

Transformation and Sustainability

SHEFFIELD LOCAL PLAN
(formerly Sheffield Development Framework)

**CITY POLICIES AND SITES
DOCUMENT**

**SOUTH EAST
COMMUNITY ASSEMBLY AREA**

**AREAS AND SITES
BACKGROUND REPORT**

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1 INTRODUCTION

The Context

- 1.1 This report provides evidence to support the published policies for the City Policies and Sites document of the Sheffield Local Plan.
- 1.2 The Sheffield Local Plan is the new name, as used by the Government, for what was known as the Sheffield Development Framework. It is Sheffield's statutory development plan, which the local planning authority is required by law to produce.
- 1.3 The Local Plan includes the Core Strategy, which has already been adopted, having been subject to formal public examination. It sets out the vision and objectives for the Local Plan and establishes its broad spatial strategy.
- 1.4 The City Policies and Sites document now supplements this, containing:
 - Criteria-based policies to inform development management and design guidance
 - Policy on land uses appropriate to a range of area types across the city
 - Allocations of particular sites for specific uses
- 1.5 The document was originally proposed to be two, City Policies and City Sites. Both of these have already been subject to two stages of consultation:
 - Emerging Options
 - Preferred Options
- 1.6 The Emerging Options comprised the broad choices, which were drawn up to enable the Council to consider and consult on all the possibilities early in the process of drawing up the document¹. Having consulted on these options the Council decided which to take forward as Preferred Options.
- 1.7 The Preferred Options were published and consulted on as the ones that the Council was minded to take forward to submission². However, the choice of option and the way it was expressed remained subject to public comment. The Preferred Options document outlined how the Council had arrived at them and the justification for choosing them. It also indicated which Emerging Options had been rejected and why.

¹ Emerging Options for City Policies, Sheffield City Council (February 2006) and Emerging Options for City Sites, Sheffield City Council (February 2006) – see [Sheffield City Council - Emerging Options 2006](#)

² Preferred Options for City Policies, Sheffield City Council (April 2007) and Preferred Options for City Sites, Sheffield City Council (April 2007) – see [Sheffield City Council - Preferred Options 2007](#)

- 1.8 Work following the Preferred Options was delayed whilst priority was given to the public examination of the Core Strategy. In the subsequent version, the Consultation Draft, the policy areas and allocations were updated to reflect changing circumstances. A further consultation was carried out on additional sites for allocation.
- 1.9 The present version of the City Policies and Sites document has been published as the Council's final version, including additional allocations. This is for final representations by stakeholders and other members of the public, followed by submission to the Government and public examination. A schedule of changes may be produced following representations and a final chapter will be added to each Background Report to explain why the changes have been proposed.
- 1.10 The Background Reports set out the Council's evidence for considering that the policies are sound. That is the issue on which representations are invited, in line with national policy. The policy document itself has space only to summarise the reasons for the chosen policies and allocations. So, the more detailed evidence and analysis is found in the Background Reports.
- 1.11 The Background Reports are not actually part of the Sheffield Local Plan but contribute to the statutory process of preparing it. So they are not published as the subject for representations though comments on the soundness of the area designations and site allocations may well take up evidence or conclusions set out in the Reports.
- 1.12 This Report supports the published policy areas and site allocations for the former South East Community Assembly Area. Although the Community Assemblies no longer meet their areas formed the basis for much of the consultation on the City Policies and Sites document and Proposals Map.
- 1.13 For each sub area, there are chapters on:
- Strategic Context
 - Policy Areas
 - Allocated Sites
- 1.14 Each section within these chapters deals with principal themes from the soundness criteria:
- Consistency with national and other strategic policy
 - Justification
 - Effectiveness
 - Conclusions – drawing together the strands under the four criteria for soundness set out in the National Planning Policy Framework.

1.15 There are many references in the report to policy areas. These are explained in Part 2 of the City Policies and Sites document (chapter 11), which includes policy H1. More detailed justification on the policy area types and their menus of land uses is contained in the relevant Policy Background Reports as follows. This applies across all areas of the city and is not repeated in each area report.

Policy Area	Policy Background Report
Business Areas	Economy and City Region
Business and Industrial Areas	Economy and City Region
Industrial Areas	Economy and City Region
General Employment Areas	Economy and City Region
Housing Areas	Neighbourhoods
Flexible Use Areas	Neighbourhoods
District Centres	Neighbourhoods
Neighbourhood Centres	Neighbourhoods
Open Space Areas	Opportunities and Well-being
Countryside Areas: Non-Green Belt	Character and Heritage
Countryside Areas: Green Belt	Character and Heritage

The Area

1.16 The former South East Community Assembly area:

- is mainly covered by the Mosborough-Woodhouse Core Strategy area, with part of the South East Urban Core Strategy area covering Handsworth and North Woodhouse, and Charnock/Base Green in the west;
- forms the most south-easterly part of Sheffield's urban area, from 4 to 7 miles distant from the City Centre;
- covers all of the City Council's Mosborough, Birley, Woodhouse and Beighton Wards;
- is part of the Sheffield South East parliamentary constituency;
- has lengthy boundaries with North East Derbyshire and Rotherham, to the south and east.

1.17 The northern part of this area became part of Sheffield during the 1920s. Most of the Mosborough area, further to the south and east, was transferred from Derbyshire to Sheffield during the late 1960s to allow development of a major 'new town' suburb to help cater for Sheffield's rapidly expanding population. Since the early 1970s, successive phases of greenfield development have superimposed a much denser development pattern upon what had originally been a series of generally small and scattered mining and agricultural settlements (including Beighton, Mosborough Village, Halfway, Waterthorpe, Hackenthorpe, Birley, and Frecheville). Development has been largely underpinned by the

principles originally set out in the Mosborough Masterplan. The guiding principle of development has been to create a balanced community within each Mosborough Township, providing residents with ready access to the services and job opportunities they need.

- 1.18 Following 20-30 years during which the area has provided a high proportion of Sheffield's new dwellings on greenfield sites, the main focus for new housebuilding has more recently switched to other parts of the city, predominantly to those inner-city regeneration areas where more sustainable previously developed (brownfield) sites and premises are plentiful (in sharp contrast to the South East). Replacement of sub-standard dwellings with new homes within previously unattractive estates at Scowerdons, Weakland and Newstead is now well advanced, allowing phased redevelopment over the next few years to provide a balanced mix of modern dwellings within safe and attractive surroundings. However, there is no present indication that demolition and rebuilding of other large pockets of sub-standard dwellings in the South East will be needed in future years.
- 1.19 Most parts of the area are overwhelmingly residential in character. However, there are a few major concentrations of other activities, particularly of shopping and other services at Crystal Peaks/Drakehouse, freestanding supermarkets of Asda at Handsworth and Morrisons at Halfway, and of industry and business at Holbrook, Dore House Industrial Estate and Drakehouse. A wide variety of green spaces also cover extensive parts of the area.
- 1.20 The quality of the built environment varies considerably. Distinctive reminders of the area's traditional character do survive, particularly within the core areas of former villages (like the South Street area of Mosborough Village, in Hackenthorpe, and around the Woodhouse District Shopping Centre). A variety of individual older Buildings of Architectural or Historic Interest also survive (including Mosborough Hall Farm at Halfway, Sothall Green Farm at Beighton, Woodhouse Wesley Methodist Church and the dwelling at 31 South Street, Mosborough Village). A Conservation Area helps protect the character of core parts of Hackenthorpe Village.

Core Strategy Context

- 1.21 The Core Strategy spatial approach towards the "Outer Area" of Mosborough is set out in paragraph 4.26 of that document. This explains that all the new "townships" development from Beighton to Mosborough is more distant from the main service and employment centres than other parts of the main urban area but has significant employment areas of its own and a strong District Centre at Crystal Peaks, although significant further expansion of Crystal Peaks is not envisaged. Local employment will be safeguarded and expanded to complement the concentrations in the main urban area, supporting the objectives for successful neighbourhoods and reducing the need to travel (i.e. into the main

- urban area). The only expansion of new housing beyond the built-up area will occur at Owlthorpe, in order to complete the partly built township, and at Oxclose but will be resisted elsewhere to safeguard countryside overlooking the Rother and Moss Valleys that is not already protected as Green Belt.
- 1.22 In terms of the relevant Core Strategy policies for the area, policy CS13 states that new jobs will be provided within established industrial and business areas at the east side of Mosborough and at the edge of Crystal Peaks District Centre. Policy CS5 states that manufacturing, distribution/warehousing and non-office businesses will be located in a number of locations in the city, including Mosborough-Woodhouse and Orgreave. Policy CS3 states that office development will take place in a number of locations, including near Crystal Peaks transport interchange.
- 1.23 In future years it is not expected that significant changes will be made to the essential character or extent of areas at Holbrook/Oxclose and Drakehouse already dominated by business and industrial activities with the exception of the currently open land on the edge of Oxclose that is now proposed for new housing. The Core Strategy has identified these as areas for continued provision of new jobs. Later sections of this document assess the development potential of a number of sites at Holbrook/Oxclose.
- 1.24 It is not foreseen that there would be substantial changes to the extent or functions of the District Centre at Woodhouse in coming years. At Crystal Peaks, the Core Strategy suggests the District Centre will be maintained at around its current size (policy CS13). This is because the shopping area at Crystal Peaks has now expanded virtually to its physical limits; and potential for new District Centre types of non-food shopping has largely been catered for by available shops (which include a range of recently-completed units at Crystal Peaks). Growth in non-food shopping would be better catered for in the City Centre, particularly as the transport system should be able to cater for shoppers' off peak trips.
- 1.25 Opportunities are expected to arise for the development of sites close to Crystal Peaks that would provide new local job opportunities and would help to enhance the vitality and viability of the District Centre. Hence the identification of this area for future provision of new jobs in the Core Strategy (policies CS3 and CS13). Consideration is given in later sections of this document to the most appropriate Proposals Map designation for this area, and whether or not certain sites within it should be allocated for specific future uses.
- 1.26 Physically, most residential communities in the area are close to being fully developed; and the broad pattern of built development in the South East seems to have largely been set. However, the Core Strategy does promote sustainable new housing development on greenfield sites at Owlthorpe (policy CS24). Later sections of this document assess whether new housing development would be

the most appropriate type of development both on peripheral greenfield sites and on previously-developed sites within existing residential communities.

- 1.27 There is no obvious reason why the overwhelming majority of existing green space should not retain its green and open character into the future. However, the Core Strategy addresses the issue of whether the existing built up area of Mosborough and Woodhouse should be extended by development on adjoining greenfield sites; and if not, how those sites should be given appropriate future protection. With the exception of sites at Owlthorpe, Oxclose and Woodhouse, the Core Strategy promotes the future protection of the green and open character of peripheral greenfield sites by restraining the expansion of the existing urban envelope (policy CS24).
- 1.28 A good quality transport network continues to serve most parts of the area. Provision of new roads to serve the area is not foreseen but the Core Strategy seeks to promote enhanced future public transport services to and from the City Centre to cater for the sustainable transport needs of shoppers and commuters. Improvements to the Key Routes are proposed (policy CS52) and routes to both Halfway and Woodhouse are priorities for bus improvements (policy CS56). Improvements by 2016 are expected to include increased capacity on the tram, with new vehicles, and improvements to Crystal Peaks interchange, possibly complemented by extra park-and-ride facilities. Key Routes are shown on the Proposals Map and are discussed in more detail later in the document – their justification is set out in the Core Strategy.
- 1.29 The majority of the former South East Community Assembly area is covered by the Mosborough-Woodhouse Core Strategy Area. However, there are three much smaller areas that are covered instead by the South East Urban Core Strategy Area. These areas are shown on Map 1 and include parts of Handsworth; Base Green and Charnock (including the site of the former Norton Aerodrome); and a small part of the northern part Frecheville.
- 1.30 The Handsworth area is predominantly residential in character, though is set within an important green framework, in particular the Shirtcliff valley to the south which effectively separates Woodhouse village from Handsworth. There is also a significant area of employment (Dore House industrial estate) at Orgreave (see Core Strategy policy CS5c) on the eastern edge of the area on the boundary with Rotherham Borough, and some employment uses and an Asda superstore off Handsworth Road. The residential areas are generally stable, although there is some refurbishment of residential areas around Richmond Park Road and Richmond Park Drive.
- 1.31 In terms of transport, paragraph 4.31 of the Core Strategy states that intervention to combat congestion will be focussed on a number of key routes including the Sheffield Parkway (A57).

1.32 One of the main issues for the former Assembly area, and, in particular, the Charnock/Base Green area, is the future of the former Norton Aerodrome site, located in the Green Belt, with competing pressures for redevelopment of previously developed land but also for the land to remain open. The Core Strategy indicated that sustainably located developed sites in the Green Belt would be designated as Major Developed sites in the Green Belt (paragraph 12.5). However, this designation has now been removed from national policy.

2 POLICY AREAS

- 2.1 The policy areas are introduced in the City Policies and Sites document, chapter 11 and policy H1. These are areas with a particular common character, usually having one or more preferred uses that reflect the overall role of the area. These preferred uses may be complemented by a range of other acceptable uses that are ancillary to the preferred use (or uses) or would not be at variance with that role.

General Background – Areas of Employment

- 2.2 In recent decades, the development of a wide variety of serviced greenfield sites in industrial areas at **Drakehouse** and **Holbrook** has helped cater for a range of new industrial and business enterprises in Mosborough-Woodhouse, which have contributed towards the provision of local job opportunities. Although these two areas are now quite heavily developed, some vacant sites remain available for development. Just to the south of Holbrook, some new industrial development has fairly recently taken place at **Oxclose Park**. Here the large Lavers wood production and sales complex now occupies the site of a former sewage works; and planning permission has been granted to allow the development of other large serviced greenfield business and industrial sites in the area.
- 2.3 **Dore House Industrial Estate** is a large, long-standing employment area on the eastern edge of Handsworth that is substantially developed although one or two vacant sites do currently exist (there are two small site allocations, which are discussed later in the report, within the Industrial Estate).
- 2.4 Elsewhere in the built-up areas only a few smaller pockets of industry and business activity interrupt the area's predominantly residential character:
- **Birley Vale Industrial Estate**, accessed via Birley Vale Avenue, provides one small concentration of industrial activity on the western edge of Mosborough
 - A mix of smaller business concerns is catered for on the small **Carley Drive** estate at Westfield
 - A wide variety of much smaller local production and service enterprises are also scattered across Mosborough and Woodhouse, the majority occupying single long-established premises within former the village communities at Beighton, Hackenthorpe, Woodhouse and Mosborough Village.
- 2.5 However, rapid growth has taken place in the number of Mosborough and Woodhouse residents in recent years. Therefore, regardless of the range of local

jobs available, many residents of the area have no choice but to travel to other parts of Sheffield, or outside the City, to find jobs suited to their particular skills.

Business and Industrial Areas

- 2.6 The two Business and Industrial Area designations are at Dore House Industrial Estate on the eastern edge of Handsworth and at Rotherham Road, Beighton. There are two employment site allocations within the Dore House Industrial Estate, discussed in more detail in the Allocated Sites section of this Report, and part of the Rotherham Road Business and Industrial Area designation is also a site allocation.

Consistency with National Policy and Other Strategies

- 2.7 One of the dimensions to sustainable development set out in paragraph 7 of the NPPF is economic, which gives rise to the planning system needing to perform a number of roles, including:

“contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation”

- 2.8 One of the Core Planning Principles set out in paragraph 17 of the NPPF is that planning should:

“proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.

- 2.9 The proposed Business and Industrial Areas (and other types of employment policy area) seek to deliver this within the South East area in locations consistent with the Core Strategy.

Core Strategy

- 2.10 Policy CS5 states that manufacturing, distribution/warehousing and other non-office businesses will be located in a number of locations throughout the city including Orgreave (within the main urban area) and Mosborough/ Woodhouse (more outlying). Policy CS13, Employment and Services in Mosborough states that new jobs will be provided within established industrial and business areas at the east side of Mosborough.
- 2.11 The Business and Industrial Areas (and other types of employment policy area) are key means of delivering these strategic outcomes.

Justification

- 2.12 The lack of suitable premises in the right locations has, in the past, been a severe restriction on the ability of existing firms to expand or relocate within Sheffield or to locate to the city, and established business and industrial areas need to be retained to accommodate the demand that has previously gone unmet. Compared to the UDP, the Local Plan has identified a smaller area citywide for business and industrial uses but the policy approach is to ensure that the preferred business and industrial uses are more concentrated within these established locations, as proposed by the Core Strategy. Concentrating on the better industrial locations and allowing less of a dilution by other uses will create more certainty that should help to deliver business and industrial development. There are three proposed employment site allocations within the Business and Industrial Area designation: at Dore House Industrial Estate (P00155 and P00156) and at Rotherham Road, Beighton (P00386); more detail about these three allocations is set out in the Allocated Sites chapter towards the end of this report.
- 2.13 The character and role of, and reasons for, Business and Industrial Areas are explained in the Economy and City Region Background Report.
- 2.14 The **Dore House Industrial Estate** comprises many companies, small and large, from many varied business sectors. It is a long-established industrial estate and the majority of it is well screened from residential areas by woodland and greenspace along the frontage of Retford Road and Rotherham Road, which is designated as Open Space Area and Green Link. There are two undeveloped parts of the Industrial Estate that are allocated for employment use, in keeping with the character and existing uses of the area, site P00155 (former Asda site, Orgreave Place) and P00156 (Scaffold Yard, Orgreave Place). Further details of the current occupiers of the Industrial Estate can be found on the Industrial Estate's website at <http://www.dore-house-industrial-estate.co.uk/>
- 2.15 The area at **Rotherham Road, Beighton** is far smaller, some of which is allocated for employment use (site P00386). It lies adjacent to the River Rother on the boundary between Sheffield and Rotherham; much of the site is now overgrown, with some of the site being a disused lorry park with the reminder a small field. Again, this site is described in more detail in the Allocated Sites chapter.

