transport?
Make more efficient use of the car (e.g. through car sharing or providing opportunities to make linked trips)?
Result in essential services (e.g. health services, shops, leisure facilities) and opportunities to access the natural environment) being available within easy reach of people's homes by foot, cycle or public transport?

Provide levels of car parking which are appropriate to the location (i.e. lower levels of provision where other modes of transport are more viable)?

An efficient network which maximises access and minimises impacts

**Appraisal Criteria: Does this proposal or option...**

Lead to unacceptable levels of traffic congestion?

Support the movement of freight by means other than the road?

Support the development of good road and rail links to other cities and international airports?

Make more efficient use of, or improve the viability of, existing public transport services?

Create an attractive and safe transport network for non-car users (pedestrians, cyclists, etc.)

## 8. USE OF LAND WHICH SUPPORTS REGENERATION OF THE URBAN AREA AND PROTECTION OF VALUABLE SOIL AND MINERAL RESOURCES.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of Soil and Material Assets. The Sustainability Aim title has been updated as this Sustainability Aim now covers, what was previously:

- Conservation of Soil and Mineral Resources
- Efficient Use of Land

The emphasis on effective use, as this encompasses a wider consideration than simply not sterilising soil and mineral resources and good quality agricultural land. Striving for most development to be within the urban area or on previously developed land would accomplish this too.

### Consultation/Dialogue with Experts

In relation to this Sustainability Aim, no additional experts have been involved, apart from the material available on-line from Natural England and other organisations (see Tables 1 and 2).

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<b>Re-use/Efficient use of land and permanent loss of land</b>			
National Planning Policy Framework para 17 & 111	Encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. Recognise that some open land can perform many functions (e.g. wildlife, recreation, flood risk mitigation, carbon storage or food production)	The Sheffield Plan should encourage the re-use of previously developed land, with environmental caveats, thus also preventing as much as possible permanent loss of soil.	This appraisal criterion flags this issue.
National Planning Policy Framework para 109	The planning system should protect and enhance valued soils, recognising the wider benefits of ecosystem services. Prevent both	Soils are not just valued for agricultural use, but also environmental value e.g. wetlands and other specific soils	Environmental protection legislation will be the bigger control mechanism for soil pollution, rather

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil pollution or land instability.	<p>contributing to ecological connectivity, carbon stores e.g. peatlands etc.</p> <p>Environmental protection legislation will play a larger role in soil pollution than the Sheffield Plan policy. The Coal Authority will be consulted on sites where land instability could be an issue.</p>	than the Sustainability Appraisal.
National Planning Policy Framework para 47	Local planning authorities should set their own approach to housing density to reflect local circumstances	The Sheffield Plan can use housing density policies to encourage efficient use of land	The appraisal criterion flags this issue.
<p>National Planning Policy Framework, para 112 and Annex A</p> <p><a href="#">Natural England Technical Information Note TIN049</a>  Second edition 19: <i>Agricultural Land Classification: protecting the best and most versatile agricultural land</i>, December 2012  MAFF <a href="#">Revised Guidelines And Criteria For Grading The Quality Of Agricultural Land</a> (October 1988).</p>	<p>Safeguard the long term capability of best and most versatile agricultural land (Grades 1, 2 and 3a in the Agricultural Land Classification) as a resource for the future; with preference for development to be on poorer quality land if significant development of agricultural land is demonstrated as necessary.</p> <p>Natural England is consulted on proposals which would lead to the loss of 20 ha or more of best and most versatile agricultural land and which are not consistent with the adopted local plan. The local authority can decide whether there are significant agricultural issues on smaller areas.</p>	<p>The Sheffield Plan will consider the impact on good quality agricultural land through the Green Belt Review/Sheffield Plan process. All other land outside the urban area will be protected by Green Belt, so no policy relating to agricultural land protection is needed locally.</p>	<p>Our assumption: soil resources within the urban area without any other ecological value (e.g. gardens) are likely to be of poorer quality than greenfield land outside the urban area. Thus higher density development in the urban area would support NPPF para 112</p> <p>A sustainability aim is still needed relating to the effective use of Land. Agricultural Quality is picked up in the Sustainability Appraisal Criteria, although there is very limited good quality land to avoid. Best and versatile agricultural land to be assessed by Natural England through Local Plan consultation processes.</p> <p>Natural England Technical Information Note 049 and MAFF guidelines should be used to assist with assessment of soils and land quality issues associated with draft Local Plan allocations. While the</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
			20ha threshold is not specifically for allocations; consider using to distinguish between significant and minor negative impact.
Planning Practice Guidance "Should Planning take account of soils?"	This sets out why soil is important: This is because soil is an essential finite resource that provides important <a href="#">‘ecosystem services’</a> , for example as a growing medium for food, timber and other crops, as a store for carbon and water, as a reservoir of biodiversity and as a buffer against pollution.	The Sheffield Plan should encourage the re-use of previously developed land, to minimise the loss of soil.	The appraisal criteria should consider agricultural quality – soil is one element of agricultural quality.
The Natural Environment White Paper (NEWP), "The Natural Choice: securing the value of nature" (DEFRA, June 2011)	This emphasises the importance of natural resource protection, including the conservation and sustainable management of soils, for example: A Vision for Nature: 'We must protect the essentials of life: our air, biodiversity, soils and water, so that they can continue to provide us with the services on which we rely' (Para 2.5) Safeguarding our Soils: 'Soil is essential for achieving a range of important ecosystem services and functions, including food production, carbon storage and climate regulation, water filtration, flood management and support for biodiversity and wildlife' (Para 2.60) 'Protect 'best and most versatile' agricultural land' (Para 2.35)	The Sheffield Plan should minimise the loss of soil, and particularly the best and most versatile agricultural land.	The appraisal criteria should consider loss of soil as well as loss of best and most versatile agricultural land.
<a href="#">Construction Code of Practice for the Sustainable Use of Soils on Construction Sites</a> , DEFRA, 2011	The best practice guide outlines a number of other benefits for developers of the sustainable use of soils on construction sites, but ultimately will help them protect and enhance the soil resources on site and achieve wider benefits for the environment; The document is helpful in development design and setting planning conditions.	Consider whether a Sheffield-specific policy is required, to require soil resources are protected and used sustainably in line with this best practice. Advised to be used by Natural England.	Too much detail for sustainability appraisal.
<b>Minerals</b> Sheffield's Draft	Coal and pot clay are the only mineral deposits to be	A planning policy is needed regarding	Mineral and coal deposits are

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Local Aggregates Assessment	safeguarded in Sheffield. To date there are no live quarries or mineral workings which means Sheffield is dependent upon other mineral planning authorities to supply all of its primary aggregate needs	Sheffield's limited mineral deposits.	unlikely to prevent development but may require work prior to any development taking place. Therefore an appraisal criterion "Avoid the sterilisation of economic mineral reserves" would be used to assess policies in relation to this.
<p><a href="#">Coalfield plans: Sheffield City area</a>, Coal Authority, 2014 This includes: Sheffield coal mining risk area plan Sheffield specific coal mining legacy plan Sheffield surface coal resource plan Both the coalfield local council area maps and interactive map viewer data are updated annually from the Coal Authority Mining Records.</p> <p><a href="#">Coal Authority Interactive Mapfinder</a></p> <p><a href="#">Baseline section instead?</a></p>	<p>The coal mining development risk plan shows the boundaries of high risk (dark-hatched) and lower risk (lighter-hatched) coalfield areas. This information helps determine the need to submit a coal mining risk assessment for a site.</p> <p>The coal mining specific risk plan identifies 8 specific coal mining risks:</p> <ul style="list-style-type: none"> <li>• mine entries with potential zone of influence</li> <li>• past surface hazards</li> <li>• past shallow coal mine workings</li> <li>• mine gas</li> <li>• probable shallow coal mine workings</li> <li>• geological features (fissures and break lines)</li> <li>• workable coal seam outcrops</li> <li>• surface (opencast) mining</li> </ul> <p>The surface coal resource plan shows the areas of surface coal resources where extraction of the coal can be carried out by surface mining methods. So there is a need to ensure that mineral resources are not needlessly sterilised by new surface development. There are surface coal reserves in Stocksbridge, Chapeltown and Ecclesfield, Darnall, Handsworth, Arbourthorne and Norfolk Park area, Hackenthorpe, Drakehouse, Holbrook and</p>	The Sheffield Plan should consider the need for a policy in relation to this.	Submission of a coal mining risk assessment at the planning application provides more detailed information. This is unlikely to prevent development but may require work prior to any development taking place. Therefore an appraisal criterion "Avoid the sterilisation of economic mineral reserves" would be used to assess policies in relation to this.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	Mosborough, Woodhouse.		
National Planning Policy Framework "Facilitating the Sustainable Use of Minerals" Para 142-149	Designate Minerals Safeguarding Areas Ensure the best use of minerals for their long term conservation. Appropriate local planning policies needed in order that known locations of specific minerals resources of local and national importance are not needlessly sterilised by non-mineral development, whilst not creating a presumption that resources defined will be worked; set out policies to encourage the prior extraction of minerals, where practicable and environmentally feasible, if it is necessary for non-mineral development to take place	The Sheffield Plan will need to cover the issue of minerals, as set down in the NPPF and in proportion to what exists in Sheffield.	The NPPF encourages the prior extraction of minerals if it is necessary for non-mineral development to take place. Therefore the presence of minerals reserves need not prevent development. Therefore an appraisal criterion "Avoid the sterilisation of economic mineral reserves" can be used to assess policies, (including designation of a Minerals Safeguarding Area). Individual site assessments not required.
Planning Practice Guidance "Minerals" section	This is concerned with the detail related to the NPPF	Refer to this when considering the NPPF requirements	See above

## Baseline Information

### Development in the Existing Urban Area

Sheffield planning area is dominated by the existing urban areas of Sheffield, along with Chapeltown and Stocksbridge. It is surrounded by Green Belt, within which are inset the the villages of Oughtibridge, Wharnccliffe Side and Worrall which are inset within the Green Belt and there are smaller villages washed over by the Green Belt.

With a tight Green Belt around the urban area, available data<sup>68</sup> shows that over 97% of dwellings have consistently been completed within the existing urban areas.

<sup>68</sup> Data for dwelling completions related to urban area are available only for the years 2007/8 to 2010/11



### **Previously Developed Land<sup>69</sup>**

For the three years records available since the Core Strategy adoption<sup>70</sup>, 98-100% of business and industrial land was on previously developed land. Figure 1 shows that Sheffield exceeded their target of the percentage of dwellings completed on previously developed land.

Sheffield has a good record of developing on previously developed land, helped by its tight Green Belt and plentiful previously developed land, strong planning policies and national initiatives to bring previously developed land back into use in low market demand areas. The amount of suitable, available and deliverable previously developed land has reduced with the economic downturn and the pressure for more housing land in excess of this will mean the percentage of housing development in the future will find a new lower level once the Local Plan is adopted.

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<sup>69</sup> Defined in the NPPF as: *Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time. So this includes grassed land.*

<sup>70</sup> Sheffield Monitoring Reports

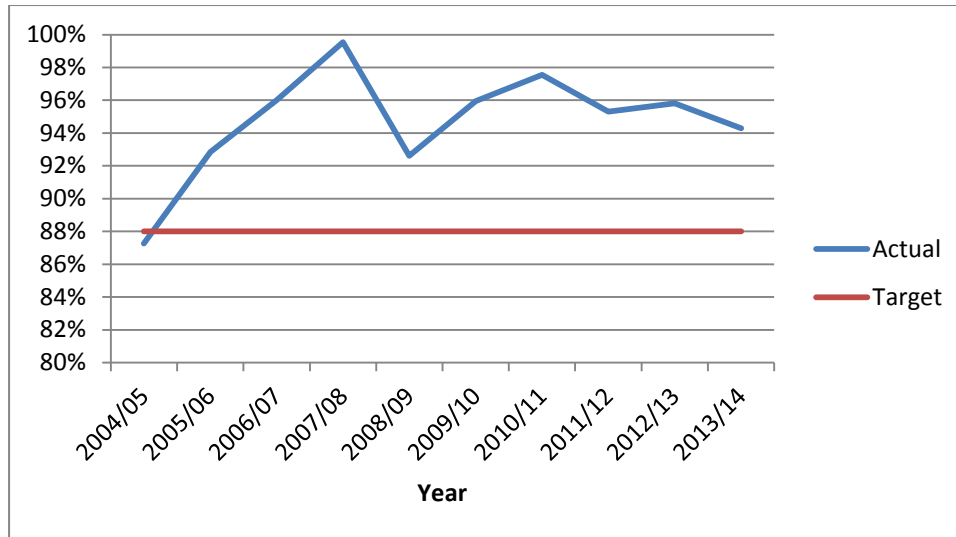


Figure 1 Percentage of dwellings (including student flats) completed on previously developed land

### Soil Quality

The [UK Soils Observatory and MAGIC website](#) show that soils around the edge of Sheffield are: slowly permeable seasonally wet acid loamy and clayey soils, freely draining slightly acid loamy soils, loamy and clayey soils floodplain soils with naturally high groundwater. Therefore there are no peaty soils affected by the Local Plan Review.