Alternative Options

- 2.16 The main options for this area were:
- Business and Industrial Area
 - Industrial Area
 - General Employment Area

2.17 The strengths of the Business and Industrial Area option are:

- It would provides flexibility by having a wider range of preferred uses including light as well as general industry
- The preferred uses would include uses that are compatible with the residential character of neighbouring areas.

2.18 The weaknesses of the Business and Industrial Area option are:

- It could still encourage general industry near existing housing at Handsworth.

2.19 The strengths of the Industrial Area option are:

- It would contribute to meeting citywide industrial land requirements; there is a need for more industrial land than other employment uses

2.20 The weaknesses of the Industrial Area option are:

- It would not include the currently predominant light industry and research and development as a preferred use
- The mix of preferred uses would not provide the high quality environment consistent with the character, appearance and nature of existing uses
- It could encourage general industry too close to existing housing at Handsworth.

2.21 The strengths of the General Employment Area option are:

- It would provide a greater degree of flexibility by having no preferred uses

2.22 The weaknesses of the General Employment Area option are:

- The wide a range of acceptable uses would limit the ability of the areas to meet the specific requirements for non-office businesses in Core Strategy policy CS1
- The locations are not well suited to other employment uses that are more dependent on accessibility to customers and other users.

Planning Justification for Choice between Policy Areas

2.23 Business and Industrial Areas are the only policy areas proposed that include non-office B1 uses as preferred in policy H1, so are likely to be the main source of land for these uses. This helps to meet the requirement in policy CS1 for a five year supply of land for these uses.

- 2.24 The Business and Industrial Area designation is the most appropriate for this industrial estate, reflecting the range of current uses and their character, function and appearance, with the preferred uses including light industry and research and development, and with small scale offices being acceptable because part of Retford Road is a high frequency bus route.
- 2.25 Policy A2 on Requirements for Economic Prosperity and Sustainable Employment ensures that sensitive uses should not be located close to employment uses and encourages as many new jobs as possible to be taken up by local people. An Industrial Area does not include research and development and light industrial uses as preferred and also includes open storage as an acceptable use could therefore potentially shift the balance of these areas away from the current industrial and business character towards the heavier industrial uses. Visually, uses such as research and development are more appropriate for the Dore House Industrial Estate and would also provide for greater employment density than uses such as open storage. This would take more advantage of the area being located close to the high frequency public transport routes of Retford Road and Rotherham Road. The site at Rotherham Road, Beighton is adjacent to the Green Belt and heavier industrial uses and open storage are potentially more likely to have an adverse visual impact on the amenity of the Green Belt in this location.
- 2.26 Housing was put forward as part of a mix of uses. However, the land lies adjacent to employment uses and is out of keeping with the character and self-containment of the Dore House Industrial Estate. It is clearly separate from residential uses on the other side of Retford Road and Rotherham Road and housing here would impact on the operational activity of any existing and future uses as well as residents being affected by neighbouring employment use. The land is also not identified as surplus employment land and has been confirmed as being appropriately allocated for employment use in the Employment Land Review (ELR), 2013. Other representations on this site are covered in the Site Allocations chapter. The ELR has concluded that there is a high demand for industrial property and a shortage of sites. This is explained further in the Economy and City Region Background Report, Chapter 6.

Sustainability Issues

- 2.27 The whole of Dore House Industrial Estate is within reasonable walking distance of the high frequency bus route of Retford Road and Rotherham Road so employees in this area do not have to rely on private transport. The Industrial Estate is also close to residential areas of Handsworth. The site allocations here will make good use of vacant land in a sustainable location. The site at Rotherham Road, Beighton, whilst not close to a high frequency public transport route, is around 200m from Beighton High Street which has a bus service of three buses per hour during the day to the City Centre.

Equality Issues

- 2.28 Development of preferred uses in this area would result in the provision of additional employment close to areas where extra jobs are required and would offer the opportunity to develop vacant land that would also benefit the environment. Opportunities would potentially be available for young people and BME groups to benefit from training schemes and apprenticeships.

Consultee Preferences

- 2.29 A representation was received at Emerging Options stage, stating that one of the areas allocated for employment use within Dore House Industrial Estate (site P00155) offers a range of development options and should include housing as part of the overall redevelopment proposal for the site. This was not accepted for reasons set out above.
- 2.30 Other consultee preferences are covered in the section on the Rotherham Road, Beighton site in the Allocated Sites chapter.

Conclusions on Justification

- 2.31 The Business and Industrial Area designation reflects the existing character and use of the Dore House Industrial Estate and will ensure that the heavier, industrial uses that would potentially change the nature of the area will not predominate. The area is adjacent to a high frequency public transport route and also close to residential areas of Handsworth so will continue to provide local employment opportunities.

Effectiveness

Delivery

The Economy and City Region Background Report sets out how applications for development in Business and Industrial Areas will be assessed.

Flexibility and Risk

- 2.32 The risk of not delivering preferred uses across 70% of the area is quite low because preferred uses already dominate. At present, therefore, the 30% flexibility afforded by policy H1 should meet the demands for non-preferred uses whilst current policies will continue to encourage the preferred employment uses in the area.

Monitoring

- 2.33 The approach to monitoring is as set out in the Economy and City Region Background Report.

Conclusions on Soundness of Business and Industrial Areas

2.34 The policy areas are considered sound for the following reasons:

2.35 They are positively prepared:

- The Business and Industrial Areas will help to implement policy CS5, which specifically includes Orgreave as a location for manufacturing, distribution/warehousing and non-office businesses

2.36 They are justified:

- The proposed approaches will provide certainty for businesses, protect residential living conditions and help meet employment land requirements. They reflect the current character, function and appearance of the areas, in particular of Dore House Industrial Estate.

2.37 They are effective:

- Currently available land is expected to be developed by the middle of the plan period
- Development Management will ensure that the dominance of the preferred uses is maintained

2.38 They are consistent with national policy:

- As Business and Industrial Areas, these would contribute towards building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.

Industrial Areas

2.39 The main Industrial Area designation lies almost exclusively in the south-eastern part of the Mosborough-Woodhouse Core Strategy Area, at **Holbrook** and **Oxclose**. The majority of this Industrial Area covers the Holbrook and Meadowbrook Industrial Estates, with Eckington Way forming a clear separation of industrial use from residential use (Housing Area) in Westfield to the west, and Owlthorpe Greenway forming a similar clear boundary from residential areas to the north. However, there is also a significant area to the south of Station Road, including the Old Lane Industrial Estate and the sewage works. Despite being large industrial areas, many parts of this area are of a green character, with the Rother Valley adjacent to the east, the former Holbrook Colliery site, which is an important site for biodiversity, and the green corridor of Short Brook running

between the Holbrook and Meadowbrook industrial Estates and linking to the Rother Valley.

- 2.40 The only other Industrial Area within the Mosborough-Woodhouse Core Strategy Area is the small industrial estate at **Birley Vale, Frecheville**. This is a small, well established industrial estate with the nature and character of the area reflected its designation.

Consistency with National Policy and Other Strategies

National Policy

- 2.41 The designations reflect national policy in the same way as for Business and Industrial Areas.

Core Strategy

- 2.42 Core Strategy policy CS5 locates manufacturing, distribution/warehousing and non-office businesses at a number of locations in the city, including Mosborough /Woodhouse.
- 2.43 Core Strategy policy CS13, Employment and Services in Mosborough/Woodhouse states that new jobs will be provided within established industrial and business areas at the east side of Mosborough.
- 2.44 The Core Strategy South East Urban and Mosborough Background Report, paragraphs 3.37 – 3.53 sets out in detail the reasons for promoting job provision in the Mosborough-Woodhouse area.
- 2.45 One of the major spatial outcomes set out in the Core Strategy is that “the outer built-up areas of Mosborough/Woodhouse....will continue to be served by jobs and services in the rest of the city but local provision will also be safeguarded and, where possible, expanded. The Core Strategy spatial approach towards Mosborough, as an ‘outer’ area, is also set out in paragraph 4.26. This explains that all the new “townships” development from Beighton to Mosborough is more distant from the main service and employment centres than other parts of the main urban area but has significant employment areas of its own. Local employment will be safeguarded and expanded to complement the concentrations in the main urban area, supporting the objectives for successful neighbourhoods and reducing the need to travel (i.e. into the main urban area).
- 2.46 The Holbrook/ Oxclose area already makes a major contribution to providing employment in this part of the city. In future years it is not expected that significant changes will be made to the essential character or extent of areas here with the exception of the currently open land on the edge of Oxclose that is now proposed for new housing. The Core Strategy has identified these as areas for continued provision of new jobs. Later sections of this document provide

evidence about several site allocations at Holbrook/Oxclose. The policy area flows from the Core Strategy, identifies the land use emphasis and provides the precise boundaries.

Justification

Alternative Options

2.47 The main options for this area were:

- Business and Industrial Area
- Industrial Area
- General Employment Area

2.48 The strengths of the Business and Industrial Area option are:

- Provides a greater degree of flexibility by having a wider range of preferred uses including light as well as general industry

2.49 The weaknesses of the Business and Industrial Area option are:

- It loses an opportunity for focussing on those types of industry that need locations away from residential areas
- Conversely, it would be better suited to areas where housing is closer and where non-office business development would be expected to have a larger representation

2.50 The strengths of the Industrial Area option are:

- It would contribute to meeting citywide industrial land requirements as set out in Core Strategy policy CS1c
- The area already has significant general industry
- A large proportion of the area is relatively remote from housing providing an opportunity for bad-neighbour uses

2.51 The weaknesses of the Industrial Area option are:

- It is less responsive than other designations to any shifts away from the requirement for industry in Core Strategy policy CS1
- It provides a narrower range of job opportunities for people living in the Mosborough/ Woodhouse area.

2.52 The strengths and weaknesses of the General Employment Area option are similar to those set out in the Business and Industrial Area section above.

Planning Justification for choice between Policy Areas

- 2.53 The **Holbrook** Industrial Area contains a number of long-established industrial uses and also provides opportunities for further industrial development on sites within the area.
- 2.54 Industrial Areas have a particular role to play in accommodating the heavier manufacturing and distribution uses and other related industrial processes, transport depots and waste management facilities that are not suited to being located close to more sensitive uses such as housing. The designation reflects the concentration of industry and warehousing/storage that already exists in the area.
- 2.55 Significant amounts of land will continue to be needed for new and relocated manufacturing and distribution/warehousing uses, and Industrial Areas such as the Holbrook Industrial Area will play a significant role in helping to meet that requirement. Industrial Areas will be important in providing land as set out in Core Strategy policy CS1c for manufacturing and distribution/warehousing. Non office B1 uses are compatible with industrial uses but would normally be better suited to the higher quality environment on Business and Industrial Area where they are preferred uses.
- 2.56 The character and role of, and reasons for, Industrial Areas are explained in more detail in the Economy and City Region Background Report.
- 2.57 The existing UDP designation for much of this area is General Industry Area (policy IB5). The most significant changes relate to new housing development that has occurred since the adoption of the UDP, and the Morrisons store, to the south of Station Road towards Oxclose, where the designation has changed to Housing Area and, in the case of Morrisons, to Flexible Use Area. There have also been changes from Industrial Area to Open Space Area, notably areas to the south of Station Road close to the new housing development and existing industry, and at Cow Lane/Rother Valley Way. It is considered that the equivalent draft Industrial Area designation is therefore appropriate for this area.
- 2.58 At Emerging Options stage, a representation was received from the owners of the land at Mosborough Wood Business Park, site P00376 (and the adjacent foundry), stating that the site allocation should be extended to include the foundry and identified as being suitable for mixed use development. An objection was also made at the Additional Sites consultation stage by the owner, seeking to change the designation of the site allocation to housing. However, the character of Holbrook Industrial Estate is predominantly industrial, interspersed with greenspaces that are in the main designated as Open Space Area. The industrial estate is clearly separated from, and different in character to, the residential areas to the west of Eckington Way and to introduce residential use into the industrial estate would not be consistent with, or complementary to, existing employment uses in this location. Housing use may impact on the operational

activities of existing and future businesses as well as the quality of life of new residents being potentially adversely affected by nearby employment use. Such a course of action would also serve to undermine Core Strategy policies CS5 and CS13 which recognise the importance of retaining this area in employment use. Furthermore, the ELR confirmed that it was appropriate to retain this land as an employment site allocation.

- 2.59 At Preferred Options stage, a representation was received from a company on Station Road seeking the redesignation of their factory sports pitch off Station Road, Holbrook from Open Space Area and Playing Field to Industrial Area. Whilst it was agreed that the Playing Field designation should be deleted, the use of the site to meet other open space needs would have to be considered before any redesignation of this land for development purposes.
- 2.60 The area of land at Oxclose, now proposed to be allocated for housing, has furthermore been highlighted by the owners as a large area which would not be able to be successfully marketed for employment development and should instead be allocated for housing; a housing allocation would contribute towards meeting the city's housing requirement. In the Preferred Options draft, this land was designated as Industrial Area, with the land allocated as an employment site. This land is adjacent to existing residential development to the west, with the former Holbrook Colliery site, now an important site for biodiversity, to the east. Representations from the landowner at that stage stated that there was little realistic prospect of the site being developed for employment purposes because of high infrastructure costs and the immediate locality is now predominantly residential. In addition, as the land could widen the range of options for new home seekers, in particular providing for family housing, as well as providing an opportunity to provide affordable housing, it was decided to change the designation of the land to Housing Area and allocate the site for housing. However, any residential development here would need to be planned in a way so as to minimise any potential adverse impact on new residents and on the operations of existing businesses. The suitability of this land for residential use in its entirety was confirmed by an Inspector on 26th March 2012 in her decision letter (APP/J4423/A/11/2153926) in relation to the appeal by Tesco Stores Ltd. against the decision of the Council to refuse planning permission for a retail store on part of that land. Further information on this land is set out in the Housing Area section below.

Sustainability Issues

- 2.61 Parts of the area are close to the Supertram link to Halfway which enables ready accessibility to the industrial estate from the City Centre and residential areas along the supertram route. Proximity to major residential areas of Sothall, Waterthorpe, Westfield and Halfway means that employment opportunities within the Holbrook Industrial Estate can be taken up by local employees without having to use private (or public) transport in many cases. The area excludes land of ecological value on the former Holbrook colliery site.

Equality Issues

- 2.62 Accessibility by Supertram to the Holbrook Industrial Estate will benefit those without access to private transport and the proximity of employment opportunities to nearby major residential areas will also have the potential for a positive impact on young people by way of training and apprenticeship opportunities.

Consultee Preferences

- 2.63 The landowner of the area to the east of the Oxclose housing estate and south of Arnold Laver's, Hallam Land Management, stated that there was no demand for employment use of that land and that allocating it for residential use would also be in keeping with the adjacent residential uses. This was accepted by the Council and the land was proposed to be changed to a housing allocation with underlying Housing Area designation (subsequently confirmed by the Inspector's decision on the Tesco appeal, discussed above). William Cook Properties Ltd. stated that the land to the north of the existing foundry (site allocation at Mosborough Wood Business Park) should be allocated for housing but this was not accepted as the character of the area is predominantly industrial, separate from housing on the other side of Eckington Way, and moreover this land was confirmed as being appropriately allocated for employment use in the Employment Land Review, as discussed above. Doncasters Ltd. submitted a representation seeking the change in designation of land off Station Road, Holbrook from Open Space Area to Industrial Area.

Conclusions on Justification

- 2.64 The designation will maintain the well established industrial character of the area and encourage new employment uses as appropriate. No restrictions or alternative uses need to be prioritised because the areas are operating relatively successfully and are clearly separate from residential areas. The Holbrook area will provide new employment land in an accessible location when market conditions improve.

Effectiveness

Delivery

- 2.65 The Economy and City Region Background Report sets out how applications for development in Industrial Areas will be assessed. The ELR sets out the preferred uses for strategic sites.

Flexibility and Risk

2.66 As with Business and Industrial Areas in this area, the amount of flexibility built into policy H1 provides significant flexibility and resilience to short-term changes in the economy. The approach to flexibility and risk is set out in paragraph 7.210 of the Economy and City Region Background Report.

Monitoring

2.67 As Business and Industrial Area.

Conclusions on Soundness of Industrial Areas

2.68 The policy area is considered sound for the following reasons:

2.69 It is positively prepared:

- The Industrial Areas will help to implement policy CS5, which specifically includes Mosborough/Woodhouse as a location for manufacturing, distribution/warehousing and non-office businesses and policy CS13, which locates them on the east side of Mosborough

2.70 It is justified:

- The designation will provide certainty for businesses, protect living conditions and help meet employment land requirements.
- The designation reflects the current character, nature and appearance of the Holbrook Industrial Estate in that the “heavier” industrial uses are permitted.

2.71 It is effective:

- Currently available land is expected to be developed by the middle of the plan period
- Development Management will ensure that the dominance of the preferred uses is maintained

2.72 It is consistent with national policy:

- As Industrial Areas, these would contribute towards building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.

General Employment Areas

- 2.73 There are two General Employment Area designations, both in the Mosborough-Woodhouse area. The first and more extensive of these includes **Drakehouse Retail Park** near Crystal Peaks shopping centre and employment uses off **Drakehouse Crescent** and the adjacent **Peaks Centre** (Sheffield College). The second is the much smaller employment area at **Carley Drive, Westfield**.

Consistency with National Policy and Other Strategies

National Policy

- 2.74 The designations reflect national policy in the same way as for Business and Industrial Areas and Industrial Areas (see paragraphs 2.7 to 2.9).
- 2.75 A General Employment Area designation, with its flexible menu of uses meets the objectives in paragraph 21 of the NPPF in that it is flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances.
- 2.76 The proposed Drakehouse General Employment Area is edge-of-centre as defined for offices in the NPPF glossary, being largely within the 500m of the Interchange but there are small areas outside the radius where offices would not be acceptable and that adds to the need for a policy area with employment uses other than offices.

Core Strategy

- 2.77 Policy CS13b, Employment and Services in Mosborough/Woodhouse states that, new jobs will also be provided at the edge of Crystal Peaks District Centre.
- 2.78 Policy CS3, although stating that at least 65% of office development will be in the City Centre, provides for office development in a number of other locations, including around Crystal Peaks transport interchange.
- 2.79 This points to there being:
- a significant employment area near Crystal Peaks
 - the area being one where offices would be acceptable
 - the area also providing for other employment uses
- 2.80 The designation recognises the wider benefits of office development in specific non-City Centre locations. Interchange locations are identified as being relatively accessible, so potentially suitable for office development; Crystal Peaks is identified for this reason.

Justification

Alternative Options for area near Crystal Peaks Interchange

2.81 The main options for this area were:

- Business and Industrial Area
- Industrial Area
- General Employment Area
- District Centre

2.82 The strengths of the Business and Industrial Area option are:

- It would provide some flexibility by having a range of preferred uses provided for in Core Strategy policy CS1 including light as well as general industry
- It could contribute to delivering Core Strategy policy CS3d for offices and CS13 for new jobs near Crystal Peaks
- The preferred uses would include uses that are compatible with the residential character of neighbouring areas.

2.83 The weaknesses of the Business and Industrial Area Option are:

- It could still encourage general industry in an area largely surrounded by housing or shopping
- Policy H1 might limit the scope for office development despite the provision in Core Strategy policy CS3d
- It would be less positive about uses needing an accessible location that would directly serve the public as well as provide employment.

2.84 The strengths of the Industrial Area option are:

- It would contribute to meeting citywide industrial land requirements as set out in Core Strategy policy CS1c

2.85 The weaknesses of the Industrial Area option are:

- It would provide a narrower range of job opportunities for people living in the Mosborough/ Woodhouse area
- It could encourage general industry in an area largely surrounded by housing or shopping
- Although acceptable in principle the environment would be unattractive for offices provided for in Core Strategy policy CS3d
- It would be less positive about uses needing an accessible location that would directly serve the public as well as provide employment.

- Sufficient land for general industry is provided for at Holbrook and it would be a lost opportunity to diversify employment in the Mosborough area.
- 2.86 The strengths of the General Employment Area option are:
- It would provide some flexibility by not having preferred uses
 - It would provide a range of job opportunities for people living in the Mosborough/ Woodhouse area complementing the offer at Holbrook
 - It would be suitable for town centre uses that could not be located in or at the edge of centres under the sequential approach
- 2.87 The weaknesses of the General Employment Area option are:
- It might make less of a contribution to the particular employment needs defined in Core Strategy policy CS1.
- 2.88 The strengths of the District Centre option are:
- It could form an extension to the neighbouring Crystal Peaks Shopping Centre
 - It would also allow some housing.
- 2.89 The weaknesses of the District Centre option, are:
- It would over-expand the District Centre (see the section below on District Centres)

Planning Justification for Choice between Policy Areas

- 2.90 General Employment Areas are suitable in principle for a wide variety of employment-related uses – there are no preferred uses. They are intended to cater for many uses that are generally not promoted in other policy areas and particularly town centre uses such as leisure, subject to the sequential approach as set out in the NPPF. They are housing-free flexible use areas in order to promote employment.
- 2.91 The **area around Crystal Peaks Interchange** needs to be designated in a way that could allow some office development, in accordance with Core Strategy policy CS13b and CS3d. However, it should also allow for other employment uses to complement the priority in policy CS3 to the City Centre as the main office location. The mix of uses permissible within a General Employment Area designation would allow this balance to be achieved.
- 2.92 The flexible menu of land uses allows for a range of employment types and a range of new services and other facilities to enhance vitality and viability of the District Centre. The General Employment Area designation caters for a varied

range of development close to Crystal Peaks District Centre, which can provide both extra jobs and new services. There are no preferred uses but a number of acceptable uses including small-scale offices in appropriate locations (which includes around Crystal Peaks), research and development, light industry, general industry and warehouses and storage. Any retail development would be considered through the application of the tests of acceptability set out in national policy and policy B3.

2.93 It would be inappropriate to extend the District Centre designation as the Core Strategy indicates it would be maintained at around its current size and most of the Retail Park is more than 300 metres from the existing centre (see section on District Centres, below). However, the flexible menu of land uses allows for a range of employment types and new services and other facilities to complement the District Centre. Shared trips involving both shops and facilities in the District Centre and new developments in the General Employment Area, if limited, do become more likely (so less travel). New housing and residential uses are unacceptable – although not far from existing dwellings at Waterthorpe to the south of Ochre Dike Lane, new housing would still be fairly isolated given the character of existing and potential future development in this area. The policy area will therefore also help to maximise the potential for future job and service provision instead.

2.94 The second General Employment Area is the small, industrial estate at **Carley Drive, off Owlthorpe Greenway at Westfield**. Here, the site contains a range of small-scale business uses, storage, wholesale and service uses. The General Employment Area designation is best suited to maintain existing mixed character of uses within this small estate close to Westfield and Waterthorpe communities and readily accessible by both public transport (tram and bus) and road (Eckington Way just to the east provides a link into the main network of key roads).

Sustainability and Equality Issues

2.95 Both areas are accessible by public transport and have the potential to provide employment opportunities in the area.

Consultee Preferences

2.96 A summary of consultee representations is as follows:

2.97 Hermes Real Estate – supports the flexible use site allocation at Waterthorpe Greenway
Local residents – objections to the site allocation at Waterthorpe Greenway; the land should remain open
Hammerson Retail Parks – clearer justification is required for the site allocation at Waterthorpe Greenway and Drakehouse Retail Park should not be included with the General Employment Area designation

Albany Courtyard Investments Ltd. – recommends allocation of the Waterthorpe Greenway site for mixed use development

Moss Valley Wildlife Group – objects to site allocation; the land should remain open

Development Land and Planning (planning consultants) – the Waterthorpe Greenway land should be retained for recreational use

Hepher Dixon Ltd. (planning consultants) – no justification for the Waterthorpe Greenway site allocation

2.98 A number of representations were made at Emerging Options stage, including from Moss Valley Wildlife Group and two planning consultancies objecting to the designation of the land south of Waterthorpe Greenway for development, that it should be retained as greenspace and that there was no justification for proposing the land as a site allocation.

2.99 At Preferred Options stage, representations from Hermes Real Estate and Albany Courtyard Investments Ltd. stated that the land at Waterthorpe Greenway should be allocated for development for a mixed use scheme incorporating office, warehousing, leisure, retail, hotel, residential institutions, housing, car showroom, trade centre and transport facilities. Hammerson Retail Parks objected to the inclusion of Drakehouse Retail Park within the General Employment Area.

2.100 A number of representations were submitted on the 2010 Draft City Policies and Sites with regard to the draft flexible use site allocation, with the underlying General Employment Area designation, at Waterthorpe Greenway (P00480), on land adjacent to Peaks Mount to the west of the bus station at Crystal Peaks. Support for this allocation was submitted by Hermes Real Estate, and there were a number of objections from local residents to the proposed allocation.

2.101 As the land at Waterthorpe Greenway is Council-owned, and the Council's Cabinet made a decision in September 2010 to not sell the land at Waterthorpe Greenway for development but to instead retain it as greenspace, this area is no longer a flexible use allocation as proposed in the 2010 Draft and the underlying General Employment Area is now proposed instead as Open Space Area. This area is therefore no longer part of the more extensive General Employment Area designation that covers Drakehouse Retail Park, business premises and the Peaks Centre further to the west.

2.102 A representation was also made at the Draft 2010 stage seeking the redesignation of Drakehouse Retail Park from General Employment Area to a "Commercial Area" designation. This would be an unnecessary additional policy area, which might be confused with the Business Area designation or give an impression that retail use might be acceptable in principle, which would be contrary to Core Strategy policy CS13.

2.103 In terms of the open land adjacent to Eckington Way and Drakehouse Crescent, retail uses are not precluded but the site would be less suitable for retail

development. People are unlikely to link shopping trips between the site and Crystal Peaks shopping centre itself because it is more distant from the main concentration of shops in the shopping centre. Conditions may be imposed on the types of goods that could be sold in any retail units that were permitted. However, this should not be encouraged through the policy area designation.

2.104 No representations have been made on the Carley Drive area.

Conclusions on Justification

2.105 A General Employment Area designation reflects the Core Strategy provision for employment in the Mosborough area in a way that is compatible with neighbouring housing and retail developments. It supports existing businesses, will enable non-residential uses to develop with few restrictions and allows developers to respond to new opportunities and market demands.

Effectiveness

Delivery

2.106 The Economy and City Region Background Report sets out how applications for development in General Employment Areas will be assessed.

Flexibility and Risk

2.107 A General Employment Area designation is both flexible and robust – it supports existing businesses but gives some scope to respond to changing market conditions or other changes to land uses surrounding it.

Monitoring

2.108 As for Business and Industrial Area.

Conclusions on Soundness of General Employment Area

2.109 The policy area designation is considered to be sound for the following reasons:

2.110 It is positively prepared:

- A General Employment Area designation will enable non-residential uses to develop with few restrictions and allow developers to respond to new opportunities and market demands
- It develops specific proposals in the Core Strategy.

2.111 It is justified:

- It takes advantage of the opportunities and accessibility of this area adjacent to a major District Centre and associated public transport infrastructure.
- A Business and Industrial Area or Industrial Area designation is not needed to secure employment land to help meet the employment land requirements identified in policy CS1

2.112 It is effective:

- It increases the potential to deliver a wide range of uses in response to market demand

2.113 It is consistent with national policy:

- A General Employment Area designation is flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances.

District Centres

2.114 There are two designated District Centres in the area: **Crystal Peaks** and **Woodhouse**. Crystal Peaks includes the indoor shopping centre built in the late 1980's, together with of the Crystal Peaks Retail Park and adjoining the Drakehouse Retail Park. Woodhouse District Centre covers the main retail and other services and facilities within the centre of Woodhouse.

2.115 **Crystal Peaks** is a modern purpose-built and thriving district centre with three malls based around a central atrium. There is a large Sainsbury's, a post office, bank and pharmacy; and a range of other smaller shops as well as high street fashion and other shops such as estate agents, as well as a number of restaurants and a pub. The centre also has a library and First Point for Council services, but no health facilities or community space.

2.116 It has provided the major focus for provision of shopping and services within South East Sheffield since it opened in 1988. Since the mid-1990s, a variety of retail warehouse outlets in the nearby Drakehouse Retail Park have provided a complementary retail attraction and this raises policy questions about the extent of the District Centre.

2.117 Since 1998, phased expansion of the Centre has significantly increased the amount and variety of retail floor space available there.

- 2.118 A range of retail units remain available following remodelling of the indoor market, relocation of Sainsbury's food store within the Centre, and extension of the East Mall, including extra multi-storey car parking. But there is a limited range of complementary non-retail facilities (e.g. the Centre's multi-screen cinema closed several years ago). Recent expansion has effectively exhausted the potential for further built expansion within and close to the core area of the Centre, unless the bus station were to be relocated to the west of Peaks Mount or expensive extra multi-storey car parking were provided.
- 2.119 The Centre is very accessible from most parts of its surrounding catchment area (by public transport (tram stops and bus station adjoin the Centre) and car, plus foot and cycle from nearby communities). It has its own bus station and supertram stop, both of which are well-used. There is also ample car parking.
- 2.120 Within the centre, pedestrian footfall is generally high and so it feels busy and safe. Environmental quality is good with bright and colourful interiors to the mall and outdoor spaces well-maintained. .
- 2.121 **Woodhouse District Centre** is smaller, physically contained by surrounding housing, and primarily serving residents of Woodhouse. It is an elongated Centre, with most shops fronting onto Chapel Street and Cross Street with its main focus since the 1990s on the Co-op food store at its western end. There is also a Costcutter as well as a post office, pharmacy and pubs. The centre includes a community centre, a church and a housing office but no other public services. Although the centre has some attractive buildings, the pedestrianised Market Square towards eastern end of Centre (from which Co-op moved in 1990s) now has an air of neglect. Recent outline planning approval for redevelopment of largely vacant shops on north side of the square (with flats above) should eventually lead to provision of new retail/service units at ground floor with flats above. There are no large development sites available within or adjoining Centre.
- 2.122 It is one of the few District Centres in the city located away from a main road so is relatively free of traffic and noise. The centre is on a bus route and car parking is good. It has a generally pedestrian-friendly environment.

Consistency with National Policy and Other Strategies

National Policy

- 2.123 Paragraph 23 of the NPPF "Ensuring the vitality of town centres" sets out a number of key points that local planning authorities should recognise, including:
- Recognise town centres as the heart of their communities and pursue policies to support their viability and vitality
 - Define a network and hierarchy of centres that is resilient to anticipated future economic changes

- Define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.

2.124 The broad framework needed to provide the first two points is already provided by the Core Strategy (see below). The distinctive role of the City Policies and Sites document and Proposals Map is to define the extent of the centres and indicate the range of uses that will be provided here. In the case of **Crystal Peaks** it also defines the Primary Shopping Area.

Core Strategy

2.125 Core Strategy policy CS34 identifies Crystal Peaks and Woodhouse as the District Centres within this part of Sheffield, and promotes their role as places to provide for everyday needs with a range of retail, leisure and community facilities. Smaller scale offices and residential developments are also promoted away from shop frontages to complement shops and services.

2.126 Core Strategy policy CS13 applies specifically to the Crystal Peaks Centre and states that shopping provision there will be maintained at around its current size.

Justification

Alternative Options

2.127 For both centres the status given in the Core Strategy means that there is only one acceptable option, which is designation as a District Centre. The role of the current document and Proposals Map is to define what has already been determined in principle in policy CS34.

2.128 The main choices are about the extent of the areas to be defined. In the case of Crystal Peaks Shopping Centre there is no question in view of the existing location of the range of town centre uses. The question remained how much, if any, of the neighbouring retail park areas to include.

Planning Justification for Choice between Policy Areas

2.129 Policy C4, Development in District and Neighbourhood Centres, and policy H1, indicate that shops or community facilities should form at least half the frontage within centres and policy H1 identifies uses that are acceptable. The primary aim of policy C4 is to maintain the retail function of District (and Neighbourhood) Centres.

2.130 The choice of policy area for the Drakehouse Retail Park has been outlined above. Although already in mainly retail use, it is not included in the defined

District Centre. It is physically separate from the Crystal Peaks Shopping Centre complex and not accessible by an attractive and convenient foot route, reducing the scope for shared trips. A preference for shops across this area would lead to an expansion of the capacity of the District Centre, which would be inconsistent with Core Strategy policy CS13, which indicates the centre would be maintained around its present size. Further expansion of the non-food sector would deflect spending more appropriate to the City Centre. The result could be excessive dispersal of shops for a District Centre and a loss of the cohesion needed for it to function effectively. It would be difficult to apply policy C4 in a meaningful way here. It lacks the range of shops and other facilities to qualify as part of the centre. It does still have a role as an edge-of-centre location but lacks the range of facilities to be part of the centre itself. The designation as General Employment Area provides flexibility for appropriate edge-of-centre development without the problems that would arise if defined as part of the Centre itself.

- 2.131 However, the Crystal Peaks Retail Park is included in the District Centre designation. This was also included in the UDP Proposals Map. It is closer to the main complex of the Crystal Peaks Shopping Centre and its range of shops forms part of the offer of the main centre from which it is easily accessed although on the opposite side of Waterthorpe Greenway.
- 2.132 However, it is more marginal than the main complex of the shopping centre and is, therefore, not included in the District Centre's Primary Shopping Area. This is defined to apply national policy for identifying edge-of-centre locations when town centre locations are not available. Edge-of-centre means within 300 metres of the main concentration of shops (see NPPF Glossary, page 52). Extending the band of edge-of-centre locations to 300 metres of the outer edge of the Crystal Peaks Retail Park area would take in locations that are too far from the principal shopping area where footfall is greatest.
- 2.133 **Woodhouse District Centre** is defined by the nature of the current uses, the fact that there are no suitable existing properties to expand its extent, allowing it to continue to evolve organically over time to serve this particular settlement. The centre is currently sustainable, and expansion is not considered to be viable or necessary, as the current retail and community need is presently being met.