There is no known data on soil erosion in Sheffield as a result of development.

If a more detailed landscape character assessment was undertaken for Sheffield, this may briefly touch on geology and soils. But the preliminary report was limited by resources and time to visual characteristics.

Recycling rates of previously developed land are also significant indicators in terms of safeguarding of soil resources. These have been historically been high. But in this economic climate, the recycling of previously developed land is less viable, and insufficient deliverable previously developed land is available to meet our objectively assessed land requirements.

### Best and Most Versatile Agricultural Land

The [Yorkshire & Humber Region](#) 1:250 000 Series Agricultural Land Classification does not distinguish between Grade 3a and 3b land. It indicates, at a strategic scale, that Sheffield has no significant pieces of Grade 1 & 2 agricultural land and Sheffield is surrounded by Grade 3 agricultural land to its north, south and east. Small areas of Grade 3 agricultural land are also found at

Totley, Loxley and Worrall, although the majority of the western side of Sheffield has poor agricultural quality (Grade 4) due to the Pennines.

MAGIC website shows only 2 sites in Sheffield that have been surveyed to the Post 1988 Agricultural Land Classification (which sub-divides land into Grade 3a and 3b land also) – the two sites at Mosborough<sup>71</sup> and Beighton<sup>72</sup> identify Grade 2, 3a and 3b land. Agricultural surveys have only currently been undertaken at Woodhouse East, which showed Grade 2 and Grade 3a land.

Natural England's Agricultural Land Classification Strategic map (ATTACH PDF AS APPENDIX) indicates at a strategic level which areas are likely to have different proportions of best and versatile agricultural land and shows that there are areas on the edge of Sheffield's urban area in each of the three likelihoods of containing "best and most versatile" agricultural land.

- Areas where more than 60% of the land is likely to be 'best and most versatile' agricultural land.  
***(High likelihood of 'best and most versatile' agricultural land)***
- Areas where 20-60% of the land is likely to be 'best and most versatile' agricultural land.  
***(Moderate likelihood of 'best and most versatile' agricultural land)***
- Areas where less than 20% of the land is likely to be 'best and most versatile' agricultural land.  
***(Low likelihood of 'best and most versatile' agricultural land)***

This gives an appreciation of the relative land qualities around Sheffield at a crude level. It is not suitable for site specific appraisals. Site specific studies, including new ALC field surveys, will be needed to obtain definitive information on ALC grades for individual sites.

### **Economic Mineral Reserves**

Sheffield has had a long history of mineral extraction, but the city now has few types of mineral deposits that are potentially available for extraction. To date there are no live quarries or mineral workings<sup>73</sup> which means Sheffield is dependent upon other mineral planning authorities to supply all of its primary aggregate needs (Draft Local Aggregates Assessment). The main mineral resource in Sheffield that may be extracted in the future is coal. It is very unlikely that any other valuable mineral resources would be found on sites in Sheffield.

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<sup>71</sup> 12.19+1.55ha of Grade 3a.0.76+0.8ha Grade 3b. S01051, S00805, S01052, S02409 = Not current Green Belt Parcel

<sup>72</sup> SHLAA sites S01063 & S01064 = Green Belt parcel SE-4-B

<sup>73</sup> Yorkshire & Humber aggregate monitoring report 2013

The Coal Authority has identified that there are proven surface coal resources under most of the area covered by the Local Plan. The majority of this coal resource has already been built over, but new development on greenfield sites and redevelopment sites may provide opportunities to extract surface coal before construction commences.

### **Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues are:

- Sheffield has plentiful previously developed land, however there is insufficient to meet the city's growth needs, and some of it is difficult to deliver, particularly in this economic climate.
- In order to develop enough new homes to meet needs, a Green Belt review is necessary, and therefore it is likely that a proportion of new housing will be built on greenfield sites, some of which could be best and most versatile agricultural land.
- Minimise the loss of non-urban development by making more efficient use of the urban area, and previously developed land.

### **Appraisal Criteria**

Table 2: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Result in the reuse of previously developed land and vacant buildings?
Encourage development which makes efficient use of land (e.g. by focusing development in urban area, development densities)?
Protect and enhance the best and most versatile agricultural land and soil of other environmental value, and in so doing, safeguard soil quality?
Avoid the sterilisation of economic mineral reserves?

## 9. AN ATTRACTIVE, HIGH QUALITY BUILT ENVIRONMENT THAT WORKS WELL AND LASTS

### SEA Topic

This Sustainability Aim relates to the SEA of Material Assets. Many of the aims rely on an appropriate built environment but this aim focuses particularly on delivering buildings, spaces, and places that are:

- Attractive and distinctive,
- Inclusive, safe and secure, and that
- Work well, now and in the future.

This Sustainability Aim now covers and updates what was previous the following Sustainability Aims:

- Safety and Security for people and property
- A quality built environment

### Consultation/Dialogue with Experts

No external organisations have been involved in reviewing the scope and detail of this report.

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
LOCAL			
Sheffield City Strategy (2010 – 2020)	Ambition to create a city that is: distinctive, successful, inclusive, vibrant, and sustainable.	Delivery of quality new development to enable delivery of these ambitions.	General consideration of the indicators that reflect these ambitions.
Sheffield City Council Corporate Plan (2015 – 18)	Includes ambitions around thriving neighbourhoods, better health and wellbeing, and tackling inequalities.		Include indicators that reflect an ambition to create high quality parks and spaces.
Sheffield Housing Strategy 2013-23	Promotes using design quality to optimise the use of resources to	Maintain the imperative to improve the quality of urban and architectural	Reflect the distinct implications of the built

<b>Strategy, plan and programme</b>	<b>Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA</b>	<b>Sustainability Issues raised for the Sheffield Plan</b>	<b>Implications for the Sustainability Appraisal/ SEA</b>
	deliver housing aims.	design in residential environments.	environment in residential development
Sheffield City Centre Masterplan (draft) 2013	Includes a vision incorporating a sustainable, accessible, green and connected city. Promotes city living opportunity.	Promote the quality of the city centre to meet these aims.	Reflect the distinct characteristics of the city.
Sheffield City Centre Compendium Urban Design Compendium (2014)	Enable the implementation of the quality built environment envisioned in the city masterplan through the provision of design guidance.	Maintain the imperative to create a high quality city centre environment that enables delivery of the wider vision for the city.	Consider the impacts of the plan on maintaining city centre quality.
Area Masterplans and Frameworks	Various, always focussing on the quality of development to deliver the new vision for a neighbourhood.	Importance of neighbourhood visions.	Reflect the distinct neighbourhood characteristics across the city.
<b>SUB-REGIONAL</b>			
South Yorkshire Residential Design Guide (2011)	Enabling better residential developments through guidance on meeting the Building for Life standard.	Maintain the imperative to improve the quality of urban and architectural design in residential environments.	Reflect the distinct implications of the built environment in residential development
<b>NATIONAL</b>			
National Planning Policy Framework (2012) and associated Planning Practice Guidance notes.	NPPF Para 56 'The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.'	Reflect the importance of design and built environment.	An assessment of the quality of built residential developments shows a significant level of poor design and deterioration in quality over the last 3 years.
Building Regulations Approved Documents	Illustration of how to meet statutory requirements.	Consider the implications of Government's Housing Review and the appropriate technical standards that can be required through the planning system.	Review the design quality of housing and the creation of accessible environments.
Design related publications such as:	Good practice in design of the built	Reflect national good practice.	Reflect national good

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
CABE (2000) 'By Design: urban design in the planning system: towards better practice' Llewelyn Davies (2000) 'Urban Design Compendium' ODPM (2004) 'Safer places: the Planning System and Crime Prevention'	environment.		practice.

## Baseline Information

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Attractive and distinctive city, neighbourhoods, buildings and spaces.	Building for Life/ quality assessment		An assessment of the quality of built residential developments shows a significant level of poor design and deterioration in quality over the last 3 years.	This suggests that the Sheffield Plan policies need improving or implementing better.
No. of homes built to enhanced accessibility standards.	Count		No data available	
Homes built to exceed the Government's national space standard	Count		A majority of schemes built in the last 3 years tend to be lower than Govt. standard.	Sheffield Plan to consider whether to introduce a minimum space standard policy for housing

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Optimise the potential of the site: % of homes built on schemes exceeding the target density range	Count		Majority of recent schemes are above policy density, although schemes made up of just housing tend to be below policy target.	

National planning policy is explicit in that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way that it functions<sup>74</sup>.

CABE undertook an audit of housing quality in 2005 across the north of England<sup>75</sup>. They concluded that high-quality housing was the exception rather than the norm and identified the following areas in need of attention:

- Individuality: create more bespoke development that respects the local context, optimises site assets, and enable people to personalise their homes;
- Stronger identity through more defined urban structures of integrated streets, spaces, and movement networks;
- More legible places with spaces that have clear roles and building forms being used to reflect local context and a distinctive character.
- Better parking solutions that are convenient, secure, and contribute positively to the street scene;
- More attractive public realm of streets, spaces, and landscape.

The Building for Life (20 questions) model was used as a measure of quality in Core Strategy policy CS74. Built development quality has been assessed by the Council each year between 2009-13<sup>76</sup>.

<sup>74</sup> NPPF (64)

<sup>75</sup> HOUSING AUDIT Assessing the design quality of new homes in the North East, North West and Yorkshire and Humber CABE (2005)

<sup>76</sup> Review of Built Residential Development Sheffield City Council Un-published (2009-13)



The assessment shows a low percentage of development meeting the required 'good' standard (14 points out of 20). This is partly due to a lack of information provided by the applicant, but also highlights a number of features of poor design supporting the CABE national audit. These include:

- Lack of a robust site analysis and poor use of site assets;
- 'Anywhere development' created by standard house elevations that do not respond adequately to the existing local character;
- Poor landscape and street design;
- Poor design of parking solutions;
- Poor urban structures created by the failure to create street hierarchies and the effective enclosure of spaces by the surrounding buildings and the plot boundaries;
- Weak architectural responses that fail to support legibility and character through the use of distinctive building forms.

### Density

An initial analysis of density is being carried out on 238 schemes that have been completed in the last 3 years or that have an extant planning permission. Most schemes included, or were solely, apartments with around 60 schemes being just housing. Only 38 of the schemes were on sites of 1 hectare or more.

The majority of apartment schemes, especially in the city centre, exceed the policy target range. However, 56% of the schemes identified as just housing are below the minimum density target. Housing schemes that were higher density tended to be on smaller sites without highway infrastructure or open space and with lower and more efficient parking provision.

### Space Standards

An initial review has been carried out of the dwelling sizes recently built in Sheffield against the Government's national space standards. An average size was calculated for each dwelling type for each year. The majority of the average measured sizes do not meet the Government's minimum standard.

### **Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues are:

- The quality of the built environment influences the delivery of many of the sustainability ambitions in this document. This aim focuses particularly on creating buildings, streets, spaces and places that are: distinctive and attractive, that is inclusive safe and secure, and that work well now and in the future. This is important because, for example:
- The appearance of the city and its neighbourhoods can influence inward investment decisions, civic pride, and choices around where people want to live. The quality of housing development across the city has not improved over the last 3 years.

- Sheffield prides itself on being a safe place that should have an inclusive environment that enables everyone to participate equally, confidently and independently in their everyday activities: especially pertinent as our population ages, and
- There is an overall imperative to: enable more sustainable lifestyles and behaviours, to optimise the use of resources including land, and to adapt to changes in the weather by ensuring appropriately designed and located buildings and spaces that make more successful places.

## Appraisal Criteria

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Promote city-wide characteristics around: distinctive settlement layouts, townscapes, buildings, topography and natural features?
Optimise the potential of a site and promote attractive and locally distinct places and buildings?
Protect and enhance the character and functionality of higher quality environments whilst improving poor quality environments?
Promote inclusive design principles?
Promote safe and secure environments?
Promote places that function well for all users now and in the future?
Improve the landscape, quality of streets and the public realm?
Promote sustainable design principles?