Sustainability Issues

- 2.134 District Centres have an important role to play in meeting the aims of sustainable development. They provide a wide range of services and facilities with good accessibility to a significant number of households in the area and thereby reduce the length of journeys that would otherwise be required to access such facilities elsewhere. Woodhouse District Centre is on a high frequency bus route and Crystal Peaks benefits from both a bus interchange and Supertram route. The provision of further facilities on a suitable scale within the Centres will contribute further towards these aims.

Equality Issues

- 2.135 Both District Centres are situated on high frequency public transport routes so are easily accessible to those beyond reasonable walking distance without access to private transport and those with low incomes. They can also provide job opportunities which can benefit all sections of the local community.

Consultee Preferences

- 2.136 The representations by Hammerson Retail Parks objecting to the designation of Drakehouse Retail Park as General Employment Area are dealt with in the General Employment Area section of this chapter.

Conclusions on Justification

- 2.137 The District Centre designations at Crystal Peaks and Woodhouse are needed to deliver Core Strategy policies CS13 and CS34. They provide a wide range of services and facilities that are accessible to a significant number of households in the surrounding areas, provide job opportunities for those local communities and also reflect the size of centre that is appropriate in each case.

Effectiveness

Delivery

- 2.138 The Neighbourhoods Background Report sets out how applications for development in District Centres will be assessed. A City Council strategy setting out an approach to “Thriving District and Local Centres” was approved by the Council’s Cabinet in March 2011. A separate report for each of the former Community Assembly areas was produced as part of the process, listing strategic priorities and specific actions for some of the District and Neighbourhood Centres based on an analysis of the centres and consultation comments received. For District and Neighbourhood Centres as a whole, a priority was to investigate potential for Living Over The Shops (LOTS) schemes to develop/bring into use upper floors above shops and to work with SYPTTE to improve public transport links to and between centres.
- 2.139 At Woodhouse, priorities included creating a better focus or public space for the centre. The Council is also progressing a new community facility on the Tannery Lodge site in the centre of Woodhouse. A report to the Council's Cabinet on 21st March 2012 outlined the proposal for a new flexible library/community facility, Adult Learning Disabilities Service Day Care and residential development. The Cabinet agreed to the continuation and conclusion of negotiations with the preferred developer leading to the disposal of the site. The centre would be developed as a location for frontline services as part of the Council's Customer First Programme in local centres. The current review of libraries across the city has meant that progress on the design proposals with the private developer and

stakeholders has recently stalled but every effort is being made to ensure that the proposal comes to fruition.

Flexibility and Risk

2.140 The District Centre designations allow for a variety of uses that would complement the retail and community offer. There is a risk that vacant sites are not developed and that there is pressure for non-preferred uses which may undermine the role of the District Centre. However, if there were to be little market demand for the preferred uses, then policy C4 includes flexibility to change use from shops subject to a number of criteria, including where a significant proportion of the units in the centre are vacant and the change of use would significantly increase the vitality and viability of the centre.

Monitoring

2.141 The mix of uses and dominance of uses within District Centres will be reassessed as part of future reviews of the Local Plan. Further information is provided in the Neighbourhoods Background Report.

Neighbourhood Centres

2.142 Neighbourhood Centres provide important facilities and services for communities at a local level, particularly where the City Centre and District Centres are some distance away.

2.143 There are a number of Neighbourhood Centres in the South East Assembly area. The size, nature and quality of the Centres vary considerably. The largest is at Birley Moor Road (although a small part of the larger Gleadless Townend Neighbourhood Centre also falls within the South East Assembly area and serves the Base Green and Charnock area). At the other end of the range are small centres with only several retail units such as at West Street, Sothall. The full list of Neighbourhood Centres is as follows:

- Birley Moor Road, Frecheville
- Birley Moor Crescent, Birley
- Birley Spa Lane, Hackenthorpe
- Moorthorpe Rise, Owlthorpe
- High Street, Mosborough
- Streetfields, Halfway
- Westfield Precinct
- West Street, Sothall
- High Street, Beighton
- Beighton Road, Woodhouse

- Gleadless Townend
- Jaunty Way, Base Green
- Handsworth Road, Handsworth
- Ballifield Drive, Handsworth
- Richmond Road, Handsworth

2.144 The preferred uses in such Centres are shops and community facilities, with a wide range of other uses being either acceptable or treated on their merits – this ensures that the distinctive functions of these Centres remain dominant but also allows other uses that complement and add to the vitality and viability of the Centres. Policy C4, Development in District and Neighbourhood Centres, and policy H1, show the types of development that are permitted in Neighbourhood Centres. The policy states that changes of use from shops at street level frontage will be acceptable only if a number of criteria are met.

Consistency with National Policy and Other Strategies

National Policy

2.145 The NPPF requires local planning authorities to define a network and hierarchy of centres that are resilient to anticipated future economic changes (paragraph 23). Plans are required to promote strong neighbourhood centres (paragraph 68) and plan positively for local shops and other community facilities and ensure that those already established can be retained and developed to benefit the community (paragraph 70). The Neighbourhood Centres form a significant level of provision that will deliver these national policy requirements.

Core Strategy

2.146 Policy CS39 encourages the development of local shops and community facilities to serve everyday needs within Neighbourhood Centres.

2.147 Paragraph 8.73 of the Core Strategy recognises that Neighbourhood Centres are a key to achieving the objectives for successful neighbourhoods, providing a basic range of shops and services within walking distance and for basic top-up needs and for people without their own transport.

Justification

Alternative Options

2.148 No consideration was given to re-designating any Neighbourhood Centres to form District Centres, as these are already defined in Core Strategy CS34. The main options for each proposed Neighbourhood Centre were:

- Designate distinct Neighbourhood Centre

- Incorporate in a Housing Area

2.149 The strengths of the Neighbourhood Centre option are:

- It helps retain small clusters of local shops.

2.150 The weaknesses of the Neighbourhood Centre option are:

- It could perpetuate centres when demand no longer exists and lead to blighting.

2.151 The strengths of the Housing Area option are:

- It would allow shops and community facilities to continue without risk of perpetuating uneconomic uses
- It simplifies the policy area designation to omit very small areas.

2.152 The weaknesses of the Housing Area option are:

- It could allow uses that would detract from and could destroy the centre's viability and ability to serve the local community
- It would fail to deliver Core Strategy policy CS39.

Planning Justification for Choice between Policy Areas

2.153 All of the Neighbourhood Centres throughout the former South East Community Assembly area fulfil the above function to varying degrees, and descriptions of each individual centre and their functions are set out below. The Neighbourhood Centre designation is necessary to maintain the predominant retail function of these centres and their role in continuing to provide for the day-to-day needs to the local community. All of the Neighbourhood Centres have more than half the length of frontage of units in the centre in retail use.

2.154 **Birley Moor Road** has a good range of everyday shops including a Spar and a Co-op, as well as a post office and a pharmacy. It also has places selling food and drink and includes housing. It lacks workspace and access to learning and training opportunities, though there is provision at Birley Community College. The centre includes a library and access to some public services and health facilities. However there is no community building. It is the largest Neighbourhood Centre entirely within the area and serves a relatively large catchment area in Frecheville. It also lies on a high frequency bus route.

2.155 **Birley Moor Crescent** is a very small centre consisting of a currently disused pub and two takeaways, a "Premier" convenience store and an Open Door Adult Learning Centre. New housing development nearby is ongoing (redevelopment of Newstead Estate) so it is expected that the centre will serve both existing and

new residents. Planning permission was granted in March 2011 for alterations and extensions to public house for use as supported group living accommodation and the provision of vocational workshops for 12 adults with acquired brain injury.

- 2.156 **Birley Spa Lane** has a good range of everyday shops including a Spar and a non-charging ATM. It also has places to eat and drink and includes housing. It lacks access to learning and training as well as workspace. There is a community building, Hackenthorpe Community Centre, and a chiropractor but there are no other public services available within the centre. It is well used and serves some of the day-to-day needs of local residents.
- 2.157 **Moorthorpe Rise, Owlthorpe** – at present the centre consists solely of the medical centre. The planned housing development at Owlthorpe will make future provision of a local shop to serve both existing and new residents more likely. The housing sites at Owlthorpe are currently being assessed through the Council's Assets Enhancement Programme. The extent of the Neighbourhood Centre designation has been reduced from that in earlier drafts to provide more flexibility in terms of the actual location of new, small-scale retail facilities and other services.
- 2.158 At **Mosborough High Street** there are everyday shops serving the local area including a post office but there is no foodstore, financial services or pharmacy. There are some places to eat and drink and housing but no access to training/learning. Access to community facilities and health/public services is limited to a dental surgery and physiotherapist. Designation as a Neighbourhood Centre helps to keep open opportunities for a wider range of shops.
- 2.159 **Streetfields, Halfway** is a small centre consisting of pub and a separate parade of shops – a takeaway, beauty salon, hairdressers, a small supermarket and a vacant unit. Whilst quiet, these facilities together with the bus terminus a short distance away does lend the centre more of a "hub" feeling, although it has a poor physical environment. The Centre serves a large residential area and the designation is important to maintain a majority shop use if possible or, if not, to encourage other uses which would increase its vitality and viability if the number of vacancies rises.
- 2.160 At **Westfield Precinct**, there is a reasonable range of everyday shops including a Co-op and a pharmacy and a non-charging ATM. The Centre lacks workspace and leisure facilities and access to learning/training. There is a community building but the provision of public services is extremely limited. The centre has a very poor image with some of the buildings are derelict and it suffers from anti-social behaviour. It is similar to Streetfields in having a poor image but it serves a large residential area. The Neighbourhood Centre designation is important to reflect, maintain and develop its retail nature to serve the day-to-day needs of local residents.

- 2.161 **West Street, Sothall** consists of six retail units in terraced properties along West Street, with a snooker club adjacent that does not lie within the Neighbourhood Centre boundary. The units are a sandwich shop, a pizza parlour, a Chinese takeaway, a florist, a specialist clothes (dance) shop and a "food and wine" shop. Whilst small, it does provide a service in terms of meeting some of the day-to-day needs of local residents and the Neighbourhood Centre designation is therefore the most appropriate.
- 2.162 **High Street, Bighton** has a good range of everyday shops including a post office. It also has places to eat and drink, and the Bighton Welfare Recreation Ground. There is little or no access to public services in the centre but the Welfare Recreation Ground and other facilities do provide places to meet and opportunities for local events. Its designation as a Neighbourhood Centre reflects the current uses and the lack of any other equivalent centre serving a large residential area.
- 2.163 **Bighton Road, Woodhouse** consists of ten units in terraced properties, and includes hot-food takeaways, a hairdressers, an insurance company and electrical store. Although close to Woodhouse District Centre, the centre is separate and self-contained, consisting of facilities which provide for people's day-to-day needs and its designation as a Neighbourhood Centre is therefore the most appropriate for the function it serves.
- 2.164 **Ballifield Road, Handsworth** consists of a parade of shops: newsagents/grocers, a pizza parlour, a fish and chip shop, two vacant units and an adjacent vacant pub which has a sign saying that it will open soon under new management. Although small, it has some function in providing for day-to-day needs within a large residential area with few other facilities. Its designation as a Neighbourhood Centre aims to retain its predominant retail use but should the proportion of vacant units become significant then alternative uses that increase the vitality and viability of the centre may be appropriate.
- 2.165 **Richmond Road, Handsworth** consists of seven units, although two are currently vacant. It has a Costcutter supermarket and the level of pedestrian activity appeared to be relatively high when compared to the other centres, and it serves the day to day needs of local residents in a part of Handsworth away from the main road (Handsworth Road) through the centre of Handsworth. Its designation as a Neighbourhood Centre is therefore the most appropriate.
- 2.166 **Handsworth Road, Handsworth** consists of a couple of specialist shops (gifts and bathroom store) and several other small shops including an off licence, bookmakers, hair salon, takeaway, sandwich shop. There is also a restaurant and a public house in the centre. The designation as Neighbourhood Centre is appropriate as it seeks to retain its primary retail function and serves some of the day to day needs of the local community. A bowling alley lies adjacent on the other side of Bramley Lane.

2.167 **Gleadless Townend** serves a fairly wide community in the Gleadless, Charnock and Base Green area. It is the largest Neighbourhood Centre in the area (although only part of it lies within the South East Assembly area) and there is a very good range of everyday and specialist shops and services including a Sainsbury's Local and a Spar, a post office, bank, non-charging ATM and pharmacy. The centre includes a snooker club, places to eat and drink and plenty of housing. There is workspace nearby but no access to learning and training opportunities. The centre includes a new library, places of worship, two health centres and two dentists and is close to a school. The designation of Neighbourhood Centre is the most appropriate – the only realistic alternative is that of District Centre but when the Core Strategy was prepared it was considered to not be of sufficient scale to be designated as such.

2.168 **Jaunty Way** serves a much more localised community within the Base Green estate. It has a good range of everyday shops including a Co-op. There is limited access to services and facilities that businesses need and no provision of advice for businesses or for people looking for employment. The Tenants' and Residents' Association (TARA) provides access to lifelong learning and training opportunities.

2.169 The majority of the Neighbourhood Centres are surrounded by a Housing Area designation – Birley Moor Crescent; Beighton Road, Woodhouse; Gleadless Townend; Jaunty Way; Ballifield Drive; Richmond Road; and High Street, Mosborough. A number of others are mainly adjacent to a Housing Area but also adjacent partly to an Open Space Area – Birley Moor Road; Moorthorpe Rise, Owlthorpe; Streetfields, Halfway; Westfield Precinct; and West Street, Beighton whilst two others are also adjacent to the Green Belt, at High Street, Beighton and Handsworth Road.

Sustainability Issues

2.170 Neighbourhood Centres contribute towards the aims of sustainable development in a similar way to District Centres though on a smaller scale – the provision of day to day needs within these Centres in residential areas enable local residents to access them without the need to travel elsewhere and they may also provide limited scope for job opportunities for local residents. A number of Neighbourhood Centres are not located close to high frequency public transport routes which can increase the importance of such Centres to the local community but for many people walking distance is more appropriate for this scale of shopping and those needing not to walk might accept lower frequency.

Equality Issues

2.171 As with District Centres, Neighbourhood Centres have a role to play in providing small-scale facilities and services for local communities in locations where

otherwise lengthier travel would be required. They are therefore particularly beneficial to those without access to private transport and those on low incomes. Job opportunities within the centres will also benefit the local community.

Consultee Preferences

2.172 There have been no representations at any stage with regard to Neighbourhood Centres in the former South East Community Assembly area.

Conclusions on Justification

2.173 The Neighbourhood Centres throughout the former South East Community Assembly area support the aims of Core Strategy policy CS39 in providing a range of local shops and community facilities within walking distance of residential neighbourhoods to serve the everyday needs of the local community.

Effectiveness

Delivery

2.174 The Neighbourhoods Background Report sets out how applications for development in District Centres will be assessed.

Flexibility and Risk

2.175 The Neighbourhood Centre designations allow for a variety of uses that would complement the retail and community offer. There is a risk that vacant sites or underused premises are not developed and that there is pressure for non-preferred uses which may undermine the role of the Neighbourhood Centre. However, if there were to be little market demand for the preferred uses, then policy C4 includes flexibility to change use from shops subject to a number of criteria, including where a significant proportion of the units in the centre are vacant and the change of use would significantly increase the vitality and viability of the centre. This approach may be relevant in several of the Centres which appear to be in decline at present, for example, Ballifield Drive, Birley Moor Crescent and Westfield Precinct.

Monitoring

2.176 As for District Centres.

Conclusions on Soundness of District and Neighbourhood Centres

2.177 They are positively prepared:

- Both policy areas are clearly defined and create opportunities to meet the needs of local communities by providing a range of services and facilities to meet everyday needs.
- The centres at Crystal Peaks and at Woodhouse, are encouraged to continue offering a wide range of services and facilities, with the smaller Neighbourhood Centres, providing a smaller range but more accessibly.

2.178 They are justified:

- They are needed to deliver Core Strategy policies CS34 and CS39
- The extents of Crystal Peaks and Woodhouse are defined to reflect the appropriate scale of requirements in each
- The network of Neighbourhood Centres provides for basic facilities close to where people live

2.179 They are effective:

- The areas defined take account of expected viability and the related policies provide a safety mechanism if market changes were to lead to higher levels of vacancy than anticipated.

2.180 They are consistent with national policy:

- The policy areas are required by national guidance requiring definition of the extent of centres and primary areas.
- They are resilient, enabling expansion and, sometimes, contraction in order to consolidate the retail and community uses that are the mainstay of the Centres' vitality and viability but allowing flexibility for the unforeseen.

Housing Areas

Consistency with National Policy and Other Strategies

National Policy

2.181 The provision of new housing is one of the key policies in the NPPF. Paragraph 47 states that “to boost significantly the supply of housing” local planning authorities should carry out a number of tasks, including the identification of a supply of specific, deliverable sites to provide five years' worth of housing; using their evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing; and setting out an approach to housing density to reflect local circumstances. The Housing Areas represent

the principle area for such provision. The Council's approach to delivering new homes is set out in detail in the Attractive and Sustainable Neighbourhoods Background Report.

Core Strategy

2.182 The Core Strategy proposes housing in the main built up area (see paragraph 4.26) but the extent of this is limited by the Green Belt boundary (see policy CS71). Policy CS24 gives priority to brownfield sites but allows for housing on greenfield sites in certain circumstances. The policy specifically refers to the Owlthorpe township (CS24c) as a location where housing on greenfield sites will be developed.

2.183 Following consultation on the draft document in 2010 it became very clear that additional sites would be required to help meet the requirement in policy CS22 for an ongoing five-year supply of housing land. This has meant identifying further greenfield sites, in line with the mechanism in policy CS24d. This has included land east of Woodhouse.

Justification

Alternative Options

2.184 Most of the areas designated as Housing Areas are already mainly residential and mainly stable whether the older core of villages in places such as Hackenthorpe, Mosborough and Woodhouse, more recent private development at Owlthorpe and Beighton, or Council estates such as in Base Green and parts of Handsworth.

2.185 Where there are regeneration proposals, as at the Scowerdons, Weakland and Newstead Estates there is a longstanding commitment to replace with housing. Given their location in relation to other residential areas and the lack of sufficient alternative land for housing there was no case for reviewing the appropriate policy area.

2.186 There are several locations in the area where site allocations for housing extend beyond the current built-up area and mean that the underlying policy area designation is Housing Area. These are sites at Owlthorpe, Oxclose, Woodhouse East and Westfield. Whilst these site allocations are referred to in the Site Allocations part of this Report, the more detailed justification for these sites (and the justification for the extension of the Housing Area designation beyond the current built-up area boundary) is covered in this section.

Owlthorpe

Planning Justification for Choice between Policy Areas

- 2.187 At **Owlthorpe**, the allocated housing sites are located on the edge of the urban area and close to regular tram services to the City Centre and Crystal Peaks. The development of these greenfield sites to provide a total of around 260 dwellings would complete the partially finished Owlthorpe Township, with benefits for existing and future residents, including the provision of additional facilities such as a local shop, further improvements to open space and the local public rights of way network, new recreation provision, all set within an improved green framework beneficial to local people and wildlife.
- 2.188 The sites were allocated for housing in the UDP and were confirmed as being suitable for housing in the Local Plan Core Strategy.
- 2.189 Current work by the Council as part of the Local Growth Fund initiative is preparation of a Planning and Design Brief for these sites as part of the Council's asset enhancement programme. This includes not only the housing sites but the links to adjacent greenspaces and the network of public footpaths/bridleways in the area, including the Owlthorpe Heritage and Nature Trail that runs adjacent to the sites.
- 2.190 There is a medical centre and the sites are close to Donetsk Way Supertram stop. Rainbow Forge primary school is around 800m walk away, and there are public houses, a community centre, post office and place of worship also within 800m in Hackenthorpe.
- 2.191 Although a substantial part of the residential township at Owlthorpe had been developed by the late 1980s, the development of dwellings on the southern side of the Ochre Dike was delayed, mainly due to the unavailability of land needed to ensure provision of adequate road access to the area south of Ochre Dike could be achieved. Sites for housing were allocated there in the adopted UDP, and guidance for developers was made available in the Owlthorpe Planning Brief. This identified six housing sites (Sites A-F), a Village Centre, routes for new footpath/cycle routes and access roads (including the completed Moorthorpe Way loop road and a local green framework of open space that would be upgraded to benefit both residents and wildlife. Sites A and B were developed (to form the Woodland Heights estate), before government guidance in Planning Policy Guidance Note PPG3 (Housing) led the City Council to suspend approvals for new greenfield housing development until the most appropriate means to meet the City's future housing needs had been identified using increased brownfield capacity in a revised development plan for the city.
- 2.192 Since then the Woodland Heights estate, the doctor's surgery and pharmacy on the Village Centre site have remained isolated and clearly separated from the main parts of Owlthorpe. As yet, there are no play facilities within easy reach of

the residents of the Woodland Heights estate. Patients who live north of Ochre Dike, particularly the older and less able, also find it difficult to reach the isolated surgery and pharmacy, because foot access is not easy using the sub-standard footpath with bridge and steps that crosses the Ochre Dike and the much longer alternative foot route involves a detour along the main estate access road. There is no public transport access into the area south of Ochre Dike, and there appears to be little prospect of regular bus services serving the area unless the Moorthorpe Way link road through the site could be completed. Completion of the township would provide the only realistic opportunity to overcome these shortcomings, as part of the range of localised benefits that would arise for existing and future residents, plus local wildlife.

- 2.193 Given the length of time since the Planning Brief was drafted, and to recognise changes in planning policy, environmental initiatives and the physical environment since that time, the new Planning and Design Brief is being prepared. The boundaries of the sites have been revised from those shown in the UDP to take into account more recent ecological surveys, guidance on development near overhead power lines and the development of the medical centre. There has also been a significant programme of environmental improvements in the area, much of which has now been implemented, including the creation of the Owlthorpe Heritage and Nature Trail, and any housing development must be carefully integrated with the surrounding green framework and network of local footpaths and bridleways.
- 2.194 Completion of the Moorthorpe Way loop road would enhance local accessibility for residents by road and foot; and would increase the likelihood of new local facilities being provided. However, although the completion of the link road is highly desirable it is not an essential requirement for development and, considering the cost and practical problems in securing the necessary land, may not prove feasible to deliver in the short term. In terms of public transport accessibility, even if the link road was completed the Passenger Transport Executive has indicated that, at present, it is unlikely that a bus operator would be willing to provide a service along it.
- 2.195 For five (allocated) sites in the city as a whole, a new convenience shop would need to be provided as part of the development or in the local area (within 800 metres) in order for development to comply with the policy. Where this is the case, it is specified as a condition of development (unless it can be demonstrated that it would be unviable). The Owlthorpe site allocations and Woodhouse East are cases in point. Four sites currently lack five local facilities within reasonable walking distance but, in most cases, one or more of the five local services and facilities is slightly beyond the 'reasonable walking distances' defined in the policy and it may be necessary to make an exception to the policy if it is not economically viable to provide additional facilities. It is, however, anticipated that the Community Infrastructure Levy (CIL) would be used to overcome any shortfall where there is a serious deficiency.

- 2.196 In terms of alternative options, the only realistic option would be for the Owlthorpe housing sites to remain undeveloped and, given their greenfield nature, be designated as Open Space Area. However, the appropriateness of allocating the land for housing has already been confirmed in the Core Strategy and given the current need for housing land there have been no changes in circumstances in the interim that would warrant changing this designation; if anything, given the pressing need to identify a supply of housing land it is now even more important that sites such as these are retained as housing sites and measures sought to bring them forward for development as soon as is realistically possible. A designation of Countryside Area: Non Green Belt would also not be appropriate as the land is not open countryside between the edge of the built-up area and Green Belt.
- 2.197 In view of the location of the site, the provision for housing in the Core Strategy, the need to complete the township and the overriding need for housing land other development options were not considered to be meaningful. The sites are not suitable for industrial use as they are adjacent to housing. They are also not suitable for a retail allocation as they are not within a District Centre, and additional large scale facilities would detract from facilities at the closest hub at Crystal Peaks. They are also not suitable for office and non-office business use – other more sustainable office sites are available in priority locations elsewhere in the city; nearby areas are overwhelmingly residential in character; and there has been no demand to date for large business and office sites in South East Sheffield.
- 2.198 The green and open character of the sites currently provides some landscape value but they are increasingly overgrown and are not of high ecological value. If they were to be retained and appropriately enhanced as greenspace they could provide additional ecological, natural environmental and recreational benefits for people and wildlife, complementing and reinforcing adjoining areas already protected as Open Space Areas and Green Belt, but there is no obvious source of funding for this approach, and it is considered that greater benefits would arise from the development of new housing to complete the Owlthorpe Township. The environmental strategy for this area continues to be to integrate a biodiverse, eco-friendly landscape into all existing and future communities and conserve and enhance the local landscape for the benefit of people and wildlife.
- 2.199 Those green spaces at Owlthorpe of high natural history interest would be retained, with a view to their enhancement as part of the area's green framework. Developer funding could then ensure sufficient resources become available for co-ordinated enhancements of the area's retained green framework of open space, providing landscape, recreational and natural history benefits for residents and wildlife.

Sustainability Issues

- 2.200 See paragraphs on the allocated sites.

Equality Issues

2.201 See paragraphs on the allocated sites.

Consultee Preferences

- 2.202 At Emerging Options stage, the Moss Valley Wildlife Group suggested that the Owlthorpe housing sites be put into the Green Belt and should only be developed as a last resort. A number of residents submitted objections to new housing development, including a petition with 200 signatures stating that the land should be protected and enhanced as greenspace. One objection was against the completion of the Moorthorpe Way link road as it would reduce security for the existing estates and a bus service would increase danger and pollution. There was support for housing development on Site D from one resident and support for all of the Owlthorpe housing sites from a planning consultancy. The Highways Agency stated that they wished to be consulted on proposed developments at an early stage to encourage developers to demonstrate measures to mitigate traffic impact arising from the Owlthorpe housing sites (as well as housing sites at Woodhouse and employment sites at Holbrook).
- 2.203 At Preferred Options stage, the Moss Valley Wildlife Group objected to the allocating of these sites for housing or any other form of development. The owner of land allocated for employment use at Oxclose also objected to the Owlthorpe housing sites whilst stating that the land in their ownership at Oxclose should be changed to housing land. A planning consultancy supported the allocation of the Owlthorpe sites for housing.
- 2.204 At the 2010 Draft stage there were a number of representations about the Owlthorpe housing sites. The Owlthorpe Community Forum stated that the housing should be conditional on protecting and enhancing neighbouring greenspaces, the development of a village centres with shops and other facilities, and encouraging particular orientation and energy-efficiency of new buildings and completion of the Moorthorpe Way link road. One resident questioned the justification for greenfield housing allocations anywhere, but particularly at Owlthorpe and Oxclose, and the Moss Valley Wildlife Group stated that the land should remain as greenspace. A couple of residents welcomed completion of the housing development but stated that it was essential to complete the Moorthorpe Way link road.
- 2.205 Whilst appreciating the representations made about retaining the area as open space, no evidence was presented to outweigh the local and strategic case for completing the development of the township and designating as a Housing Area.

Delivery

- 2.206 The site is included as part of the Council's Assets Enhancement Programme, funded by the Local Growth Fund, and a Planning & Design Brief will be produced with the full involvement of, and consultation with, the local community.

Woodhouse East

Planning Justification for Choice between Policy Areas

- 2.207 **Land at Woodhouse East** (site P00510) is proposed as a mixed use (housing and open space) allocation. A much wider area of land to the north of Beighton Road, including the current proposed allocation, was allocated for housing in the UDP but due to national, regional and local planning policy priority on bringing forward new housing on previously developed (brownfield) land first, and due to the fact that housing requirements in the city could be met on brownfield land, the land has not been developed nor has it been subject to any planning applications for residential use. However, given the pressing need to now identify more land for housing, part of this land is again proposed for housing development, as an Additional Site in early 2012.
- 2.208 It's fully recognised that the land has particular characteristics which, under different circumstances, may well have led to a designation that seeks to protect the land from development rather than for development. For example, its greenfield nature and its majority being in use as high quality agricultural land. The Core Strategy stated, in policy CS72, that this general location should be designated as a Countryside Area and this is the designation of the land on the 2010 Draft Proposals Map. However, since that time the reduction in the amount of land where housing would be deliverable in the changed market conditions meant that the city's was unable to identify a five-year supply of housing land without allocating new sites. Paragraph 49 of the NPPF states that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. It was essential for the policy areas and sites to contribute as far as possible to meeting this need. However, an area of Countryside Area : non Green Belt would remain between the proposed housing allocation and the Green Belt to the east.
- 2.209 The Council has recently completed a refresh of their Gypsy and Traveller Accommodation Assessment for the period 2012-2017. It is statutory requirement under Government Planning Policy that all local authorities assess the accommodation needs of Gypsies and Travellers in their area and the demand for new pitches over the next five years. The refreshed assessment has found that Sheffield requires 50 additional pitches to meet the accommodation needs of Gypsies, Travellers and Showpeople currently living in the city and for new households likely to form in the next five years. Work to identify suitable sites for Gypsy and Traveller pitches will begin in 2014, when the Council will be required

to refresh the Sheffield Local Plan (formally Sheffield Development Framework) which looks at a citywide approach to future developments. This will require widespread consultation with all communities and stakeholders across the city, including Gypsies and Travellers.

- 2.210 There are relatively few proposed housing sites in the former South East Community Assembly Area - far fewer dwellings are proposed than in the former Central, East, Northern and North East Areas. Only the South and South West have fewer proposed dwellings. It is expected that a high proportion of new homes would be family dwellings. Affordable housing would form part of the mix.
- 2.211 Development of the land would not mean that Woodhouse merges with adjacent settlements.
- 2.212 The need for more land has led to this land again becoming a prime candidate for housing. Sites in the Green Belt were not considered as options. National policy states that Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan and the Core Strategy (policy CS71) states that the Green Belt will not be subject to strategic or local review. Such a review should be carried out on a comprehensive, citywide basis taking account of all options. In the meantime the options for additional housing areas are in areas not in the Green Belt.
- 2.213 In the Additional Sites consultation document a number of factors were highlighted that need to be taken into account prior to any decision to allocate the land, as well as the mitigation measures and conditions required should the allocation proceed.
- 2.214 An agricultural land survey of the site shows that the majority of the farmed land is Grade 3a, with the remainder Grade 2, agricultural land. However, given the need to identify additional housing land it is considered that this is not a sufficient reason for not allocating for housing. Archaeological and ecological surveys of the site have revealed nothing that would prevent the site being allocated but possible features of value would need to be investigated further at planning application stage and the necessary conditions and mitigation measures attached to any planning permission prior to development proceeding. The site is on a public transport route with a service frequency of 3 buses per hour during the day and on further examination SYPTTE have stated that no additional public transport intervention is required in order for housing development to go ahead.
- 2.215 For five (allocated) sites in the city as a whole, a new convenience shop would need to be provided as part of the development or in the local area (within 800 metres) in order for development to comply with the policy. Where this is the case, it is specified as a condition of development (unless it can be demonstrated that it would be unviable). Woodhouse East is a case in point, along with the Owlthorpe sites discussed above. Four sites currently lack five local facilities within reasonable walking distance but, in most cases, one or more of the five

local services and facilities is slightly beyond the 'reasonable walking distances' defined in the policy and it may be necessary to make an exception to the policy if it is not economically viable to provide additional facilities. It is, however, anticipated that the Community Infrastructure Levy (CIL) would be used to overcome any shortfall where there is a serious deficiency.

2.216 As recognised in the Additional Sites document, a significant proportion of the site will remain undeveloped and be left or improved as open space. There will also remain open areas of land designated as Countryside Area to the east and north which help to act as a clear buffer between any proposed new housing and Beighton Marsh Local Nature Reserve. It's also recognised that environmental improvement work has been carried out in recent years by local community groups and Sheffield Landscape Trust and any new development must seek to ensure that any potentially adverse effects arising from new housing development on environmental projects either undertaken or planned, for example hedgerow improvements, is avoided or minimised. It is also the clear intention that, should the site be confirmed as suitable for housing development and therefore allocated in the development plan, a Planning and Design Brief will be prepared for the site including full consultation and involvement with the local community.

2.217 More detailed concerns are considered below in the context of consultee preferences.

2.218 At Preferred Options stage, the CPRE supported the designation of the land as Open Space Area.

2.219 At 2010 Draft stage the CPRE supported the de-allocation of this land for housing and its designation as Countryside Area.