# 10 THE HISTORIC ENVIRONMENT PROTECTED AND ENHANCED

## SEA Topic

This Sustainability Aim relates to the SEA Topic of Cultural Heritage, including architectural and archaeological heritage. The Sustainability Aim title has been updated post 2013 to “The Historic Environment Protected and Enhanced”

## Consultation/Dialogue with Experts

Work on this paper has included discussion with Ian Smith of Historic England, Dinah Saich of South Yorkshire Archaeology Service and Ruth Connolly and Zoe Mair – Conservation Officers within the Council’s Urban Design and Environmental Planning team.

## Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<b>NATIONAL</b>			
NPPF	Local Plans should set out a positive strategy for the conservation and enjoyment of the historic environment. This should take account of: -sustaining and enhancing the significance of heritage assets - putting them to viable uses - new development making a positive contribution to local character and distinctiveness	Heritage assets should be conserved in a manner appropriate to their significance	Assessment should consider whether a policy will contribute towards conserving heritage assets. Assessment of sites should consider whether development at that location is likely to impact any heritage assets.
<b>INTERNATIONAL</b>			
European Landscape Convention (Florence Convention)	Promotes the protection, management and planning of all landscapes and aims to raise awareness of the value of living	Requirements are largely reflected in national policy and legislation	

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	landscapes, including within the natural, rural and urban areas. It is concerned with both outstanding, every day and degraded landscapes.		
The European Convention on the Protection of Archaeological Heritage (Valetta Convention)	Requires the UK to maintain a legal system for the protection of archaeological heritage fulfilling the conditions of the convention, and to devise supervision and protection measures. It also requires the UK to promote an integrated policy for the conservation of archaeological heritage.		

### Baseline Information

Sheffield is a distinctive city with a development pattern that in many places reflects its early industrial heritage, specifically the metal trades. Heritage assets are an integral element of the character of many areas of the city, and conserving them alongside new development will have benefits for the wider culture and economy of the city, as well as creating a more individual sense of place.

Sheffield currently has 38 Conservation Areas and nearly 1,200 listed buildings, as well as scheduled ancient monuments; historic parks, gardens and cemeteries; archaeological remains; and areas and buildings of historic local importance. Threats to these assets include dereliction and proposals for new development. English Heritage's Heritage at Risk Register (October 2014) cites 5 buildings, 3 places of worship, 6 archaeological sites, 2 historic parks and gardens and 5 conservation areas as being at risk within Sheffield.

The Sheffield Plan will identify that there are certain heritage assets specific to Sheffield's distinct heritage. Four particular elements of built heritage which are distinctive to Sheffield include the metal trades; the City Centre; Victorian, Edwardian and garden city suburbs; and historic village centres and the city's rural setting. Archaeological heritage assets are particularly important in building up the picture of how the city developed. The Council is committed to creating a Local List of heritage assets

which would need to be referenced within a Local Plan policy in order to provide a clear framework for dealing with development that affects them.

**Table 2: Baseline Data**

<b>Indicators</b>	<b>Quantified Data for Sheffield (if available)</b>	<b>Comparators and Targets</b>	<b>Trends shown. Data problems or constraints</b>	<b>Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario</b>
Number of conservation areas	2014 = 38	2004 = 35	Small increase in the number of conservation areas	The Local Plan will have an important role to play in ensuring that conservation areas remain protected and development within them is appropriate.
Number of listed buildings	2014 = approx. 1,200	2004 = 1,128	Small increase in the number of listed buildings	The Local Plan will have an important role to play in ensuring that listed buildings remain protected and development within them is appropriate.
Number of Scheduled Ancient Monuments	2014 = 46	2004 = 45	Small increase in the number of Sustainability Appraisals.	The Local Plan will have an important role to play in ensuring that scheduled ancient monuments remain protected and development that might impact them is appropriate.
Heritage assets 'at risk'	Historic England's Heritage at Risk Register – 2051 9 scheduled ancient monuments 8 listed buildings 2 historic parks and gardens 5 conservation areas	2004 = 60 Listed Buildings identified as 'at risk'	It is hard to compare the data as the mechanism for recording and publicising heritage assets 'at risk' has changed	Without policies to protect the historic environment and ensure that new development does not negatively impact heritage assets, the list of assets on the at risk register could increase.

## **Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues are:

- Sheffield's heritage assets make a vital contribution to the character of the city and the sense of place, therefore ensuring sustainable long term uses for historic buildings, and protection for archaeological assets is critical.
- Changing development patterns, including more intense development in the City Centre and other previously industrial areas, as well as transformation of areas from employment uses to housing and mixed uses represents a challenge for protection and re-use of heritage assets.
- Policies to protect and enhance the historic environment should prevent further heritage assets from falling into disrepair and being listed as at risk. It should also result in a more positive and proactive approach to ensuring development utilises as well as protects the historic environment.

### **Appraisal Criteria**

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Preserve Conservation Areas, Listed buildings and their settings?
Preserve archaeological sites and their settings?

## 11. HIGH QUALITY NATURAL LANDSCAPES PROTECTED AND POOR LANDSCAPES ENHANCED.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of landscape. Following the review, the Sustainability Aim has been updated post 2013 to “*High quality natural landscapes protected and poor landscapes enhanced*”. Previously the aim wording did not refer separately to high and poor quality landscapes.

### Consultation/Dialogue with Experts

This paper has been written with input from the Council’s Environmental Planning and Landscape Design team.

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
The Outdoor City Strategy (draft) (2015)	Vision for Sheffield, The Outdoor City, will be internationally renowned for its outdoor offer; its quality places and outdoor people. Strategic theme – places that appeal and attract. Sheffield offers a broad range of outdoor attractions based around its natural assets.	Quality landscapes need to be maintained in order for the city to maximise the appeal of the outdoor offer	Ensure that policies and sites reflect the strategy by maintaining and improving quality landscapes, and improving access to them for people wherever possible to provide both economic and health benefits.
National Planning Policy Framework	The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.  Landscape character assessments (where appropriate) should be prepared, integrated with assessment of historic landscape character, and for areas where there are major expansion options assessments of landscape sensitivity.	Policies and site choices within the Sheffield Plan need to protect and enhance valued landscapes and take account of potential impacts of development on them.	Consider the impact of the plan on ensuring protection of high quality landscapes.

## Baseline Information

Sheffield's natural landscape is widely regarded as being high quality, with the majority lying within the Green Belt, and a large proportion outside the Local Planning Authority boundary within the Peak District National Park. The Sheffield Preliminary Landscape Character Assessment identified four broad categories of landscape character areas within the area of the Green Belt: upland, valleys, lowland and highly maintained landscapes. These were further broken down as follows:

### Upland character areas

- Moorland ridge
- Pastoral hills and ridges
- Upland rolling slopes and valleys to the west
- Upland rolling slopes and valleys to the east
- Upland wooded ridges and slopes

### Valley character areas

- Upland river valleys with reservoirs
- Wooded upland river valleys
- Pastoral upland river valley
- Upland valley sides above urban and industrial areas
- Encapsulated river valleys to the west

### Lowland character areas

- Encapsulated river valleys to the east
- Lowland rolling slopes and valleys
- Lowland broad river valley
- Lowland wooded valley sides above urban or suburban areas
- Encapsulated farmland

### Highly maintained landscapes



Green Belt covers 9,170 hectares and includes a number of small settlements and villages such as Bolsterstone, Ewden Village, Onesacre and Midhopstones. Three larger villages are inset within the Green Belt; Worrall, Oughtibridge and Wharncliffe Side.

The draft Outdoor City Strategy identifies that participation in outdoor activities is higher in Sheffield than elsewhere, however there are some groups which are underrepresented and where participation rates are lower, for example those from more disadvantaged backgrounds, women, BME communities and people with disabilities. Maintaining and enhancing quality natural landscapes, especially where improvements in access can be made will help to encourage greater participation rates, which in turn has a positive impact on health outcomes.

**Table 2: Baseline Data**

Sustainability Aims	Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Quality natural landscapes maintained and enhanced	Area covered by Green Belt designation	9170 hectares		Has remained broadly constant since initial adoption. Key risk is the need to maintain areas of high quality landscape whilst ensuring sufficient land for new housing growth.	Protecting and safeguarding the landscape and character of rural areas as well as individual landscape features will be an issue for the Local Plan. This will include improving woodland cover, protecting high quality landscapes and restoring and appropriately reusing mineral and landfill sites.
	Area covered by woodland	More than 400 hectares (10.4% of the city)			

**Key Sustainability Issues for Sheffield**

From the baseline data and strategies, the key sustainability issues are:

- Ensuring that high quality natural landscapes are protected whilst ensuring sufficient land is identified to deliver the amount of housing that Sheffield needs.

- The Local Plan needs to reach an appropriate balance between landscape protection and the need to meet Sheffield's future development needs.
- Without appropriate safeguards in place, new development could potentially have a greater adverse impact on the character and appearance of the landscape.

### Appraisal Criteria

Table 3: Appraisal Criteria for this Sustainability Aim

<b>Appraisal Criteria: Does this proposal or option...</b>
Minimise the impact of development on the Peak District National Park and the wider countryside?
Protect and enhance valued landscapes and the character of rural areas?
Value and protect local diversity and local distinctiveness?
Safeguard individual landscape features such as hedgerows, dry-stone walls and ponds?
Preserve or improve woodland or tree cover in appropriate locations?
Result in the restoration and appropriate after-use of mineral extraction and landfill sites?

## 12. ECOLOGICAL AND GEOLOGICAL ASSETS CREATED, CONSERVED, MANAGED AND ENHANCED.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of flora, fauna and biodiversity. This Sustainability Aim has been updated slightly.

### Consultation/Dialogue with Experts

In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Natural England
- SCC Ecology Unit
- Sheffield Area Geology Trust

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Local			
Sheffield's Green and Open Space Strategy (2010-2030)	Contains a number of policies in the Environment and Sustainability chapter that refer to 'Managing for Nature and Biodiversity'. The document refers to realising the potential of open spaces for promoting and encouraging wildlife. In particular, the strategy states that the partners responsible for delivering the strategy will: <ul style="list-style-type: none"> <li>• ENV W1 Protect and enhance priority wildlife species and habitats within designated Local Nature Sites and Sites of Special Scientific Interest (SSSIs)</li> <li>• ENV W3 Develop the wildlife potential of other non-public spaces, where appropriate, to support the sustainability of</li> </ul>	Plan policies should consider the role of open spaces in promoting and encouraging wildlife.  Site allocations should seek to protect open spaces which are of value for wildlife.	Consideration of direct and indirect impacts of plan policies and site allocations on biodiversity.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	the wider green space network		
Sheffield Biodiversity Action Plan (2002)	Translates the national Biodiversity Action Plan (BAP) into local action. It consists of a series of action plans for individual species and habitats that are of local importance and in need of conservation and enhancement. Evidence for the local ecological designations is collated and maintained by the City Ecology Unit.	Plan policies should seek to protect species and habitats of local importance.	Consideration of direct and indirect impacts of plan policies and site allocations on species and habitats of local importance.
South Yorkshire Green Infrastructure Strategy (Ecology)	<i>Relevant objectives:</i> <ul style="list-style-type: none"> <li>• Enhance natural habitats, conserve ecological diversity and manage valuable natural resources.</li> <li>• Protect and enhance the diversity of different animal and plant species and habitats.</li> <li>• Restore, link and buffer existing natural places.</li> <li>• Connect habitats, to build a more resilient network.</li> <li>• Consider the biodiversity potential of every part of that network.</li> </ul>	Plan policies and site allocations should support the achievement of these objectives wherever possible.	Consideration of direct and indirect impacts of plan policies and site allocations on natural habitats and biodiversity.
<b>National</b>			
UK Biodiversity Action Plan (1994)	Published in response to the 1992 convention on Biological Diversity, leading to the production of Local Biodiversity Action Plans. Describes UK's current biological resources, and plan of action for protection of specific species' and habitats.	Plan policies should reflect the objectives of the UK BAP.  Site allocations should seek to protect biodiversity from unacceptable development.	Consideration of direct and indirect impacts of plan policies and site allocations on biodiversity.
Working with the Grain of Nature: A Biodiversity Strategy for England, DEFRA (2002)	Sets out the Government's vision for conserving and enhancing biological diversity in England. It includes the broad aim that planning, construction, development and regeneration should have minimal impacts on biodiversity and enhance it wherever possible.	Inclusion of policies to preserve wildlife and habitats.  Site allocations should seek to protect biodiversity from unacceptable development.	Consideration of direct and indirect impacts of plan policies and site allocations on biodiversity.
Biodiversity 2020: A strategy for England's wildlife and ecosystem services (2011)	Mission: to halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people. Action: Planning and Development – Through reforms of the planning system, we will take a strategic approach to	Plan policies should take a strategic approach to planning for nature.  Site allocations should seek to protect biodiversity from unacceptable development.	Consideration of direct and indirect impacts of plan policies and site allocations on biodiversity.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	planning for nature. We will retain the protection and improvement of the natural environment as core objectives of the planning system. We will pilot biodiversity offsetting, to assess its potential to deliver planning policy more effectively.		
Geodiversity Charter for England (English Geodiversity Forum)	Integrate geodiversity into relevant local and national policies, guidance and advice ensuring a sustainable and integrated approach to the management of our natural environment for the wider benefit of England's people, environment and economy.	Plan policies should cover the management of features of geodiversity.  Site allocations should seek to protect features of geodiversity from unacceptable development.	Consideration of direct and indirect impacts of plan policies and site allocations on geodiversity.
UK Geodiversity Action Plan (UKGAP)	<b>Theme 2: Influencing planning policy, legislation and development design</b> <i>Objective 2.</i> To increase recognition of our geodiversity in international, national, regional and local environmental and planning development policies and legislation. <i>Indicator 2. Local policy recognition</i> The number of statutory Development Plans in which geodiversity issues (and issues relevant to similar disciplines) are formally recognised.	Plan policies should cover the management of features of geodiversity.  Site allocations should seek to protect features of geodiversity from unacceptable development.	Consideration of direct and indirect impacts of plan policies and site allocations on geodiversity.
National Planning Policy Framework (2012)	Conserving and enhancing the natural environment	Plans should set criteria-based policies to assess proposals affecting wildlife/geodiversity/landscape areas.	Requirements of national planning policy should be reflected in the Sustainability Appraisal framework.  Consideration of direct and indirect impacts of plan policies and site allocations on biodiversity and geodiversity.
International			
Directive 2000/60/EC (Water Framework	Requires the water bodies (both surface and groundwater) of <u>all</u> European Union member states to achieve 'good	Plan policies should support the objectives of the directive.	Reflect objectives of the Directive in the

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Directive)	ecological status' or 'good ecological potential' by 2027. Also requires that no water bodies experience deterioration in status. 'Good status' refers to ecological and chemical status, as defined by the following elements: Biological– fish, invertebrates, macrophytes, etc. Hydromorphological – channel morphology, connectivity, etc. Physio-chemical – phosphate, nitrate, dissolved oxygen, etc. Chemical – pollutants, heavy metals, etc.		Sustainability Appraisal framework.

## Baseline Information

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
Quantity and quality of protected wildlife habitat areas <sup>77</sup>	2014 data: 8 SSSIs within Sheffield district (of these 7 are favourable and 1 is unfavourable but recovering) 255 Local Wildlife Sites within Sheffield (123 in positive conservation management) 17 Local Nature Reserves		General improvement in SSSIs although bird populations are declining	Protecting and improving geological sites and the diversity of wildlife habitats and providing opportunities for habitat creation will be an issue for the Local Plan. In addition there will need to be protection and

<sup>77</sup> Natural England Data - <http://www.sssi.naturalengland.org.uk/special/sssi/search.cfm> (assessed 01/09/2014)

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
	<p>2005 data: 7 X SSSI's within Sheffield (excluding areas inside the Peak District) covering 39.64ha. (2/7 are unfavourable and declining, 1/7 unfavourable but recovering, 3/7 favourable and 1/7 unfavourable with no change)</p> <p>Local Wildlife Sites within Sheffield (Unrecorded)</p> <p>16 Local Nature Reserves</p>			improvement of green corridors and green links as well as access to suitable wildlife sites.
	<p>Sheffield Biological Records Centre database. Formal survey of Local Wildlife Sites every 10 years; data updated regularly.</p> <p>National Biodiversity Network <a href="http://www.nbn.org.uk/">http://www.nbn.org.uk/</a> Data sharing agreement in place. Data updated regularly.</p> <p><a href="http://www.geostore.com/environment-agency">http://www.geostore.com/environment-agency</a> Environmental data made available by Defra and its agencies. Updated quarterly.</p>			
Amount of land covered by conservation designations (in hectares) <sup>78</sup>	<p>1629.5ha at 31.03.10</p> <p>650ha of Local Nature Reserves at 12.3.15</p>			Areas covered by conservation designations should be protected from development that would harm their integrity
Amount of Green corridors and links protected and			<p>DATA UNAVAILABLE</p> <p>2014 - Within South Yorkshire it is uncertain</p>	

<sup>78</sup> Includes World Heritage Sites, Heritage Coast, National Parks, AONBs, SSSIs (including Special Areas of Conservation and RAMSAR sites), Conservation Areas, Special Protection Areas, national and local nature reserves. SCC data for UDP Monitoring Report 2011

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
improved			<p>whether important geological sites have been specifically included within Ecological Networks as mapped by Natural England.</p> <p>Mapping undertaken by Natural England working together with planning authorities within Yorkshire and Humber included some geological SSSIs and RIGS as part of listed assets within Green Infrastructure strategic corridors. It is not known whether LGS in the Sheffield Planning area were included within the NE Green Infrastructure mapping project. Ideally only accessible LGS should be included within existing Green Infrastructure assets, though some additional LGS may have the potential to contribute towards Green Infrastructure assets as and when permissive access is agreed with the landowner. Geodiversity assets providing an</p>	



Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
			<p>expression of the natural geodiversity including building stones and stone walls may be included within other Green Infrastructure assets. Some of the YH Green Infrastructure corridors were included within the South Yorkshire Green Infrastructure corridors identified within part 1 of the strategy, but data including LGS, RIGS, LIGS and their equivalents was not requested by SYFP to inform the identified GI corridor areas. More detailed district Green Infrastructure mapping is being developed in Doncaster MB, and is anticipated In Rotherham.</p>	
<p>Number of important Geological sites safeguarded<sup>79</sup></p>	<p>2014 - Six geological SSSIs within Sheffield's Planning area. Natural England has statutory responsibility for these. Condition Monitoring survey information is normally undertaken at least once every six years.</p> <p>About 43 designated RIGS, plus around 40 LIGS or Candidate RIGS / Candidate LIGS together with 200+ non-designated</p>			<p>Important geological sites should be safeguarded from development that would harm their integrity</p>

<sup>79</sup> Sheffield Area Geology Trust - 2014 (nothing on the Natural England website to update this)

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
	<p>geological assets in Sheffield Planning area – this information needs to be checked against records held by Sustainability Appraisal. Condition Monitoring survey information is advised within DEFRA Local Sites guidance every 5 years. Four LGS sites have Condition Monitoring surveys within the last 5 years based on information held by Sustainability Appraisal and within Sheffield Geological Records Centre. None of the LGS are currently regarded as being in positive management.</p> <p>Survey information on other LGS is based on baseline survey work last undertaken in 1991.</p> <p>There is no rolling programme of survey work to maintain an up to date evidence base of LGS or to support the Sheffield Geological Records.</p> <p>Geological data held by Sheffield Area Geological Trust <a href="http://www.geologyatsheffield.co.uk/sagt/about_us/">http://www.geologyatsheffield.co.uk/sagt/about_us/</a></p>			
Sites with suitable local access to wildlife for the public <sup>80</sup>	17 LNRs (Local Nature Reserves) designated since 1998		1 new one designated since 2006, which is the first LNR in the country to be declared on a building (Sharrow School).	

### Key Sustainability Issues for Sheffield City Council

From the baseline data and strategies, the key sustainability issues are:

- Protecting and improving the diversity of wildlife habitats and species or making provision for their long-term management
- Providing opportunities for habitat creation (e.g. through the landscaping of new development)

<sup>80</sup> <http://magic.defra.gov.uk/>

- Protecting, improving and extending green corridors and links to maximise connectivity between wildlife habitats
- Safeguarding important geological sites, including geological (Earth Heritage habitat) SSSIs and all Local Geological (and geomorphological) Sites (RIGS and LIGS). The safeguarding of candidate Local Geological Sites may also need to be included.
- Improving access to wildlife on suitable sites

## Appraisal Criteria

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option...</b>
Protect and improve the diversity of wildlife habitats and species or make provision for their long-term management?
Reduce habitat fragmentation, enhance native species, and help deliver habitat restoration (helping to achieve Biodiversity Action Plan Targets)?
Provide opportunities for habitat creation (e.g. through the landscaping of new development)?
Protect and improve green corridors and links to maximise connectivity between wildlife habitats?
Safeguard important geological sites?

## 13. WATER RESOURCES PROTECTED AND ENHANCED.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of Water.

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield Waterways Strategy, 2014	<p>Vision by 2022: Sheffield rivers and watercourses will be the defining feature of a modern, competitive, sustainable and attractive city. The strategy goals are:</p> <ol style="list-style-type: none"> <li>1. Adapting to climate change and managing flood risks more sustainably.</li> <li>2. Promoting Sheffield and its waterways</li> <li>3. Using our rivers to help celebrate the heritage, culture and rich history of Sheffield.</li> <li>4. Securing access alongside a city wide network of riverside parkways</li> <li>5. Ensuring effective stewardship and encouraging everyone to care for our rivers</li> <li>6. Giving high priority to protecting wildlife and enhancing habitats.</li> </ol>	<p>The Sheffield Plan recognises the contribution of the water environment to the Green Network, and access to this. The Sheffield Plan will consider the Waterways Strategy Action Plan &amp; Yellow Book Sheffield City of Rivers (fig 7-7) in relation to development alongside rivers in different parts of Sheffield.</p>	<p>Appraisal criteria to protect Sheffield's watercourses.</p>
Humber River Basin Management Plan, Environment Agency, 2012	<p>The Humber river basin covers a wider area including the River Don catchment which includes Sheffield.</p> <p>The plan provides a delivery mechanism to achieve the aims of the EU Water Framework Directive and identified specific areas where action is required to improve the ecological</p>	<p>The Sheffield Plan needs to consider housing locations, sewage treatment options, initiatives to reduce flow to sewage works, water efficiency measures and the reduction of nutrients from diffuse pollution.</p>	<p>Appraisal criteria to ensure that new development does not adversely affect water quality/flow and prevent water bodies from maintaining or achieving good ecological status.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	status of waterbodies. The majority of waterbodies within Sheffield are currently failing to achieve good ecological status.		
National Planning Policy Framework, 2012	Paragraph 94: Adopt proactive strategies to adapt mitigate climate change, taking full account of flood risk, coastal change and <i>water supply and demand considerations</i> .	Sheffield Plan policies should reflect strategies of mitigation and adaptation to climate change through: <ul style="list-style-type: none"> <li>• taking account of water supply and demand considerations</li> <li>• promoting sustainable approaches to development which <i>safeguards water resources and implement water management and efficiency measures</i>.</li> </ul>	Appraisal criteria should relate to protecting water resources
Housing – Optional Technical Standards, 2015	Ensure water efficiency standards in new dwellings.	Minimising water consumption is now part of Building Regulations; therefore the Sheffield Plan need not have a policy which deals with minimising water consumption. However, where there is a clear need, Local Plan policies can be set requiring new dwellings to meet tighter standards if there is a significant sustainability issue in relation to Sheffield's water supply and demand.	Minimising water consumption is dealt with through Building Regulations, and therefore would only be included in the sustainability appraisal framework if a clear need can be established.
National Planning Practice Guidance, 2015	Water Supply, Wastewater and Water Quality - Paragraph 006: Protect and enhance local surface water and ground water in ways that allows new development to proceed and avoids costly assessment. Plan-making may need to consider the type or location of new development where an assessment of the potential impacts on water bodies may be required.  Paragraph 01: Redevelopment of land affected by contamination, mineral workings, water and wastewater treatment, waste	The Sheffield Plan should establish a clear need for protecting and enhancing water resources, and policies to prevent water pollution.	Appraisal criteria should consider whether any of the proposed uses may have an indirect negative effect on water courses.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	management facilities, transport schemes e.g. culverts and bridges might indirectly affect water bodies.		
Water Act 2014	<p>The purpose of the Act is to:</p> <ul style="list-style-type: none"> <li>• reform the water industry to make it more innovative and responsive to customers and to increase the resilience of water supplies to natural hazards such as drought and floods; and</li> <li>• to bring forward measures to address the availability and affordability of insurance for those households at high flood risk and ensure a smooth transition to the free market over the longer term.</li> </ul> <p>The act sets out a range of measures to manage water resources:</p> <ul style="list-style-type: none"> <li>• enabling developers and companies to connect new developments to the water mains and sewerage system;</li> <li>• providing measures to restore the sustainable abstraction of water;</li> <li>• improving the way water resource management and drought planning are managed;</li> <li>• providing powers to streamline the environmental permitting framework; and</li> <li>• encouraging the use of sustainable drainage systems.</li> </ul>	Sheffield plan policies should require developments to incorporate water resource management and efficiency measures.	Appraisal criteria to ensure water resource management and efficiency measures.
Water for Life, DEFRA, 2011	The white paper sets out consideration of the water environment, including the implications for the natural environment and water users.	The white paper provides contextual information of relevance and importance of the water environment.	The white paper provides contextual information of relevance and importance of

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	It includes a number of commitments: <ul style="list-style-type: none"> <li>• Long-term reform of the water abstraction regime to ensure secure, sustainable and resilient water resources.</li> <li>• Take a catchment based approach to water quality.</li> <li>• Take a strategic approach to water infrastructure.</li> </ul>		the water environment.