2.220 At Additional Sites stage, there were a number of objections to the proposed allocation of this land for housing on various grounds, including potential adverse effects on:

- agricultural land
- greenfield land
- environmental improvement work
- ecology
- road capacity
- capacity of schools and doctor's/dental surgeries
- archaeology
- community facilities
- mining/landfill gas
- flood risk
- air quality
- other sustainable sites in the Green Belt should be used instead

- 2.221 In addition to a number of local residents objecting to the proposed allocation, and one in support of it, the following organisations and individuals also submitted representations which can be summarised as follows:
- 2.222 The Environment Agency did not object to the allocation of this site for housing but stated that the developer would need to satisfy themselves of any implications of the presence of Beighton tip – a closed landfill site – for its development. The Coal Authority and Rotherham MBC did not object to the proposed allocation. Natural England and Sheffield Wildlife Trust did not object to the proposed allocation provided that detailed ecological surveys were carried out and reviewed before any decision about allocation was made, that a landscape visual impact assessment should be carried out and that conditions should be imposed on any planning permission to mitigate any impact on the natural environment/biodiversity. CPRE South Yorkshire stated that significant harm would occur to the open character of the site and the wider landscape but, if allocated, the development brief must ensure that sufficient open space is provided and that there is a buffer between the site and the Green Belt. Shirebrook Conservation Group stated that there should be a review of the Green Belt, that greenfield land should not be used, that the new sites are disproportionately concentrated in the south east of the city, that local infrastructure would not be able to cope, and queried that latest position regarding the provision of accommodation for gypsies and travellers.
- 2.223 Clive Betts, MP expressed concern about the rationale for proposing greenfield land for housing i.e. developers will “cherry pick” greenfield sites as easier to develop but accepted the need for more housing sites in the longer term. Shirebrook Conservation Group had raised their concerns with Mr. Betts, including the need to look at alternative sites in the Green Belt at the former Shirebrook school and at Retford Road (the former lies within the Green Belt so, as explained elsewhere, could only be allocated for housing as part of a citywide review of the Green Belt and the latter is more appropriately allocated for employment use, as confirmed in the ELR).
- 2.224 Pedal Ready – The Sheffield Cycle Training Co-Operative expressed concern about the reduction in greenspace and stated that other, brownfield sites should be used instead.
- 2.225 William Cook Properties Ltd. objected to the proposed allocation, instead seeking to allocate land in their ownership at Holbrook Industrial Estate for housing. They stated that the Woodhouse site should not be considered for residential development until the results of agricultural, ecological and archaeological surveys have been published; that development of the site would have an adverse effect on the setting of the adjacent Local Nature Reserve and on environmental projects in the area; that residential development would be contrary to Core Strategy policy CS72; and that the site is poorly located in terms of public transport and other local facilities. The reasons for not proposing to change the land at Holbrook Industrial Estate (Mosborough Wood Business Park)

from employment to housing use is set out in the Industrial Area section above, paragraph 2.60.

- 2.226 At 2010 Draft stage and 2012 Additional Site Options stage, representations were made by Hartwood Estates seeking the allocation of land in their ownership for housing to the south of Mosborough Moor and to the north of Mosborough village. The company also objected to the proposed housing allocation at Woodhouse East, saying that the site does not score well in relation to access to facilities and that its sustainability would need to be created by substantial investment in public transport and a range of other community facilities. In addition, given the site's designation as Countryside Area in the Core Strategy and the site's ecological and agricultural value, the proposed allocation contravenes Core Strategy policies. The land at Mosborough Moor which they seek to have allocated for housing is designated as Countryside Area: Non-Green Belt and shown as part of a wider Green Link. The land could not be developed in isolation as road access would need to be provided. Further land leading to the main Mosborough Moor road would need to be added to ensure a suitable access which would in turn need to be linked to at least one other adopted highway which would almost certainly mean the substantial improvement of the southern access lane, i.e. from Bridle Stile. All of this surrounding land is also designated as an Ecological Local Nature Site and residential development would cause unacceptable impact on features of ecological value. The majority of the land to the north of Elm Crescent and Moor Farm Avenue lies within the Countryside Area : Green Belt designation, with a small portion of it designated as Countryside Area : Non Green Belt. Land to the north of Elm Crescent would not be developable in isolation - additional land which excluded the recreation ground would form a very large site that Swallows Lane would not be suitable to serve. Development of the site would need to include the recreation ground, which would then allow a suitable direct access to Mosborough Moor, and ideally a secondary access into Moor Farm Avenue would also be required. However, the land here is also designated as an Ecological Local Nature Site and allocating the land for development is therefore not acceptable.
- 2.227 The issues of agricultural value, Countryside Area, distribution of sites, Green Belt and greenfield status are considered in the paragraphs above.
- 2.228 Environmental work undertaken by local environmental and community groups and individuals is welcomed and supported by the Council. Features of nature conservation value will continue to be preserved and enhanced where possible as will public rights of way, with the health benefits of recreation fully recognised.
- 2.229 In terms of highways issues, all concerns raised can be resolved - there are no issues that would prevent development taking place. It will be important to ensure all the plots are developed in a joined up way to ensure a holistic approach is taken, rather than as individual plots. Specific concerns such as the banning of specific turning movements would be considered as part of the detailed access

design, although it is expected that a safe and efficient access can be provided which should accommodate all turning options.

- 2.230 The Council is pursuing the development of a new community facility on the Tannery Lodge site in the centre of Woodhouse. A report to the Council's Cabinet on 21st March 2012 outlined the proposal for a new flexible library/community facility, Adult Learning Disabilities Service Day Care and residential development. The Cabinet agreed to the continuation and conclusion of negotiations with the preferred developer leading to the disposal of the site. Library provision and community facilities will be improved, supporting the Successful Centres Strategy and enabling delivery of a modern library service. The current review of libraries across the city has meant that progress on the design proposals with the private developer and stakeholders has recently stalled but every effort is being made to ensure that the proposal comes to fruition. The additional housing at Woodhouse East would contribute to the viability of this provision.
- 2.231 An ecological survey of the site has been carried out. Conditions on development will include protection of the main community regeneration project areas; safeguarding of hedgerows of priority habitat value; an environmental buffer to Local Nature Site/Local Nature Reserve to the east of the site; and on-site open space and Green Link to be provided. A Planning and Design Brief will set out the implications for the layout and density of the development and will be consulted on locally.
- 2.232 Following an archaeological survey of the site, there are no reasons in principle as to why the land should not be allocated for housing. However, historic hedgerows are present within the site between the arable fields. Ridge and furrow earthworks have also been identified within the arable fields. The presence of such features may affect future development proposals and a further assessment would need to be made prior to any planning application to establish the presence/absence, significance and condition of heritage assets at the site, including the submission of a Heritage Statement.
- 2.233 There is no mining legacy present on this proposed allocation; it lies on the surface coal resource. There are mining legacy features on the land to the immediate south of the site on the opposite side of Beighton Road including a number of mine entries. There is a mining legacy further to the north of the Playing Field which is no longer included within this site and should not affect development on this allocation. The Coal Authority would not object to this site allocation.
- 2.234 The Environment Agency stated, in relation to the proposed allocation to the south side of Beighton Road - but also relevant to this proposed Housing Area - that "the site is next to the Beighton Landfill site which is a closed landfill. The owners are currently required to comply with standard monitoring conditions and so the landfill licence is not yet surrendered. The site developer will need to

satisfy themselves of any implications the presence of this closed landfill has for development of this site".

- 2.235 With regard to any potential hazards from migrating gas, a Ground Gas Risk Assessment has already been completed on the site of the old Beighton tip - as a result of this some upgrading works are planned for gas infrastructure on site and, as a result of damage and a number of fires in 2011, consideration is also being given to restricting public access to some areas. However, this is specific to the former tip site itself. Gas migration is monitored by a series of boreholes at the site perimeter. At this time the Council is not aware of any significant issues with gas migrating off the site.
- 2.236 The site also produces leachate which is characterised by elevated concentrations of ammoniacal nitrogen and chloride. The leachate is controlled by pumping from the site before being treated and disposed of to foul sewer. In common with many other old closed sites in the country there is no landfill lining system at Beighton therefore there is no barrier between the waste mass and soil/groundwater. Monitoring boreholes at the perimeter of the site allow the impact on groundwater to be monitored. Any migration of pollutants that does occur is not thought to be significantly impacting on sensitive receptors (flora and fauna) in the local area.
- 2.237 In terms of school capacity in the area, around 360 dwellings in the Brunswick catchment equates to a yield of 10-11 pupils per year group. Demand for places at Brunswick is high and forecast to remain so but currently around a quarter of pupils on roll at Brunswick come from outside the catchment. Overall demand could be accommodated within schools across the wider area. There is a continuing surplus of places forecast at secondary level in South East Sheffield so no problems are expected, provided that the strategy for expansions elsewhere is implemented.
- 2.238 With regard to medical facilities, where a need arises it would be put to the NHS Clinical Commissioning Group and a new service commissioned where appropriate.
- 2.239 The area is within a Low Probability Flood Zone, and there is no overland flow path across the site.
- 2.240 As the site is greenfield, the Council's planning and drainage requirements state that surface water must be reduced to 5 litres per second per hectare on all sites over 1 hectare. Any developer would have to design attenuation methods to achieve this requirement. This is equivalent to a greenfield run-off rate and, therefore, there would be no additional run-off from a development on this site.
- 2.241 New public sewers have already been laid which are sufficient to support future development in this area and both surface water and foul water from the site would discharge to these new separate systems. The surface water sewer

discharges to the Shire Brook and the foul sewer discharges to the sewage treatment works at Woodhouse Mill. In addition, Woodhouse Mill Sewage Treatment Works is currently being upgraded with a scheduled completion of works before the end of 2013.

- 2.242 Housing development would only be permitted in areas where any resulting loss of air quality, including from the cumulative impacts of development, would be appropriately mitigated. Significant developments as defined in policy F1 would require an Air Quality Impact Assessment (applicable to housing development at thresholds of 1 hectare or 80 units) to mitigate impacts with appropriate measures, this may include residential travel plans, use of car clubs and / or design aspects of the scheme to encourage walking and cycling.
- 2.243 Any employment designation would in any event not be compatible with the adjoining residential area; there is also no proven demand for employment land of this size in this location and it is not proposed in the Core Strategy where other more suitable areas are designated for employment use.
- 2.244 Even if housing were not required, an Open Space Area designation would not be appropriate as the land is on the whole in agricultural use and is not available for recreation purposes, although there are footpaths along the boundaries and crossing the site.
- 2.245 The area is therefore proposed as a Housing Area but with safeguards built into the site allocation:
- Protection of the main community regeneration project areas with provision of on-site open space and Green Link
 - An environmental buffer to the Local Nature Site/Local Nature Reserve to the east of the site
 - Any Important hedgerows to be safeguarded.
 - More detailed archaeological survey to be carried out and mitigation measures incorporated if required

Sustainability Issues

- 2.246 The site is greenfield and a significant proportion will be retained/improved as open space. Development will give rise to some additional traffic, though this would be the case wherever housing need is met. Its edge-of-urban location is broadly sustainable and the site lies on a bus route with a frequency of three buses per hour to the City Centre during the day. Development would take account of biodiversity interests both adjoining and within (e.g. hedgerows) within the site. An archaeological assessment of the site would show how any features of interest can be dealt with at planning application stage. Given its location the development must be designed so as to complement the existing built form and

landscape of the area; a Planning and Design Brief will be required including the full involvement of, and consultation with, the local community.

Equality Issues

- 2.247 Housing would be a beneficial use on this site because it can provide for family housing. A variety of recreation space to serve the needs of young people is likely to be available reasonably close by and provision for their education would be made in the light of overall demand for school places in the area at the time. Provision of some affordable housing as a necessary part of development would provide some extra opportunities for people on low incomes to rent or buy new accommodation. The development will also be subject to policies on wheelchair-accessible housing and lifetime homes.

Consultee Preferences

- 2.248 A commentary on representations received and how the issues raised have been dealt with is included in the Planning Justification section above.

Delivery

- 2.249 The area is in Council ownership and land will be released following completion of a Planning Brief. This will set out in more detail the implications of the conditions, including ecological and archaeological requirements, for the layout and density of the development and will be consulted on locally. The planning application should include a Heritage Statement.

Westfield School Site

Planning Justification for Choice between Policy Areas

- 2.250 At the **former Westfield School site** (site P00394), housing would be a reasonably sustainable use making it appropriate to designate as a Housing Area. Residential development is likely to deliver a high proportion of family homes to help meet a significant sector of demand and the site can be easily accessed being within 400m of a bus route with a service frequency of at least 3 buses per hour during the day.
- 2.251 Any shortage of school capacity caused or exacerbated by housing development is likely to be resolvable. There are adjoining playing fields and a network of paths giving ready access to extensive countryside areas. There is no unacceptable impact on areas of ecological value.
- 2.252 As with the Owlthorpe sites, work is also under way on a Planning and Design Brief for this site through the Local Growth Fund as part of the Council's assets enhancement programme.

2.253 The main alternative would be to leave the site undeveloped and designate as Open Space Area. However, the site is identified in the UDP for housing, received outline planning permission for residential use in 2006, and the clear intention as part of relocating the school has always been that the site would be redeveloped for housing. Parts of the site can be left undeveloped and new/improved open space provided as part of any new housing scheme. Leaving the whole area open would not be beneficial in terms of helping to meet the city's housing land requirement and would not make best use of a previously developed site. If retained undeveloped for any lengthy period it would be very likely to impact adversely on the character of the local townscape and the Green Belt, potentially creating a focus for vandalism and anti-social behaviour.

Sustainability Issues

2.254 Residential development would involve the redevelopment of a brownfield site in an accessible location with provision for services (see paragraph 2.246 above).

Equality Issues

2.255 Housing would provide for family housing. Provision of some affordable housing as a necessary part of development should provide some extra opportunities for people on low incomes to rent or buy new accommodation. The development will also be subject to policies on wheelchair-accessible housing and lifetime homes.

Consultee Preferences

2.256 At 2010 Draft stage, the Moss Valley Wildlife Group stated that there must be protection of the Green Belt to the north of the housing site and of the Green Links from the Moss Valley through this area to the River Rother corridor via the Shortbrook and Westfield. There have been no representations about the site itself at the various stages of consultation. Hartwood Estates state that Green Belt land to the north of this site should be allocated for housing as a logical rounding off of the urban form but this was ruled out as pre-empting the full Local Plan Review.

Oxclose

Planning Justification for Choice between Policy Areas

2.257 The proposed Housing Area at **Oxclose** (also site P00384) is a large, overgrown greenfield site on the urban periphery. Large residential estates are located nearby, to the south west of the site (Woodland Heights) and to the west (Oxclose Park) where existing open space has been extended and improved to provide a range of facilities in a new community park. The large, former Holbrook Colliery, heavily overgrown but of major natural history interest adjoins the site on

its east side. Laver's major timber production/distribution centre lies immediately to the north, with other industrial activities beyond.

- 2.258 Residential development would provide an opportunity for some affordable housing in an area of need and widen the range of options for new home seekers. In particular, it would provide a deliverable site capable of providing family housing, which is the sector where additional land is most needed, given the emphasis on apartments in sites with planning permission and the delays in the development of land suitable for family housing in renewal areas. The site could therefore make an important contribution towards the short-term supply of family housing during a period when market conditions are likely to remain difficult and is strategically important in terms of the city's housing supply.
- 2.259 Although the site is in a fairly peripheral location, it is around 800m on foot from the Halfway Supertram terminus and adjoins a public transport route with a service frequency of at least 3 buses per hour per day. There are extensive employment areas nearby which would provide access to employment opportunities for new residents, although care would need to be exercised to ensure that any future housing development is not adversely affected by industrial operations. A new local park (Heathlands) has been completed, less than 400 metres from the site to the west and a major retail facility is available nearby at Morrisons supermarket, which also contains a pharmacy and ATMs.
- 2.260 Alternative designations for Industrial Areas (as to the north of the area) would now be inappropriate as this could introduce uses that are not compatible with the now predominantly residential character of the area. Following the Core Strategy examination, the Inspector gave a strong indication that this area should be redesignated for housing use from its employment area designation in the UDP, and this was recognised in the subsequent Inspector's Decision Letter on the 2012 appeal, outlined below. Representations from the landowner – covered in the Industrial Area section above – also sought the reallocation of this land from employment to housing use.
- 2.261 Small areas of open space below 0.4 hectare in size would continue to be afforded protection under Housing Area and open space policies. However, once the new community park nearby has been completed to serve local residents, it is unlikely that retention of another large greenspace in the locality could be justified on recreation grounds.
- 2.262 The area is one of only a very limited number of greenfield housing locations. Although it is not specifically identified in policy CS24 for future greenfield development, part (d) indicates that sustainably located larger sites within or adjoining the main urban area will be allocated if monitoring shows that there is less than a 5-year supply of deliverable sites. The Oxclose area is in a relatively strong housing market area and the owners of the land have indicated previously that it would be deliverable in the next 5 years (i.e. is part of the 5-year supply of deliverable sites that is required by national policy).

2.263 An appeal by Tesco Stores Ltd. against the refusal of planning permission for a retail store on part of the site was dismissed in March 2012. The Inspector reasoned that the site *“has the potential to make a small but significant contribution to the supply of housing land, including ensuring that a choice of sites is available to developers in Sheffield in the mid to long term”* and that the site *“is well suited to the provision of traditional family housing”*. Consequently, the Inspector concluded that *“I do not consider the benefits of the proposal i.e. the Tesco superstore would outweigh the harm I identify to the supply of land for housing and the, albeit limited, harm to the vitality and viability of the Crystal Peaks shopping centre”*.

Sustainability Issues

2.264 Residential development would be in a reasonably accessible edge-of-urban location, able to meet a significant housing need and with provision for services (see paragraphs 2.254 and 2.255 above). A bus service could be extended alongside the site once a new access link through Oxclose Park has been provided as part of housing development that has now been completed.

Equality Issues

2.265 Housing would be a beneficial use on this site because it can provide for family housing. Provision of some affordable housing as a necessary part of development should provide some extra opportunities for people on low incomes to rent or buy new accommodation. The development will also be subject to policies on wheelchair-accessible housing and lifetime homes.

Consultee Preferences

2.266 At Preferred Options stage, representations were received from the landowner stating that the site should be changed from industrial land to housing land for reasons including that there was little realistic prospect of future development for employment there, that the immediate locality is now predominantly residential and that the site would be likely to come forward for new housing development in the near future.

2.267 At 2010 Draft stage, there was one representation from a local resident, objecting to Housing Area designation as it is greenfield. The Moss Valley Wildlife Group stated that the narrow Green Link from the Moss Valley via the Sheffield/Derbyshire boundary at Windmill Hill, Halfway and along Rotherham Road to the River Rother corridor must be protected. However, the need to provide for the housing need was considered the stronger.

2.268 **Effectiveness – all Housing Areas**

Delivery

2.269 The Neighbourhoods Background Report sets out how applications for development in Housing Areas will be assessed.

Flexibility and Risk

2.270 There is sufficient flexibility within the policy for Housing Areas to permit other, complementary uses that go towards the overall aim of ensuring successful and sustainable neighbourhoods. All planning applications in such Areas will be assessed by Development Management to ensure that there is no unacceptable adverse impact on residential amenity of new and existing occupiers of property.

2.271 There is no risk of the preferred uses not being deliverable.

Monitoring

2.272 The mix of uses and dominance of uses within the Housing Area will be reassessed as part of future reviews of the Local Plan. Further information is provided in the Neighbourhoods Background Report.

Conclusions on Soundness of Housing Areas

2.273 The designation is positively prepared:

- The designation aims to ensure that the predominantly residential character of such Areas is maintained whilst also providing for complementary uses to support these residential areas, helping to achieve the aim of successful and sustainable neighbourhoods.
- Opportunities have been taken for small urban extensions at Oxclose, Owlthorpe, Woodhouse and Westfield.

2.274 It is justified:

- The policy area is necessary to ensure that the preferred use of housing (and residential institutions) remains the dominant use to reflect the existing nature of these areas and provide areas within which housing requirements can appropriately be met
- Over most of the area there are no meaningful options and where Housing Areas are designated in greenfield locations they are needed to help meet the need for housing land

2.275 It is effective:

- There is no question that the preferred residential uses are viable and deliverable within these areas

2.276 It is consistent with national policy:

- The designation contributes to meeting a priority aim of the NPPF in terms of helping to satisfy the city's housing land requirements.

Flexible Use Areas

2.277 There are two Flexible Use Areas in the former South East Community Assembly area, off Rotherham Road/Oxclose Park Road, Halfway, and off Handsworth Road, Handsworth. These are presently used in whole and in part, respectively, by out-of-centre superstores. It should be emphasised that there is no evidence that either of the present stores would cease to operate. But the policy area designation exists to steer future development should it occur. In the case of out-of-centre retail area existing use does not provide a steer for the future.

Consistency with National Policy and Other Strategies

National Policy

2.278 Paragraph 10 of the NPPF states that plans and decisions need to take local circumstances into account so that they respond to the different opportunities for achieving sustainable development in different areas. Paragraph 21 states that planning policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances. Flexible Use Areas, not having preferred land uses, allow opportunities for growth and regeneration through allowing development to respond rapidly to changing economic circumstances.

2.279 The NPPF encourages a change from commercial to residential where there is a need for more housing and there are not economic reasons why that would be inappropriate (paragraph 51). That guidance relates to class B uses, which Handsworth Road includes, but the principle applies to out-of-centre retail uses in the event (however unlikely) that the locations are no longer required.

Core Strategy

2.280 Flexible Use Areas meet two of the Local Plan objectives set out in the Core Strategy – economic transformation and successful neighbourhoods. Flexible Use Areas will contribute towards both of these objectives by providing land that is suitable for a range of uses including business, offices, housing and community facilities.

Justification

Alternative Options

2.281 Although the existing main use is retail, it is in out-of-centre locations not identified as District Centres in the Core Strategy and lacking the range of facilities expected in national policy in town centres. In other areas current uses are not an indicator of appropriate future use in the event of any changes as the sequential test would need to be gone through again before more retail could be acceptable,

2.282 The basic choice was whether these two areas should be primarily for housing and housing-compatible or for other employment and employment-compatible uses. The housing related options were:

- Housing Area
- Flexible Use Area

2.283 The employment-related options were:

- General Employment Area
- Business and Industry Area

2.284 The strengths of the housing-related options are:

- They indicate a switch from existing commercial uses to contribute to meeting housing need
- They would contribute to uses more compatible with neighbouring housing areas

2.285 The weaknesses of the housing-related options are:

- The range of uses (and the preferred use in the case of Housing Areas) could make it more difficult for existing operations to extend their premises and introduce uses that could constrain current operations

2.286 The strengths of the employment-related options are:

- They would be largely compatible with current operations

2.287 The weaknesses of the employment-related options are:

- They are a lost opportunity to increase the capacity of the city for housing at a time when national policy encourages the use of surplus employment land for housing

- There would be a greater risk of conflicts with neighbouring housing areas (though avoidable through conditions on development).
- 2.288 In the eventuality of redevelopment, the need for residential use would exceed that for employment. Of the two housing-related designations, designation as a Flexible Use Area would have less of the weakness for current operations than designation as a Housing Area and would provide landowners with a wider range of opportunities to develop the sites for the most cost-effective land uses. But it still provides for areas in transition where the preferred eventual general outcome is a more distinctively residential character. This option has been used in other parts of the city where there is presently out-of-centre retailing.

Planning Justification for choice between Policy Areas

- 2.289 Since the late 1990s the whole of the area at **Halfway** has been occupied by a Morrisons superstore, which appears likely to continue to trade for the foreseeable future. This freestanding retail site is 'out-of-centre'. Designation of this area as a District Centre would be inappropriate for reasons given above.
- 2.290 The other Flexible Use Area in the area covers the freestanding Asda store off **Handsworth Road**, together with the adjacent Portland and Turner Business Parks. The obsolete nature of much of the Turner Business Park together with the predominantly residential character of the adjacent areas mean that a Flexible Use Area that would allow housing as an acceptable use is the most appropriate designation. Planning permission was granted on part of Turner Business Park in December 2010 for the erection of a retail unit with associated roads, car park and landscaping (full application) and public house; hybrid business units with ancillary retail, car parking and landscaping (outline application). In February 2012 detailed planning permission was granted for the erection of a public house/restaurant with ancillary residential accommodation at first floor and associated external play area, together with means of access, car parking (85 spaces), landscaping and ancillary works. Planning permission was granted in November 2012 for the erection of a restaurant with associated drive through, car parking and landscaping.
- 2.291 At the Draft City Policies and Site 2010 public consultation, Turner Business Parks submitted representations in support of the Flexible Use Area designation of their land at Handsworth.

Sustainability Issues

- 2.292 The Flexible Use Area has no preferred uses but a range of acceptable uses, including housing, B1 employment use and shops. Unacceptable uses are general industry and warehouses and storage; such uses are generally incompatible with Flexible Use Areas where the characteristics of the Areas lend themselves to a mix of housing with non-industrial uses. The area at Handsworth lies on a high frequency bus route and the freestanding supermarket at Oxclose

is within reasonable walking distance of the supertram and is also directly served by a bus service with a frequency of three buses per hour during the day.

Equality Issues

2.293 The Areas are located on or close to high frequency public transport routes and by including uses such as supermarkets provide both for the needs of the local community and enable people to use public transport from further afield to visit. Particular groups benefiting will include those without access to private transport and those on low incomes. The areas also provide employment, both currently and potentially in the future, which benefit all sections of the community.

Consultee Preferences

2.294 At the Draft City Policies and Site 2010 public consultation, Turner Business Parks submitted representations in support of the Flexible Use Area designation of their land at Handsworth.

Effectiveness

Delivery

2.295 The Neighbourhoods Background Report sets out how applications for development in Flexible Use Areas will be assessed. The current Morrisons and Asda superstores are likely to continue to trade for the foreseeable future and any redevelopment would be as a result of private sector initiatives. Any redevelopment of the remainder of the Flexible Use Area incorporating the business parks would be dependent on private sector initiatives as they arise.

Flexibility and Risk

2.296 The significant degree of flexibility provided by this policy area ensures that development proposals can respond to changing economic circumstances whilst ensuring that bad neighbour uses are not allowed.

Monitoring

2.297 As for Housing Area.

Conclusions on Soundness of Flexible Use Area

2.298 The designation is positively prepared:

- The designation provides scope for a range of appropriate uses to regenerate an area as well as helping to ensure that the character of the area is enhanced. This is of particular relevance to the area including the Portland and Turner Business Parks which has seen recent planning

permissions for a public house and discount food retailer.

2.299 It is justified:

- The policy area would mean that in the event of redevelopment, the opportunity is taken to promote uses that would support meeting of the city's housing requirement
- At the same time it need not prejudice the successful operation of existing businesses.

2.300 It is effective:

- The designation allows for a variety of different uses in accordance with market demand and there is little risk that the outcome would be inconsistent with the acceptable uses.

2.301 It is consistent with national policy:

- The area designations accord with paragraphs 10, 21 and 51 of the NPPF in that they can take local circumstances into account, enable a quick response to different development proposals and allow a rapid response to changes in economic circumstances including a shift from commercial towards housing.

Open Space Areas

2.302 There are a significant number of areas that are designated as Open Space Area, many of these also being part of the extensive Green Network in the area, as well as some being Local Nature Sites or Local Nature Reserves, and others being playing fields. The main areas designated as Open Space Area include:

- Along the Ochre Dike and around Owlthorpe;
- Bridle Stile in Mosborough;
- Linear greenspaces along Station Road and Eckington Way at Halfway, Westfield and Waterthorpe;
- A number of playing fields (including at schools) throughout the area and to the east of Woodhouse;
- Along the Shortbrook at Holbrook;
- Allotments, including at Beighton and Sothall.
- Within residential areas at Norton Avenue/Kew Crescent, Charnock
- Jaunty Road/Base Green Close within the Base Green estate; Frecheville Playing Fields, or known locally as Jaunty Park.
- Along Retford Road and Rotherham Road that shield the Dore House Industrial Estate from nearby residential areas,

Consistency with National Policy and Other Strategies

National Policy

2.303 The NPPF, section 8, on Promoting Healthy Communities sets out open space policy. The Proposals Map makes explicit those areas over 0.4 hectares where these policies apply.

Core Strategy

2.304 Core Strategy Objective 7 is to have “A city that prizes, protects and enhances its natural environment and distinctive heritage and that promotes high quality buildings and spaces”. The planning objectives are to protect and enhance:

- Natural and landscape features, including valleys, woodlands, trees, watercourses and wetlands.
- Biodiversity and wildlife habitats throughout urban and rural areas
- Areas and features of particular ecological or geological value
- Open space areas, including the provision of new areas.
- Access to natural areas and countryside
- A sustainable rural economy supported in the local countryside

2.305 The definition of open space is set out in the Core Strategy in relation to policy CS47. The Open Space Areas designated on the Proposals Map indicate the areas of 0.4 hectares or above where the policy will apply. The Council’s Open Space Audit (December 2008) provides the framework for their identification. The threshold used in the Audit is 0.2 hectare, so there are areas of open space between 0.2 hectare and 0.4 hectare that are not shown as Open Space Areas but nevertheless will be afforded protection by Core Strategy policy CS47. Policy CS47 has itself also informed where these areas are designated.

2.306 Policy CS46 supports the creation of new open space, as opportunities arise, in areas where there is a quantitative shortage of open space per head of population, or where it is needed to extend the City’s Green Network. Subsequent work by the Council based on the 2008 Audit shows that, in the South East area, there are shortfalls of open space in particular parts of the area, including Charnock, Halfway and Oxclose.

Justification

Alternative Options

2.307 In most cases Open Space Areas are designated because open space is needed, either to be created, or more often, safeguarded. Core Strategy policy CS47 supported by the Open Space Audit points to the limits to be placed on

development to secure a sustainable balance between building and green or recreational space.

- 2.308 Many of the areas designated have green and open character and are predominantly of good quality, and accordingly merit future protection so that they can continue to provide a varied range of landscape, recreational and natural history benefits for people and wildlife. Policy CS47 includes both quantitative and qualitative criteria that must be met if any development is to be accepted and any development proposals on Open Space Areas would be assessed on a site-by-site basis.
- 2.309 The alternative of designating Countryside Areas to maintain openness is considered in the next section.

Planning Justification for choice between Policy Areas

- 2.310 The former Assembly Area benefits from an extensive network of formal and informal open space, of varying degrees of historic, ecological and recreational value. This includes Local Parks such as Flockton Park, Jaunty Park, Woodhouse Recreation Ground and Waterthorpe Park, other important greenspaces and woodland areas and small, informal areas of open space within the built-up area.
- 2.311 The designation is also designed in part to promote biodiversity and the aims of the Council's Nature Conservation Strategy of 1991. Since that time, areas of local nature interest have been surveyed on an ongoing basis with designations amended as appropriate and these are reflected on the Proposals Map. Several of the Open Space Areas comprise green link routes across the area and form a network of nature corridors and linked open space areas. Examples include Owlthorpe Greenway at Waterthorpe; Rotherham Road/Eckington Way at Halfway and Westfield; and the Ochre Dike from Owlthorpe to Beighton.
- 2.312 The Local Nature Site/Local Nature Reserve designations which overlay some Open Space Areas on the Proposals Map are explained in more detail in the Green Environment topic background report.
- 2.313 The area covered by the proposed Flexible site allocation to the west of Peaks Mount at Crystal Peaks on the 2010 Draft Proposals Map, along with the underlying General Employment Area designation, and is instead now designated as Open Space Area.

Sustainability Issues

- 2.314 In general, Open Space Areas will encourage the provision of good cultural, leisure and recreation facilities available to all maintain quality natural landscapes and wildlife. The negative impacts of retaining the Open Space Areas would be a missed opportunity to provide new housing (including affordable housing) to meet needs, improve the quality of the built environment and improve safety and

security for people and property, though such benefits could be achieved through greater investment in the open spaces through spending developer contributions or prioritising these areas in the CIL.

Equality Issues

- 2.315 The designation of recreational greenspaces as Open Space Area will safeguard these areas for recreation and will have particular benefit for those without access to private transport and those with low incomes. Families with young children will also benefit, particularly where the Open Space area is local and there is good quality play equipment is on site.

Consultee Preferences

- 2.316 At Preferred Options stage, CPRE South Yorkshire supported the Open Space Area designations around the south east corner of Mosborough, south of Oxclose and Owthorpe as well as the Open Space Area at Woodhouse East. The Moss Valley Wildlife Group supported all areas of Green Belt and Open Space Area shown on Proposals Map 5, as well as supporting all Green and Proposed Green Links. Local MPs Clive Betts and Meg Munn said that the land designated as Open Space Area at Bridle Stile, Mosborough should be included within the Green Belt to compensate for any loss at Norton Aerodrome, but such changes to the Green Belt boundary were outside the scope of this part of the plan-making process. Doncasters Ltd wanted the land that consisted of the disused playing field off Station Road, Holbrook to be part of the Industrial Area designation.

Effectiveness

Delivery

- 2.317 Effective control of development to maintain the openness and character of open spaces would be ensured through the application in the development management process of Core Strategy policies for Open Space, supported by policies in the Green Environment policies of the Core Strategy.
- 2.318 Improvements will be achieved through design and the provision of facilities, supported by associated management measures aspiring to nationally recognised quality standards. Funding may be through area renewal schemes or, on occasions, developer contributions. Improvements will be delivered by the developer of the Parks and Countryside Service or by the Parks & Countryside Service where resources allow.
- 2.319 Improvements to sports facilities may be delivered through grants, Private Finance Initiatives (PFI) (where the facility is an extended school) or, where it is reasonable, CIL/developer contributions.

- 2.320 Opportunities that arise to complete links in the Green Network will be taken, wherever practicable, for example, through determining planning applications.
- 2.321 The safeguarding of Open Space Areas from development will be informed by site-specific audits of open space in response to planning applications and development enquiries, to identify local needs, to highlight areas deficient in certain types of open space and indicate the merits of specific open spaces. Through the process of development management, improvements to the quality and accessibility of local open spaces or the provision of new open space will be achieved through developer contributions.

Flexibility and Risk

- 2.322 The purpose of the Open Space Area designation is first and foremost to protect areas of valued greenspace from development. Flexibility is provided where an Open Space Assessment reveals that there is a surplus of greenspace in a particular area and where development would not conflict with any other part of policy CS47 and other relevant planning policies. In such cases development may be allowed.

Monitoring

- 2.323 Careful assessment will continue to be required of site-specific development proposals on Open Space Areas through the pre-application and development enquiry processes to ensure that greenspaces which have been demonstrated to be well valued by the local community do not run the risk of being developed.

Conclusions on Soundness of Open Space Area

- 2.324 The designation is positively prepared:

- The designation shows specific areas of formal and informal greenspace to be safeguarded and improved, thus contributing positively to the character of an area and/or enabling people to use the greenspace for recreational purposes. Particular examples of this include land at Waterthorpe Greenway and the land surrounding the housing site allocations at Owlthorpe, acting as a green framework for future housing development.