## Baseline Information

Sheffield has over 150 miles of rivers and streams which to a large extent are responsible for the character of the city<sup>81</sup>. Sheffield Planning Authority lies at the foot of the Pennines in the upper reaches of the Don catchment, which feeds into the River Humber to the east. Its location is at a point where fast flowing rivers such as the River Don, Loxley and Sheaf and Porter meet. In total, Sheffield has 22 main rivers<sup>82</sup> and a substantial network of ordinary watercourses, both over and below ground.

<sup>81</sup> See Plan 1 in [Sheffield Waterways Strategy](#)

<sup>82</sup> See Table C of the Sheffield Flood Risk Management Strategy. This lists 22 main rivers for Sheffield

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
River water quality <sup>83</sup>	Of the 17 surface water courses in Sheffield, 1 meets the good ecological and chemical status; 15 are moderate and 1 is poor. All are expected to meet the good status by 2027. <sup>84</sup>	In the Humber river basin 18% of surface waters meet good status or better; 82% do not meet good status (918 water bodies). At least 19% surface waters will be at good or better ecological status/potential by 2015. Sheffield's rivers are not expected to be within this number.	The quality of the Don River has significantly improved since the days of heavy contamination from industry. This is a direct result of the Water Resources Act 1991 and subsequent regulations. Sheffield rivers are not as good quality as elsewhere and are not in the fastest improving group of rivers.	The Local Plan should aim to improve the current river water quality status.
Groundwater – aquifer designations in Sheffield	The British Geological Survey Aquifer Map <sup>85</sup> shows that the River Don, Rother and other main rivers are designated as Secondary- A aquifers. This means there are permeable layers capable of supporting water supplies at a local rather than strategic scale, and in some cases forming an important source of base flow to rivers. Some parcels of land outside the urban area near to the River Loxley and River Rivelin have a secondary (undifferentiated) designation.		The aquifer maps are used by the Environment Agency in protecting ground water. There are no principle aquifers in Sheffield which would limit locations and types of development.	Without Local Plan policies protecting water quality, development may occur which would adversely affect water quality and the secondary aquifers which collect water.

<sup>83</sup> Environment Agency Data from river quality map 1990-2009

<sup>84</sup> Water for life and livelihoods: River Basin Management Plan – Humber River Basin District Annex B: Water body status

<sup>85</sup> Environment Agency <http://apps.environment-agency.gov.uk/wiyby/117020.aspx>



## Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Water courses to provide opportunities for tourism and regeneration, managing flood risk, habitat protection, and recreation.
- Improve the quality of water courses to a 'good' standard, particularly in relation the location of potentially water-polluting uses.

## Appraisal Criteria

Table 3: Appraisal Criteria for this Sustainability Aim

<b>Appraisal Criteria: Does this proposal or option...</b>
<ul style="list-style-type: none"><li>• Protect and where possible enhance the quality of the water environment?</li></ul>
<ul style="list-style-type: none"><li>• Safeguard watercourses?</li></ul>

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## 14. GREENHOUSE GAS EMISSIONS MINIMISED AND THE IMPACT OF CLIMATE CHANGE EFFECTIVELY MANAGED.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of climatic factors. Air pollution had previously been included in this Aim but is now a separate Aim in its own right, along with other environmental pollution.

### Consultation/Dialogue with Experts

In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Environment Agency
- Sheffield Lead Local Flood Authority

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield Carbon Reduction Framework (Sheffield City Council)	<p>Vision: “by 2020 we want Sheffield to be renowned as a thriving, low carbon city where residents and businesses can and will take actions to reduce their own carbon emissions and are involved in combating harmful climate change in the city and beyond”.</p> <p>Long-term ambition: to generate more of Sheffield’s energy locally (decentralised energy generation) to ensure security of cost-effective, low and zero carbon energy that will meet the needs of the people and businesses of Sheffield.</p> <p>The development of combined heat and power systems supplying community and district heating</p>	Sheffield plan policies and site allocations need to support the vision and long-term ambition, by ensuring that carbon emissions from new development are reduced, and by encouraging combined heat and power and district heating networks.	The Sustainability Appraisal aims and appraisal criteria need to reflect the vision and long-term ambition of the strategy.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	schemes are recognised as key to reducing carbon emissions in the short-medium term and the Council is committed to further developing new and existing networks in the City.		
Sheffield City Strategy 2010-2020: Sheffield 2020 – where people share the future	Five Key Ambitions, one of which is ‘Sustainable’: By 2020, Sheffield will be one of the most sustainable cities in the world, where people work together to ensure that future generations are able to enjoy the city and its surrounding areas and that Sheffield plays its role on the international stage in safeguarding the environment.	The Sheffield Plan should reflect the ambition of the City Strategy.	The Sustainability Appraisal aims and appraisal criteria should reflect the ambition of the City Strategy.
Sheffield's Corporate Plan 2011-2014 Strategic Outcomes	This aim fits with the “Competitive City” Strategic Outcome and specifically the outcome of: Environmental Responsibility and Resilience – resilience to climate change and energy security.	The Sheffield Plan should reflect this Strategic Outcome of the City Strategy.	The Sustainability Appraisal aims and appraisal criteria should reflect this Strategic Outcome.
Climate Change and Health: Director of Public Health Report for Sheffield 2014	<p>The key action for planning is that health issues are built into local development and regeneration plans and integrate adaptation principles into the local planning framework.</p> <p>As well as climate change adaptation, this report sets out a number of actions in relation to climate change (which will be covered in the other relevant Sustainability Aim Topic Papers). The relevant action here are related to:</p> <ul style="list-style-type: none"> <li>• Climate Change Adaptation or Mitigation</li> <li>• Warmer Homes</li> <li>• Designing healthy urban spaces and places</li> </ul> <p>The report recognises that 80% of the buildings which will be occupied in 2050 have already been built, so reliance on improved buildings standards for new-build homes is not enough. The rate of refurbishment and adaptation for the current stock has to accelerate.</p>	Sheffield Plan policies need to ensure that the impacts of climate change on health are taken into account. Examples include ensuring that new homes are well insulated, and ensuring that public spaces provide sufficient areas of shading. Development should not increase the risk of flooding.	The Sustainability Appraisal criteria should address the potential links between climate change and health.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>Cost effective cooling of existing homes is possible, and passive cooling should be built into new homes.</p> <p>Measures include controlling rainwater at source (through installing water butts in gardens, increasing the number of homes and buildings with green roofs, and using permeable paving), building infiltration trenches, filter drains, swales and basins and creating more ponds and wetlands.</p>		
UK Climate Change Risk Assessment: Government Report (2012)	<p>Covers risks and opportunities for the following sectors:</p> <ul style="list-style-type: none"> <li>- Agriculture and forestry</li> <li>- Business</li> <li>- Health and Wellbeing (including local resilience and social vulnerability)</li> <li>- Buildings and Infrastructure</li> <li>- Natural Environment</li> </ul>	The Sheffield Plan should take account of the risks and opportunities	The Sustainability Appraisal framework should take account of the risks and opportunities
The Carbon Plan: Delivering our Low Carbon Future (2011)	<p>Vision for 2020:</p> <ul style="list-style-type: none"> <li>• Low carbon buildings</li> <li>• Low carbon transport</li> <li>• Low carbon industry</li> <li>• Low carbon power generation</li> <li>• Low greenhouse gas agriculture and forestry</li> </ul>	Policies and site allocations should support the Vision	The Sustainability Appraisal framework should reflect the 5 elements of the vision
UK Climate Projections 2009 (Met Office)	<p>Yorkshire and Humber 2050s:</p> <p>Mean winter temp increase = 0.9-3.7 degrees Celsius  Mean summer temp increase = 0.9-4.4 degrees Celsius  Mean winter precipitation change = 0-27mm  Mean summer precipitation change = -34 - -1</p>	Policies and sites allocations should take account of possible future changes to the climate and ensure that new development is resilient to change.	The Sustainability Appraisal criteria should consider the resilience of development to potential future climate changes.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
The Climate Change Act 2008	<p>The Climate Change Act was passed in 2008 and established a framework to develop an economically credible emissions reduction path. It also strengthened the UK's leadership internationally by highlighting the role it would take in contributing to urgent collective action to tackle climate change under the Kyoto Protocol.</p> <p>The Climate Change Act includes the following:</p> <ul style="list-style-type: none"> <li>• 2050 target. The act commits the UK to reducing emissions by at least 80% in 2050 from 1990 levels.</li> <li>• Carbon Budgets. The Act requires the Government to set legally binding 'carbon budgets'. A carbon budget is a cap on the amount of greenhouse gases emitted in the UK over a five-year period. The first four carbon budgets have been put into legislation and run up to 2027.</li> </ul>	The Sheffield Plan will need to reflect the objectives of the Act, to contribute to carbon reduction.	The Sustainability Appraisal aims and appraisal criteria need to reflect the Act.
National Planning Policy Framework, 2012	<p>Presumption in favour of sustainable development</p> <p>Meeting the challenge of climate change, flooding and coastal change</p>	<p>Plan policies should positively seek opportunities to meet the development needs of their area, and should flexibly meet assessed needs.</p> <p>Plans should plan for new development to reduce greenhouse gas emissions; maximise renewable/low carbon energy development; apply a sequential, risk-based approach to locating development to avoid flooding.</p>	Requirements of national planning guidance should be reflected in the Sustainability Appraisal framework.
The Kyoto Protocol, 1992	Limit emissions of greenhouse gases	Consider how the plan can contribute to the targets and objectives of the protocol	The Sustainability Appraisal aims and appraisal criteria need to reflect the commitments of the Protocol.
<b>FLOODING</b>			

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
<p>River Don Catchment Flood Management Plan (Environment Agency, 2010)</p>	<p>Development must be controlled so that flood risk is not increased but also so that opportunities for the management of existing flood risk are taken.</p> <p>Our vision for the sub area is that we develop a partnership working approach to reduce the risk of flooding from all sources. To ensure management is sustainable we need to ensure an integrated approach is developed. Multiple approaches to managing risk are explored through the implementation of the Sheffield Strategic flood risk management strategy.</p> <p>Actions include: Where it is not possible to redirect development to lower flood risk areas (sequential test) carryout the exceptions test through evidence based planning. In these circumstances, layout and design is vital in reducing flood risk as well as the use of SuDs.</p>	<p>The Sheffield Plan policies and site allocations should take full account of flooding issues, and should seek to minimise the risk to development. They should also ensure that surface water flooding is managed.</p>	<p>The Sustainability Appraisal criteria should take full account of flooding issues.</p>
<p>Sheffield Flood Risk Management Strategy (draft)</p>	<p>Objectives:</p> <ul style="list-style-type: none"> <li>• Work with people and communities to develop a clearer understanding of the risks of flooding, set realistic expectations and share our information.</li> <li>• Work in partnership with risk management authorities and emergency planning services to manage the risk of flooding.</li> <li>• Ensure that Sheffield's rivers, brooks and streams are well managed and make landowners aware of their responsibility to do this.</li> <li>• Ensure planning decisions are properly informed by flooding issues and that surface water from new development is managed and controlled in a sustainable manner.</li> </ul>	<p>The Sheffield Plan policies and site allocations should take full account of flooding issues, and should seek to minimise the risk to development. They should also ensure that surface water flooding is managed.</p>	<p>The Sustainability Appraisal criteria should take full account of flooding issues.</p>

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<ul style="list-style-type: none"> <li>Identify hotspots where flooding is likely to occur and work to secure and prioritise investment.</li> </ul>		
Sheffield Strategic Flood Risk Assessment (2008)	Delineated the Sheffield district into zones of low, medium and high probability of fluvial flooding, based upon available information provided by the Environment Agency at the time. Used to inform site allocations and policies.	Evidence on flood probability has been updated since the SFRA was undertaken. The Sheffield Plan will use the most up to date evidence.	The Sustainability Appraisal should take account of the most up to date evidence on flood probability.
Flood and Water Management Act 2010	The act requires better management of flood risk; it creates safeguards against rises in surface water drainage charges; and protects water supply for consumers. It places a duty on local authorities to take the lead role in managing flood risk in their areas in consultation with other authorities.	Policies should take account of flooding and water management issues and strategies and consider the inclusion of plans/objectives to reduce flood risks and other impacts on the water environment.	An appraisal criterion is needed to reflect methods of water management for sites with higher probability of flooding to reduce the adverse impacts of flood risks

## Baseline Information

Evidence suggests that Sheffield's climate is changing more rapidly than at any time in the past 125 years<sup>86</sup>. 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%.

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.

<sup>86</sup> Sheffield Local Climate Impacts Profile, 2009

<sup>87</sup> All figures, Yorkshire Futures, 2009, Weathering the Storm: the Yorkshire and Humber Regional Adaptation Strategy

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<sup>88</sup>, 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.

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Number of properties in areas at risk from flooding (1% Annual Exceedance Probability) <sup>89</sup>	<p><u>Current</u> 2278 residential 2290 commercial Total = 5068</p> <p><u>Future</u> (assuming climate change increases flood flows by 20%) 3315 residential 2725 commercial Total = 6040</p>	Target – reduce number of properties at risk from flooding	<p>Proportion of properties at flood risk relatively small for a city of this size. However many of the areas at risk contain major transport links and important infrastructure.</p> <p>Number of properties predicted to increase with climate change.</p>	The Sheffield Plan should promote development which is appropriate to the level of flood probability, seeking to avoid areas at risk of flooding in preference. It should also support the improvement of flood defences where necessary, and prioritise sustainable drainage systems.
Flood defences provided in areas at risk from flooding <sup>90</sup>	<p>Main formal defences maintained by SCC and the EA:</p> <p>River Don at Kelham Island / Nursery Street /</p>	Target – increase number/extent of defended areas		

<sup>88</sup> 20 See Sheffield Fairness Commission Report, 2014

<sup>89</sup> Don Catchment Flood Management Plan (2010)

<sup>90</sup> Sheffield Flood Risk Management Strategy (draft), 2014



Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
	<p>Wicker</p> <p>River Sheaf from Heeley to City Centre</p> <p>Lower Don Valley Flood Defence Scheme – scheduled for completion in 2015</p> <p>Private defences:</p> <p>Meadowhall Shopping Centre including flood barrier at Meadowhall Drive</p>			
Number of planning permissions granted contrary to the advice of the Environment Agency on (i) flood defence grounds	<p>2004/05 – one application granted contrary to EA advice on flood defence grounds.</p> <p>2014/15 – none</p>	Target - 0	Positive improvement since 2004/5	
Average Sustainability Appraisal (energy efficiency) rating of dwellings <sup>91</sup>	<p>2014:</p> <p>Social sector = 57</p> <p>Private sector = 47</p>		<p>2004:</p> <p>Social sector = 47</p> <p>Private sector = 41</p> <p>Positive increase in Sustainability Appraisal rating between 2004-14</p>	

<sup>91</sup> From Homes and Communities Agency Data, quoted in Climate Change and Health: Director of Public Health Annual Report for Sheffield 2014

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Carbon emissions by sector for Sheffield (DECC data, in kilo tonnes of CO2 (KtCO2))	Industry and commercial: 2005: 1,160.3 2012: 682.2  Domestic: 2005: 1,309.5 2012: 1,138.0  Transport 2005: 585.9 2012: 530.0		Positive trend – carbon emissions from all sectors have declined since 2005.	

### Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Reducing greenhouse gas emissions from new developments and transport.
- Adapting to the effects of climate change.
- Ensuring that development is sufficiently protected from flooding, and does not increase flood risk.

There are other policies and initiatives outside the scope of this Topic Paper which contribute to mitigating the impacts of climate change and flood risk. These include creating and maintaining Green Infrastructure (including open spaces), and delivering renewable/low carbon energy.

### Appraisal Criteria

Table 3: Appraisal Criteria

Appraisal Criteria: Does this proposal or option...
Reduce greenhouse gas emissions through sustainable design and layout, and construction practices?
Minimise risk to people and property from flooding, and incorporate sustainable drainage measures?
Improve or provide flood defences in areas at risk from flooding?
Reduce or not worsen the Urban Heat Island effect?

## **15. AIR QUALITY IMPROVED AND IMPACTS OF ENVIRONMENTAL POLLUTION MINIMISED OR MITIGATED**

### **SEA Topic**

This Sustainability Aim relates to the SEA Topic of climatic factors, air and human health. Unlike prior to 2013, environmental pollution, including air pollution is now a separate Sustainability Aim.

### **Consultation/Dialogue with Experts**

In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Minimise air quality impacts arising from new development, including from traffic?
  - Sheffield City Council Air Quality Team
  
- Locate sensitive uses where health risks from poor air quality is minimised?
  - Sheffield City Council Air Quality Team
  - Sheffield City Council Public Health Team
  
- Minimise, and where possible improve on, unacceptable effects of noise, light pollution, odour and vibration on other uses?
  - Sheffield City Council Environmental Protection Service
  
- Minimise, and where possible address, land contamination?
  - Sheffield City Council Environmental Protection Service

## Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Air Quality			
Sheffield Corporate Strategic outcomes	<p>“Competitive City” Strategic Outcome and specifically the outcome of: Environmental Responsibility and Resilience – resilience to climate change and energy security</p> <p>“A Great Place to Live” Strategic Outcome, and particularly the following priority benefit area: - Infrastructure and Built Environment – having a well-integrated, reliable and affordable public transport network, neighbourhoods that are easy and safe to move around by walking, cycling and public transport, as well as being distinctive and well-planned with good air quality and resilience to flooding;</p>	Spatial policies relating to improving Air Quality will help achieve these outcomes	Appraisal criteria is needed that quantifies air quality impacts
Sheffield City Strategy 2020	By 2020, Sheffield will be one of the most sustainable cities in the world, where people work together to ensure that future generations are able to enjoy the city and its surrounding areas and that Sheffield plays its role on the international stage in safeguarding the environment	Spatial policies relating to improving Air Quality will help achieve these outcomes	Appraisal criteria is needed that quantifies air quality impacts
Sheffield’s Air Quality Action Plan 2015	To reduce nitrogen dioxide (NO2) and fine particle (PM10) pollution in Sheffield in order to improve the health of local	Integrate policies for spatial and transport planning. This will ensure accessible local facilities are close to high-density residential developments,	Appraisal criteria needed to consider impacts of new developments, including from traffic generated from the

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	<p>people; by protecting areas of low air pollution and improving areas where pollution is elevated.</p> <ul style="list-style-type: none"> <li>- To contribute to the reduction of greenhouse gases and assist in the delivery of the City Strategy and the Council's Corporate Plan outcomes.</li> <li>- Develop policies that better support Air quality</li> <li>- Significant developments must mitigate against any loss in air quality</li> <li>- Expect new developments to make or support actions that positively contribute to air quality</li> <li>- Integrate policies for spatial and transport planning</li> </ul>	<p>to reduce travel demand and open up possibilities for walking and cycling. Spatial planning policy can also limit the amount of parking capacity available at new or altered developments.</p> <p>Develop spatial policies that:            Ensure significant developments can mitigate against any loss in air quality            Ensure new developments contribute positively to air quality in some way.</p>	<p>development.            Ensure significant developments can mitigate against any loss in air quality</p>
<p>The Air Quality Strategy for England, Scotland, Wales and Northern Ireland, DEFRA, 2007</p>	<p>Contains air quality targets and monitoring process for pollutants</p>	<p>Sheffield Plan policies should support the objectives of the strategy.</p>	<p>Appraisal criteria is needed that minimises air quality impacts from development</p>
<p>NPPF (para 124)</p>	<p>Local Plans should comply with and EU limit values on pollution.</p> <p>Planning decisions within Air Quality Management Area (of which Sheffield is one) should comply with the local Air Quality Action Plan</p>	<p>National legislation defining that local plan policies must comply with the Air Quality Action Plan and HoC Audit Committee report findings</p>	<p>Specific implications will flow from the Air Quality Action Plan and HoC Audit Committee report findings</p>
<p>House of Commons Environmental Audit Committee: Action on Air Quality. Sixth Session</p>	<p>Houses, schools, hospitals and care homes are not placed near major road intersections or other pollution hotspots.</p>	<p>Develop spatial policies that ensure new developments of homes, schools or hospitals aren't located in pollution hotspots</p>	<p>Appraisal criteria needed to assess whether homes, schools or hospitals will be located in hotspot areas of pollution</p>

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
2014-2015	Schools should have adequate public transport links to reduce the need for car journeys and be easily reached by cycling or walking from the surrounding community. This would encourage “active travel”		
Air Quality Framework Directive 96/62/EC	Prescribes limit values for certain pollutants that all member states must meet.	Sheffield Plan policies should support the objectives of the directive.	Appraisal criteria is needed that minimises air quality impacts from development
<b>Nuisance from noise, light</b>			
NPPF (para 123 & 125)	<p>Planning policies should avoid noise from giving rise to significant adverse impacts</p> <p>Planning policies should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation</p>	The Sheffield plan will need policy to restrict noise where it may have adverse impact, and to minimise the impact of light pollution.	Appraisal criteria needed to assess whether unacceptable effects of noise, light pollution, odour and vibration on other uses will be minimised
<b>Contaminated Land<sup>92</sup></b>			
The Environmental Protection Act 1990	The Environmental Protection Act relates to sites causing <u>significant</u> harm, whereas the definition of contamination for planning purposes is wider than this. The actual or possible presence of contamination is a material planning consideration – in large, in relation to the risk to human health and ensuring the development will be suitable for use. For any new development the developer is responsible for identifying potential risks to future occupiers of the site.	Sheffield plan policy is needed to ensure satisfactory mitigation measures are taken on sites where there is not significant harm	Appraisal criteria needed to assess whether possible land contamination is minimised
National Planning Policy	Planning policies should ensure that:	The Sheffield Plan should include	Appraisal criteria must identify

<sup>92</sup> <https://www.sheffield.gov.uk/planning-and-city-development/urban-design--conservation/sustainability-guidance/environment/contamination.html>

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Framework, para 109, 120 & 121	<ul style="list-style-type: none"> <li>● the site is suitable for its new use taking account of ... pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation;</li> <li>● after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.</li> </ul> <p>The planning system should prevent both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil pollution</p>	relevant planning policies to ensure developers identify potential contamination risks to future occupiers and allow assessment of whether the site is therefore suitable for its proposed use, requiring mitigation if necessary.	where possible land contamination is present
Planning Practice Guidance, "Land affected by Contamination"	<p>Planning's role is to ensure a site is suitable for its new use and to prevent unacceptable risk from pollution. Therefore the local planning authority needs to consider the implications of contamination for a new development to the extent that it is not addressed by other regimes.</p> <p>Only a specific investigation can establish whether there is contamination at a particular site, but the possibility should always be considered particularly when the development proposed involves a sensitive use such as housing with gardens, schools or nurseries.</p>	Sheffield plan policy is needed to ensure satisfactory mitigation measures are taken on sites where there is a risk of pollution	Assessment of the level of risk of land contamination for sites should be made in the sustainability appraisal, in order to inform the site allocation process.

## Baseline Information

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Levels of nitrogen dioxide in the city centre ug/m <sup>3</sup> <sup>93</sup>  Data across city not city centre	2006=42 2007=44 2008=39 2009=44 2010=42  2011 = 65 2012 = 67		Variable – hard to see a sustained trend  2011 and 2012 data for Sheffield urban area which explains difference in figures.  Exceeding EU targets	The Sheffield Plan will have to confront issues relating to air pollution such as helping to reduce the air pollution levels of new developments and current activities, as well as locating sensitive developments where they won't be unacceptably affected by air pollution. In addition to this, it will be very important that the Sheffield Plan makes the link between travel and pollution, by promoting development in easily accessible areas.
Levels of PM10 pollutants in the city centre <sup>94</sup>  Data across city not city centre	2006=26 2007=n/a 2008=22 2009=n/a 2010=22		General downwards trend through the 1990's but upwards turn again in the last couple of years.  Overall, air quality is generally improving in Sheffield, however in many areas, such as near the motorway and in the city centre, it has not improved, and some places have even experienced worsening quality.	

<sup>93</sup> These are fine particles less than 10 microns in diameter which penetrate deep into the lungs when inhaled, and are used nationally as an indicator of air pollution. Data from SDF Monitoring Report 2011.

<sup>94</sup> 2013 Joint Strategic Needs Assessment <https://www.sheffield.gov.uk/caresupport/health/director-of-public-health-report-2013/public-health-outcomes/health-protection.html>



Indicators		Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Deaths per year attributable to	long term exposure of particulate air pollution (PM <sub>2.5</sub> ) <sup>95</sup>	2010-2012 likely to be equivalent to between 231 and 292 deaths per year <sup>96</sup> - 5.5% population in 2010 and 5.1% in 2011 <sup>97</sup>	5.6% in England in 2010 and 5.4% in England in 2011 <sup>98</sup>	Sheffield has seen a greater reduction in deaths than nationally. The impact on mortality and morbidity is disproportionate, impact being experienced by the poorest, older people, the very young and people with existing heart or lung problems. Essentially poorer people are more likely to experience such pollution, usually because they live closer to major roads and industrial areas, and yet are least likely to produce it, given lower levels of car ownership or usage. Although this is no worse or better than the national situation, it is almost entirely preventable.	
	Health impacts from air quality including (PM <sub>2.5</sub> ), nitrogen oxide, Ozone, sulphur dioxide, PM <sub>10</sub> <sup>99</sup>	Approximately 500 deaths per year			
Population affected by road, rail	During the daytime <sup>100</sup>	3.6% in 2006-2007	5.4% in England (2006-2007)	A lower percentage of the Sheffield population is exposed to noisy road, rail or air transport	

<sup>95</sup> Particulate Air Pollution (PM<sub>2.5</sub>) refers to fine particles in the air that are associated with human activity. Many are sulphates and most derive from combustion, particularly petroleum products (e.g. diesel) in vehicles.

<sup>96</sup> 2013 Joint Strategic Needs Assessment <https://www.sheffield.gov.uk/caresupport/health/director-of-public-health-report-2013/public-health-outcomes/health-protection.html>

<sup>97</sup> Public Health Outcome Framework Indicator 3.1 March 2014

<sup>98</sup> Public Health Outcome Framework Indicator 3.1 March 2014

<sup>99</sup> <https://www.sheffield.gov.uk/caresupport/health/director-of-public-health-report-2013/public-health-outcomes/health-protection.html>

<sup>100</sup> Public Health Outcome Framework Indicator 1.14(ii) March 2014

Indicators		Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
and air transport noise of over 65dB(A)	During the night-time <sup>101</sup>	6.8% in 2006-07	12.8% in England (2006-07)		

### Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issue is:

- Air quality in some areas of Sheffield is in exceedance of EU targets, which can have a direct effect on mortality.

### Appraisal Criteria

Table 3: Appraisal Criteria

Appraisal Criteria: Does this proposal or option...
Minimise air quality impacts arising from new development, including from traffic generation?
Locate sensitive uses where health risks from poor air quality is minimised?
Minimise, and where possible improve on, unacceptable effects of noise, odour, vibration and light pollution?
Minimise, and where possible address, land contamination?

<sup>101</sup> Public Health Outcome Framework Indicator 1.14(iii) March 2014

## 16. ENERGY CONSUMPTION MINIMISED AND USE OF SUSTAINABLE ENERGY SOURCES MAXIMISED.

### SEA Topic

This Sustainability Aim relates to the SEA Topic of Material Assets. The Sustainability Aim title has been updated to exclude reference to minerals, as this is now only covered by the Sustainability Aim “Use of land which supports regeneration of the urban area and protection of valuable soil and mineral resources.”

### Consultation/Dialogue with Experts

In relation to this Sustainability Aim, the following organisations have been involved in reviewing the scope and detail of the Scoping Report:

- Sheffield Renewables (Community and Social Enterprise)

### Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield City Strategy 2010-2020: Sheffield 2020 – where people share the future	Five Key Ambitions, one of which is ‘Sustainable’: By 2020, Sheffield will be one of the most sustainable cities in the world, where people work together to ensure that future generations are able to enjoy the city and its surrounding areas and that Sheffield plays its role on the international stage in safeguarding the environment.	The Sheffield Plan should reflect the ambition of the City Strategy.	The Sustainability Appraisal aims and appraisal criteria should reflect the ambition of the City Strategy.
Sheffield's Corporate Plan 2011-2014 Strategic Outcomes	This aim fits with the “Competitive City” Strategic Outcome and specifically the outcome of: Environmental Responsibility and Resilience – resilience to climate change and energy security.	The Sheffield Plan should reflect this Strategic Outcome of the City Strategy.	The Sustainability Appraisal aims and appraisal criteria should reflect this Strategic Outcome.
Sheffield – The De-Centralised Energy	Objective: to be the first decentralised energy city in the UK, to be self-sufficient in energy, derived from low carbon	Sheffield plan policies and site allocations need to support the	The Sustainability Appraisal aims and appraisal criteria

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
City: Enabling Low Carbon Growth in the 21st Century, 2005 (Sheffield City Council)	sources, and to offset all emissions.	objective by requiring decentralised energy generation.	need to reflect the objective of the strategy.
Sheffield Carbon Reduction Framework (Sheffield City Council)	<p>Vision: "by 2020 we want Sheffield to be renowned as a thriving, low carbon city where residents and businesses can and will take actions to reduce their own carbon emissions and are involved in combating harmful climate change in the city and beyond".</p> <p>Long-term ambition: to generate more of Sheffield's energy locally (decentralised energy generation) to ensure security of cost-effective, low and zero carbon energy that will meet the needs of the people and businesses of Sheffield.</p> <p>The development of combined heat and power systems supplying community and district heating schemes are recognised as key to reducing carbon emissions in the short-medium term and the Council is committed to further developing new and existing networks in the City.</p>	Sheffield plan policies and site allocations need to support the vision and long-term ambition, by ensuring that carbon emissions from new development are reduced, and by encouraging combined heat and power and district heating networks.	The Sustainability Appraisal aims and appraisal criteria need to reflect the vision and long-term ambition of the strategy.
Climate Change and Health: Director of Public Health Report for Sheffield 2014	This sees key gaps in policy and provision could be acting as barriers to future development. One of the two major aspects of development includes de-centralised energy generation.	Sheffield plan policies and site allocations should require decentralised energy generation.	The Sustainability Appraisal aims and appraisal criteria need to reflect the Report.
<p>'Securing the Future' UK Government Sustainable Development Strategy, 2005</p> <p>Updated by: 'Mainstreaming sustainable</p>	<p>The five principles from the 2005 UK Sustainable Development Strategy still underpins the updated vision:</p> <ul style="list-style-type: none"> <li>• Achieving a sustainable economy;</li> <li>• Ensuring a strong, healthy and just society;</li> <li>• Living within environmental limits;</li> <li>• Promoting good governance;</li> <li>• Using sound science responsibly</li> </ul>	Sheffield Plan policies will need to take account of these five guiding principles of sustainable development, as cross cutting themes.	The Sustainability Appraisal aims and appraisal criteria need to reflect the five principles.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
development: the Government's Vision and what this means in practice, DEFRA, 2011			
National Planning Policy Framework, 2012	<p>Presumption in favour of sustainable development</p> <p>Meeting the challenge of climate change, flooding and coastal change</p>	<p>Plan policies should positively seek opportunities to meet the development needs of their area, and should flexibly meet assessed needs.</p> <p>Plans should plan for new development to reduce greenhouse gas emissions; maximise renewable/low carbon energy development; apply a sequential, risk-based approach to locating development to avoid flooding</p>	Requirements of national planning guidance should be reflected in the Sustainability Appraisal framework
National Policy Statement EN3: Renewable Energy Infrastructure	The statement provides the primary basis for decisions on major applications for nationally significant renewable energy infrastructure; this includes biomass, waste combustion and onshore and offshore wind.	The Sheffield Plan will need to be consistent with the National Policy Statement.	The Sustainability Appraisal aims and appraisal criteria need to reflect the NPS.
Energy White Paper, 2003	Long-term strategic vision for energy policy. Four goals for energy policy – to cut carbon dioxide emissions, to maintain reliable energy supplies, to have sustainable economic growth and improve productivity and ensure every home is adequately and affordably heated.	Plan policies should take energy consumption and production of new developments into account.	Sustainability Appraisal should take account of energy needs, and the reduction of fossil fuel use.
The Climate Change Act 2008	<p>The Climate Change Act was passed in 2008 and established a framework to develop an economically credible emissions reduction path. It also strengthened the UK's leadership internationally by highlighting the role it would take in contributing to urgent collective action to tackle climate change under the Kyoto Protocol.</p> <p>The Climate Change Act includes the following:</p> <ul style="list-style-type: none"> <li>• 2050 target. The act commits the UK to reducing emissions by at least 80% in 2050 from 1990 levels.</li> </ul>	The Sheffield Plan will need to reflect the objectives of the Act, to contribute to carbon reduction.	The Sustainability Appraisal aims and appraisal criteria need to reflect the Act.

Plan or Programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
	Carbon Budgets. The Act requires the Government to set legally binding 'carbon budgets'. A carbon budget is a cap on the amount of greenhouse gases emitted in the UK over a five-year period. The first four carbon budgets have been put into legislation and run up to 2027.		
Energy Act, 2008	<p>The Act sets out a number of policy objectives including carbon emissions reduction, security of supply, and competitive energy markets.</p> <p>Objectives:</p> <ul style="list-style-type: none"> <li>• Electricity from Renewable Sources: changes to Renewables Obligation (RO), designed to increase renewables generation, as well as the effectiveness of the RO.</li> <li>• Feed in tariffs for small scale, low carbon generators of electricity. Smart meters: the Act mandates a roll-out of smart meters to medium sized businesses over the next five years.</li> </ul> <p>Renewable heat incentives: the establishment of a financial support mechanism for those generating heat from renewable sources.</p>	Policies and Site Allocations will have to ensure a positive contribution in meeting the climate change challenge by capitalising on renewable and low carbon energy opportunities which reduce the threat of climate change.	Ensure Sustainability Appraisal Aim seek to maximise use of renewable and low carbon energy opportunities and minimise reliance on fossil fuels.
EU Renewable Energy Directive	Sets rules for the EU to achieve its 20% renewables target by 2020.	The Sheffield Plan will need to set an approach to promoting and encouraging renewable energy developments having regard to the targets in the Directive.	The Sustainability Appraisal aims and appraisal criteria need to reflect the Directive.
The Kyoto Protocol, 1992	Limit emissions of greenhouse gases	Consider how the plan can contribute to the targets and objectives of the protocol	The Sustainability Appraisal aims and appraisal criteria need to reflect the commitments of the Protocol.

## Baseline Information

Table 2: Baseline Data

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Local Plan / Likely effect of a 'do nothing' scenario
Consumption of energy by sector	Total sub-national final energy consumption (GWh), 2012 <sup>102</sup> :  <u>Gas</u> Domestic – 3159 Industrial & Commercial – 2186  <u>Electricity</u> Domestic – 823 Industrial & Commercial – 1531	Total sub-national final energy consumption (GWh), 2017 <sup>103</sup> :  <u>Gas</u> Domestic – 4248 Industrial & Commercial – 3015  <u>Electricity</u> Domestic – 906 Industrial & Commercial – 1845	The data show that gas and electricity consumption in both sectors has decreased between 2007 and 2012.	The Local Plan will be able to have some impact on reducing energy consumption and generating renewable/low carbon energy. Particular issues include ensuring developments minimise energy consumption in construction and use, supporting the use of renewable and low carbon energy and reducing the use of fossil fuels.
Type / capacity of renewable energy schemes developed <sup>104</sup>	Schemes claiming Feed in Tariff in Sheffield from 2010 to 2014:  Solar PV= 1.36MW Wind = 192KW Hydro = 23.9KW Micro CHP = 0.99KW		Many Solar PV installations are now Permitted Development, therefore it may be difficult to establish a trend over time	
Average Sustainability Appraisal (energy efficiency) rating of dwellings <sup>105</sup>	2014: Social sector = 57 Private sector = 47		2004: Social sector = 47 Private sector = 41  Positive increase in Sustainability Appraisal rating between 2004-14	

<sup>102</sup> <https://www.gov.uk/government/statistical-data-sets/total-final-energy-consumption-at-regional-and-local-authority-level-2005-to-2010>

<sup>103</sup> <https://www.gov.uk/government/statistical-data-sets/total-final-energy-consumption-at-regional-and-local-authority-level-2005-to-2010>

<sup>104</sup> <https://www.ofgem.gov.uk/publications-and-updates/feed-tariff-installation-report-31-december-2014>

<sup>105</sup> From Homes and Communities Agency Data, quoted in Climate Change and Health: Director of Public Health Annual Report for Sheffield 2014

<p>Fuel poverty</p> <p>(A fuel poor household is defined as one which needs to spend more than 10% of its income on all fuel use and to heat its home to an adequate standard of warmth)</p>	<p>2012 data for Sheffield<sup>106</sup>:</p> <p>Estimated number of households = 235,206</p> <p>Estimated number of fuel poor households = 41,591</p> <p>Proportion of fuel poor households = 17.7%</p>	<p>Data for all other Local Authorities is available from <a href="https://www.gov.uk/government/statistics/fuel-poverty-subregional-data-under-10-indicator">https://www.gov.uk/government/statistics/fuel-poverty-subregional-data-under-10-indicator</a></p>	<p>2009 data for Sheffield<sup>107</sup>:</p> <p>Estimated number of households = 230,667</p> <p>Estimated number of fuel poor households = 42,453</p> <p>Proportion of fuel poor households = 18.4%</p> <p>Positive change (lower proportion of households in fuel poverty) since 2009.</p>	
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## Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Reducing energy consumption and carbon emissions
- Generating renewable/low carbon energy

## Appraisal Criteria

Table 3: Appraisal Criteria

<sup>106</sup> <https://www.gov.uk/government/statistics/fuel-poverty-subregional-data-under-10-indicator>

<sup>107</sup> [http://webarchive.nationalarchives.gov.uk/20130109092117/http://decc.gov.uk/en/content/cms/statistics/fuelpov\\_stats/archive/archive.aspx](http://webarchive.nationalarchives.gov.uk/20130109092117/http://decc.gov.uk/en/content/cms/statistics/fuelpov_stats/archive/archive.aspx)



<b>Appraisal Criteria: Does this proposal or option...</b>
Minimise energy consumption in the construction or use of buildings?
Support the use or development of renewable energy sources?
Help to maximise the potential of District Heating Networks?

## **17. MINIMAL PRODUCTION OF WASTE AND THE REUSE, RECYCLING AND RECOVERY OF WASTE MAXIMISED.**

### **SEA Topic**

This Sustainability Aim relates to the SEA Topic of material assets.

### **Consultation/Dialogue with Experts**

In relation to this Sustainability Objective, the following organisations have been involved in reviewing the scope and detail of the Scoping Report.

- Support the re-use or recovery of waste through recycling, composting or energy recovery?
  - Sheffield City Council Waste Management team
  
- Improve access to facilities that encourage the minimisation, reuse and recycling of waste and recovery of energy from waste?
  - Sheffield City Council Waste Management team
  
- Minimise waste to landfill? (including by the re-use of secondary aggregates; and Supporting the development and use of innovative soil remediation techniques)
  - Sheffield City Council Waste Management team
  - Sheffield City Council Environmental Protection Service

## Strategies, plans and programmes

Table 1: Strategies, plans and programmes

Strategy, plan and programme	Objectives, requirements or targets relevant to the plan and Sustainability Appraisal / SEA	Sustainability Issues raised for the Sheffield Plan	Implications for the Sustainability Appraisal/ SEA
Sheffield Waste Strategy, 2009	<ul style="list-style-type: none"> <li>• Increase the amount of waste recycled each year</li> <li>• To reduce the proportion of Sheffield's waste that is sent to landfill to less than 10% by 2020.</li> </ul>	Policies are needed that identify sufficient waste management process for Sheffield, either through the Local Plan or a Joint Waste Plan between multiple LAs	Appraisal criteria is needed that reviews amount of waste that goes to landfill
Landfill Void Position Statements from the Environment Agency	Sheffield's landfill to close in 2018. Not enough landfill in Sheffield and Yorkshire and Humber.	Policies are needed that identify sufficient waste management process for Sheffield, either through the Local Plan or a Joint Waste Plan between multiple LAs	Appraisal criteria is needed that reviews amount of waste that goes to landfill
<a href="https://www.sheffield.gov.uk/environment/waste/ourperformance.html">https://www.sheffield.gov.uk/environment/waste/ourperformance.html</a>	<p>In Sheffield we provide a wide range of waste and recycling services. These services contribute to our vision which is to 'Reduce the environmental impact of Sheffield's waste and to exceed expectations of our customers'.</p> <p>3 Objectives have been set to achieve this overall vision:</p> <ul style="list-style-type: none"> <li>• Reduce Sheffield's waste</li> <li>• Help Sheffield residents to recycle</li> <li>• Minimise Sheffield's waste that goes to landfill</li> </ul>	Planning policy can't implement minimisation of waste as such, but may be able to help encourage recycling opportunities	Appraisal Criteria must reflect Sheffield's vision and objectives.
<a href="#">National Waste Management Plan for England</a> , DEFRA, 2013	Supports PPS 10		
Strategy in Hazard Waste Management	Reduction in reliance on landfill	National landfill tax is primary driver for reducing hazardous waste to landfill making it essentially unviable. There is little more a specific planning policy could provide.	

National Planning Policy for Waste	Work jointly with other waste planning authorities to identify waste arisings Identify the need for waste management facilities Drive waste management up the waste hierarchy Identify suitable sites and areas for waste treatment facilities	Sheffield plan policy must reflect the need to move waste up the waste hierarchy. Can be partially delivered by policies around provision of recycling and composting.  Joint waste plan may identify any sites that need safeguarding  Policies must also identify land uses where waste management may be acceptable	The appraisal criteria must reflect the national policy position on waste.
Sheffield City Strategy	By 2020, Sheffield will be one of the most sustainable cities in the world, where people work together to ensure that future generations are able to enjoy the city and its surrounding areas and that Sheffield plays its role on the international stage in safeguarding the environment.	Spatial policies relating to improving waste will help achieve these outcomes	Appraisal criteria is needed that quantifies waste impacts

## Baseline Information

Sheffield has no nationally significant waste facilities. There are a range of public waste facilities, including mineral recycling facilities (MRF), energy recycling facilities (ERF) and household waste recycling centres (HWRCs), but also private waste recovery and recycling facilities. Sheffield currently has Parkwood Landfill tip which will be full by 2018. It therefore contributes to Yorkshire and Humber's significant landfill void<sup>108</sup>. In 2012 Yorkshire and Humber had over 94.5 million cubic metres landfill capacity, which is 17.5% of the total nationally. For non-hazardous waste, this is equivalent to 11 years landfill life (compared with 8 overall for England and Wales). By contrast, Yorkshire and Humber had a small proportion of the capacity available for hazardous waste. Despite being a major producer of hazardous waste, it had only 5% of hazardous landfill capacity.

Sheffield receives hazardous and commercial and industrial waste from other local planning authorities. Information about household waste is collected frequently by the Council, whereas information on Sheffield's hazardous waste is updated more

<sup>108</sup> Position Paper - Yorkshire and Humber Regional Government Planning Level: Landfill Capacity 1998/9 to 2012

infrequently and available from the Environment Agency's Interrogator website. Veolia (who run the Parkwood landfill tip in Sheffield) have planning permission to receive waste from North Nottinghamshire Council. A condition of this planning permission was an annual report to monitor commercial and industrial waste received by them in Sheffield and ensure that this does not offset the commercial capacity available to Sheffield. The table below summarises the situation for 2013.

Table 2 – Waste received at Veolia Environmental Services (VES) Beighton and VES Tinsley in 2013 (in tonnage)

	VES Beighton
Treatment/Recycling	22,486
Recovery i.e. direct delivery to Sheffield ERF	36,851
Disposal e.g. Parkwood (within Sheffield), Croft Farm & Erin Landfills (outside Sheffield)	2,933
Overall Tonnage	63,000*

	VES Tinsley
Sheffield Domestics, HWRCs & other non-C&I wastes	24,981
Secure Destruction	19,202
Veolia Beighton C & I collections	13,076
Other Non-Hazardous C&I deliveries	5,205
Overall Tonnage	33,000

\* Most of this waste was collected from which Sheffield City Council's administrative boundary however within this figure there are small tonnage sources from neighbouring Authority areas, such as Rotherham and Bassetlaw. This can be explained by the arrangement of rounds which are not bound by administrative boundaries. This includes a relatively small quantity of waste produced by industrial customers which is the subject of specialist physico-chemical treatments at third party consented facilities such as Blackburn Meadows which is also deemed to be "Treatment/Recycling"

\*\* The secure destruction facility attracts material from across the County, including a proportion from Sheffield and South Yorkshire and is regarded as an important regional facility.

Currently landfill disposal via direct delivery by the VES Beighton collection fleet is now at a minimal level with between 2-4% of waste collected consigned to a landfill site. Increasingly customers of Veolia Tinsley are requiring more sustainable solutions in accordance with the Waste Hierarchy. During 2013 around 33,000 tonnes (including C & I and domestic wastes accepted at Tinsley) was sent to recycling facilities and the ERF and there was a noticeable drop in the tonnage of waste sent to landfill.

**Table 3: Baseline Data**

Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Tonnes of (and % of total) household waste sent to landfill <sup>109</sup>	2013/14=6431 (3.5%) 2012/13=6084 (3.2%) 2011/12=21607 (10.8%) 2010/11=26803 (12.7%) 2009/10=19836 (9.11%) 2008/09=30929 (13.9%) 2007/08=40046 (17.1%)	Less than 10% by 2020	Positive downward trend, dramatic decrease between 2012-2013.	Issues for the Sheffield Plan include allowing flexibility in order to support recovery of waste through recycling, composting or energy recovery and thereby minimising waste to landfill. Allocating new household waste sites where needed and appropriate. Of relevance to planning is agreement and discussion as to where non-household waste goes outside Sheffield.
Destination of non-landfill household waste <sup>110</sup>	recycled & composted  2013/14 = 31% 2012/13 = 30.3% 2011/12= 31.24% 2010/11= 29.7% 2009/10=27.52% 2008/09=27.57% 2007/08=27.25%		Only covers household, not commercial waste. The majority goes to energy recovery, the next highest proportion to recycling and composting; landfill takes a small proportion.	If nothing was done, then Sheffield would not have locations (inside and outside Sheffield) and technologies to deal with waste.
	Recovered to energy  2013/14 = 65.15% 2012/13 = 66.5% 2011/12= 58% 2010/11= 57.6% 2009/10= 63.37% 2008/09= 58.53% 2007/08= 55.62%			
Hazardous Waste – Tonnes exported from Sheffield	2012 = 43,000 2006 = 94,000		Dramatic reduction in waste imported and	

<sup>109</sup> Sheffield City Council (Waste and recycling performance) – Information available on the Council website

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Indicators	Quantified Data for Sheffield (if available)	Comparators and Targets	Trends shown. Data problems or constraints	Relevance to the Sheffield Plan / Likely effect of a 'do nothing' scenario
Hazardous waste – Tonnes imported for treatment	2012 = 40,000 2006 = 103,000		exported and deposited over time. Sheffield shifted from importer to exporter.	
Waste (unknown if just hazardous) – Tonnes deposited in Sheffield from Sheffield	2012 = 6715 2006 = 13,000	Out of 21 Yorkshire and Humber local planning authorities, Sheffield has the fourth largest amount of arisings and 6 <sup>th</sup> largest in terms of deposits of hazardous waste <sup>111</sup>		

<sup>111</sup> Figure 3 Yorkshire and Humber arisings and deposits by district 2012 of the Position Paper - Yorkshire and Humber Regional Government Planning Level: Hazardous waste production and disposal 1998 to 2012. *Contains Environment Agency information © Environment Agency and database right.*

## Key Sustainability Issues for Sheffield

From the baseline data and strategies, the key sustainability issues are:

- Sheffield's landfill will be full from 2018.
- The national waste hierarchy reflects the approach Sheffield is taking towards waste.

## Appraisal Criteria

Table 3: Appraisal Criteria

<b>Appraisal Criteria: Does this proposal or option:</b>
Support the re-use or recovery of waste through recycling, composting or energy recovery?
Improve access to facilities that encourage the minimisation, reuse and recycling of waste and recovery of energy from waste?
Minimise waste to landfill? (including by the re-use of secondary aggregates; and supporting the development and use of innovative soil remediation techniques)

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