- 2.325 It is justified:

- The policy area is justified as it accords with the provisions of the NPPF by ensuring that valued open and green space is protected from development whilst allowing for development in certain cases provided that strict criteria are met

- The designations are informed by already adopted Core Strategy policies and comprehensive site audits.

2.326 It is effective:

- The designation is effective in its clarity but it allows for development in specific cases where strict policy criteria are met.

2.327 It is consistent with national policy:

- The area designations accord with the policies in the NPPF, paragraph 73.

Countryside Areas: Non-Green Belt

2.328 There are a number of Countryside Areas: Non-Green Belt within the South East Assembly area – several of these being in the Mosborough/Owlthorpe area, with others on the edge of Beighton, Woodhouse and also the former Holbrook Colliery.

Consistency with National Policy and Other Strategies

National Policy

2.329 The Core Planning Principles in paragraph 17 (fifth point) recognise the intrinsic character and beauty of the countryside, and the context indicates that this is not necessarily within Green Belt.

Core Strategy

2.330 Policy CS72 of the Core Strategy states that:

“The green, open and rural character of areas on the edge of the built-up areas but not in the Green Belt will be safeguarded through protection as open countryside, including the following locations:

- a) to the east of Woodhouse
- b) to the south-west and north of Mosborough Village (at Mosborough Moor and Moor Valley)
- c) at the former Holbrook Colliery

These locations need to be defined more precisely on the Proposals Map.

Justification

Alternative Options

2.331 The Core Strategy context already gives a strong steer to the most appropriate policy area type. Additions to the Green Belt were not considered in view of the permanence of the Green Belt boundary established in national policy and Core strategy policy CS71. However, choices remained about the precise boundaries of the larger areas, identified in the Core Strategy, and about the policy area designation for the smaller areas that are not. The principle alternatives were:

- Housing Area
- Open Space Area
- Countryside Area.

2.332 The strengths of the Housing Area option are:

- It would help to deliver Core Strategy housing policy (e.g. on large sites such as Woodhouse East)
- The areas are all sustainably located on the edge of the existing urban area
- This is part of the city with a relatively strong market and these locations would be attractive to buyers
- Land here could make a significant contribution to the provision of family homes.

2.333 The weaknesses of the Housing Area option are:

- Some of these areas are integral parts of the neighbouring open countryside in the Green Belt
- Their suitability would be better assessed in the context of the forthcoming Green Belt review
- Some of the areas have open space value, irrespective of their relationship with the Green Belt
- Designation would conflict with Core Strategy policy CS72 for the larger areas.

2.334 The strengths of the Open Space Area option are:

- The areas would be safeguarded without recourse to a new policy area designation
- Where they have Local Nature Site designation (e.g. at Holbrook Colliery and Mosborough Moor) they would have an open space function

2.335 The weaknesses of the Open Space Area option are:

- The reason for retaining many of them is that they are extensions of countryside rather than open space within the urban area
- Public access tends to be limited
- Most are primarily agricultural.

2.336 The strengths of the Countryside Area: Non-Green Belt designation are:

- They recognise the physical integration with neighbouring areas of open countryside that do have Green Belt status and similar criteria apply for any development
- Some serve Green Belt functions
- They are not dependent on having open space functions as defined in the built-up areas (e.g. many are agricultural)
- They help to deliver Core Strategy policy CS72.

2.337 The weaknesses of the Countryside Area: Non-Green Belt designation are:

- There is still a risk that they could be misunderstood as giving stronger or more permanent protection than is the case, as they are not Green Belt.

Planning Justification for Choice between Policy Areas

2.338 The Countryside Area: Non-Green Belt designation is a local solution to the problem of having various greenfield sites that are valued as countryside by local people but cannot be added to the Green Belt other than as part of a full-scale Green Belt review. Some of them have been housing sites in the past but are no longer considered appropriate sites for new house building. The main locations are identified in the Core Strategy policy, above. Core Strategy policy CS24 states that no more than 12% of new housing development should be on greenfield sites over the period 2004/05 to 2025/26.

2.339 These are areas that are not Green Belt on the edge of the urban area that merit safeguarding as open land, should be protected from development and potentially serve Green Belt functions. The designation of such areas as “Open Space Area” would be appropriate where, for example, the land is in use for informal recreation. But where the land remains in agricultural use, Open Space Area is not an appropriate designation, as it tends to imply that the land has a recreational value. It is the openness of *countryside* around existing built-up areas that needs to be protected, hence the “Countryside Area” designation. In fact, most of the Countryside Areas are currently used for agriculture, grazing land or woodland.

2.340 The areas within Mosborough-Woodhouse designated as Countryside Area consist of greenfield land at Mosborough (the village, and Moor Valley), the

former Holbrook Colliery, and land on the edge of Beighton and Woodhouse. The Mosborough land includes sites that were allocated for housing in the UDP but which have remained undeveloped because alternative previously developed sites have maintained the required supply of new housing. The land to the east of Woodhouse is also partly designated as a Local Nature Site or part of the Beighton Marsh Local Nature Reserve and adjoins areas of Green Belt in the Shirebrook Valley. Former housing sites at Mosborough Village have clear visual continuity with the adjoining Green Belt in the Moss Valley and development would impact on areas of nature conservation importance, including through the construction of any access road to serve the land.

- 2.341 The only non-agricultural area is the re-vegetated colliery spoil heap at Holbrook, which is a Local Nature Site with informal public access. This is a privately-owned derelict site that has developed considerable ecological interest over time and is now of regional importance. It has clear visual continuity with the adjoining Green Belt in the Rother Valley.
- 2.342 The one area where a significant change has been proposed since the Draft plan is Woodhouse East. This is discussed in the section above on Housing Areas. A belt of Countryside Area has been retained but it is accepted that it is less than expected when Core Strategy policy CS72 was adopted. Open Space Areas and Green Belt now largely deliver this policy here. Although a tension exists here between CS22 and CS72, this is an area where additional housing could be justified.
- 2.343 Any land between the edge of the built-up area and the Green Belt that is in recreational use has been shown on the Proposals Map as Open Space Area, as different policies need to be applied to these areas.

Sustainability Issues

- 2.344 Refer to paragraphs 3.70 and 3.71 of the Character & Heritage Background Report.

Equality Issues

- 2.345 Refer to paragraphs 3.72 and 3.74 of the Character & Heritage Background Report.

Consultee Preferences

- 2.346 At 2010 Draft stage and 2012 Additional Site Options stage, representations were made by Hartwood Estates Ltd. seeking the allocation of land for housing to the south of Mosborough Moor and to the north of Mosborough village. This is dealt within the context of Hartwood Estates representations objecting to the proposed allocation of land at Woodhouse East for housing in the Housing Area section, above. Only a small part of the land to the north of Mosborough is designated as

Countryside Area : non Green Belt; the majority lies within the Countryside Area : Green Belt. At 2010 Draft stage CPRE South Yorkshire supported the redesignation of the land to the south of Mosborough Moor; Moorhole Farm, Moor Valley; and Woodhouse East from Housing Area in the UDP to Countryside Area: Non-Green Belt in the Local Plan. The Moss Valley Wildlife Group also supported the non-allocation of land for development around Mosborough Moor.

Effectiveness

Delivery

2.347 Refer to paragraphs 3.83 and 3.84 of the Character & Heritage Background Report.

Flexibility and Risk

2.348 Refer to paragraphs 3.88 to 3.92 of the Character & Heritage Background Report.

Monitoring

2.349 The mix of uses and dominance of uses within Countryside Areas : Non Green Belt will be reassessed as part of future reviews of the Local Plan. Further information is provided in the Character and Heritage Background Report.

Conclusions on Soundness of Countryside Area: Non-Green Belt

2.350 The designation is positively prepared:

- The designation delivers Core Strategy policy to contribute to the character of open countryside on the edge of the built-up area

2.351 It is justified:

- These are integral areas of countryside meriting continued safeguarding although not in formal recreational use
- Designation as Housing Areas or Open Space Areas would not reflect this character.

2.352 It is effective:

- The designation is effective in that it does safeguard open countryside whilst allowing for development in specific cases where strict policy criteria are met.

2.353 It is consistent with national policy:

- The designation is consistent with the recognition in the NPPF of the intrinsic character and beauty of the countryside.

Countryside Area : Green Belt

Consistency with National Policy and Other Strategies

National Policy

2.354 National planning policy on the Green Belt is set out in paragraphs 79 to 92 of the NPPF supports the permanence of the Green Belt and undertaking changes only in exceptional circumstances and in the context of review of a local plan when a comprehensive and strategic review of options is possible.

Core Strategy

2.355 Core Strategy CS71 states that countryside and other open land around the existing built-up areas of the city will be safeguarded by maintaining the Green Belt, which will not be subject to strategic or local review. Development needs will be met through the re-use of land and buildings rather than through expansion of the urban areas and villages.

2.356 Minor changes are proposed in a few locations to remove untenable anomalies, in accordance with the Core Strategy policy. These are documented in the Background Report on Character and Heritage which demonstrates how a consistent approach has been taken to the case for changes across the city. The reasons for the change are explained in that report. Within the South East area, changes are proposed in the following locations:

- South of Hall Meadow Drive, Deepwell Avenue and Bright Meadow, Oxclose
- North of Woodhouse Station, Woodhouse
- Corner Moss Way/Ochre Dike, Owlthorpe
- Viaduct north of Starbuck Farm, Beighton
- 61 Vicar Lane, Woodhouse
- South of 32 Bramley Park Close, Handsworth
- East of Beaver Hill Road, Woodhouse

Planning Justification for Choice between Policy Areas

2.357 No meaningful alternative was considered for the area, as the Core Strategy affirms the permanence of the existing Green Belt. No other sections of the

boundary were considered to be untenable, requiring an exception to be made to the principle of Green Belt permanence.

Sustainability Issues

2.358 Refer to paragraphs 3.70 and 3.71 of the Character & Heritage Background Report.

Equality Issues

2.359 Refer to paragraphs 3.72 and 3.74 of the Character & Heritage Background Report.

Consultee Preferences

2.360 At Emerging Options stage, the owner of the Norton Aerodrome site (English Partnerships) submitted representations stating that the site should not be included within the Green Belt. A representation from a planning consultancy stated that the site should be identified for mixed use development.

2.361 Also, at this stage, there were representations from Handsworth Grange School supporting the Green Belt designation of the land to the south of the school. The Mosborough Village Action Group strongly supported addition to the Green Belt of open land close to Bridle Stile ridge. The Shirebrook Conservation Group stated that land at Junction Road, Woodhouse should be included with the Green Belt. Representations were also submitted by a planning consultancy that land in the Green Belt at White Lane, Gleadless be allocated for housing.

2.362 At Preferred Options stage, representations were received from local MPs Clive Betts and Meg Munn, objecting to the Green Belt designation of the Norton Aerodrome site and stating that the “footprint” area should be designated for housing. Representations from a planning consultancy suggested that the whole site should be identified as being within the Housing Area and allocated for housing or there should be a new policy identifying site as a Major Developed Site in the Green Belt. The Moss Valley Wildlife Group submitted representations in support of the Green Belt designation of the site.

2.363 Also at this stage, representations were received from the landowner of land at White Lane, Gleadless, seeking the allocation of this Green Belt land for housing. Support for retaining this land in the Green Belt, together with land around Charnock, Birley Wood Golf Course, Ridgeway, was highlighted in particular by Moss Valley Wildlife Group as part of their overall support for the Green Belt designation of land in this area. The MPs, Clive Betts and Meg Munn stated that land shown as Open Space Area at Bridle Stile in Mosborough should be added to the Green Belt to compensate for any loss of Green Belt at the former Norton Aerodrome site.

2.364 At the Draft stage in 2010, there were again representations seeking the release of Green Belt land for housing – at White Lane, Gleadless. There were also representations seeking the release of Green Belt land for housing to the south of Handsworth (from the Sheffield Diocese Board of Finance, reiterated at the 2012 Additional Site Options stage) and to the north of Mosborough from Hartwood Estates, also submitted at 2012 Additional Site Options stage. A further representation sought an amendment to the boundary of the Industrial Area designation at Sheffield Road, Holbrook to include Green Belt land within the Industrial Area.

Effectiveness

Delivery

2.365 Refer to paragraphs 3.83 and 3.84 of the Character & Heritage Background Report.

Flexibility

2.366 The aim of Green Belt is to give certainty rather than flexibility but policy G6 identifies where flexibility would apply.

Monitoring

2.367 The mix of uses and dominance of uses within Countryside Areas : Green Belt will be reassessed as part of future reviews of the Local Plan. Further information is provided in the Character and Heritage Background Report.

Conclusions on Soundness of Countryside Area: Green Belt

2.368 The designation is positively prepared:

- The designation maintains what is already adopted in the Core Strategy.

2.369 It is justified:

- Any revisiting of the case for Green Belt should be part of the forthcoming full Local Plan Review

2.370 It is effective:

- The designation is effective in that it does safeguard open countryside whilst allowing for development in specific cases where strict policy criteria are met

2.371 It is consistent with national policy:

- The area designation reflects the permanence of the Green Belt, upheld in the NPPF

3 ALLOCATED SITES

- 3.1 Details of all of the allocated sites in the former South East Community Assembly area are included in this section. However, the justification for the housing allocations at Owlthorpe, Oxclose, Westfield and Woodhouse East, as they are extensions to the urban area and thereby to the Housing Area designation, are detailed in the Policy Areas chapter.

Employment Allocations

National Policy and Other Strategies

- 3.2 One of the core planning principles in the NPPF is to ‘proactively drive and support’ sustainable economic development which includes delivering the industrial units that the country needs. The NPPF requires local authorities to identify strategic sites for local and inward investment to match the needs of the overall vision and strategy for the area (i.e. the Core Strategy). There should be some flexibility built into policies relating to employment uses so that they can accommodate needs not anticipated in the plan and allow a rapid response to changing economic circumstances. It also states that business should not be over-burdened by the combined requirements of planning policies and conditions, and nor should sites be protected in the long term if there is no reasonable prospect of a site being used for that purpose.
- 3.3 Core Strategy policy CS1 requires a 5-year supply of land for business and industry (B1a, B1b, B1c, B2 and B8). In order to ensure that the supply is available and free of major constraints, or could become so during the 5-year period, sites will be allocated for a 10-year period and action taken to make them ready for development. At the stage of adopting site allocations, such action will include ensuring key energy and water infrastructure requirements, public transport, accessibility and other potential constraints are identified. The allocations also highlight opportunities for delivery with associated timescales.
- 3.4 Core Strategy policy CS13 “Employment and Services in Mosborough/Woodhouse” states that new jobs will be provided within established industrial and business areas at the east side of Mosborough and Core Strategy policy CS5 states that manufacturing, distribution/warehousing and non-office businesses will be located in a number of locations including the outlying areas of Mosborough/Woodhouse and Orgreave (which includes the Dore House Industrial Estate).

Business and Industrial Site Allocations

1. Former Asda site, Orgreave Place (P00155)

Justification

Alternative Options

- Industrial Area
- General Employment Area

3.5 Detail of the alternative options considered is set out in the Business and Industrial Area section in the earlier chapter of this report.

Justification for Choice of Option

3.6 This site was confirmed as being appropriately allocated for employment use in the ELR.

3.7 In terms of office use, Core Strategy policy CS3 does not allow allocation for large scale offices here, but is suitable for smaller-scale, being complementary to the current mix of uses that includes some small-scale offices within the Dore House Industrial Estate. The existing mixed business and industrial nature of the area also makes this site suitable for further non-office business use. The site would also be appropriate for industrial use as such a use is compatible with the surrounding uses. It provides an opportunity to provide employment uses close to where people live, and close to frequent public transport.

3.8 A representation from a planning consultancy was submitted at Emerging Options stage, stating that housing should form part of the overall redevelopment of the site. Housing would not be compatible with surrounding land uses; it's not within a retail area so designation as a District Centre or Neighbourhood Centre is not appropriate; and community use would be better located within nearby residential areas.

Justification for Conditions

3.9 None presently anticipated.

Sustainability Issues

3.10 In sustainability terms, although not in a preferred location, this site would be more suitable for offices as well as industry than for residential use, given the nature of the surrounding uses. Development would need to ensure that any residential uses would not be adversely affected by employment uses. The site would provide employment uses close to where people live and to high frequency public transport on Retford Road.

Equality Issues

- 3.11 In terms of equality issues, the site is within 400m of a high frequency public transport route, is in a priority employment area (Orgreave) and could open up employment opportunities to people with low access to private transport.

Consultee Preferences

- 3.12 DLP – housing should form part of the overall redevelopment of the site.

Conclusions on Justification

- 3.13 The site is vacant land that forms part of the wider Dore House Industrial Estate. It is in a sustainable location close to a high frequency bus route and can contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.14 The Sheffield Energy and Water Infrastructure Study (SEWIS) states that there is a gas governor within the site which may require moving or replacing in order to accommodate the development.
- 3.15 The Dore House Industrial Estate is marketed by Knight Frank. The land left vacant is also marketed.
- 3.16 There are no constraints to development coming forward for serviceable quality light industrial, office or general industrial small-scale premises, and the site is therefore suitable for allocation.
- 3.17 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.

Flexibility and Risk

- 3.18 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.19 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

2. Scaffold Yard, Orgreave Place (P00156)

Justification

Alternative Options

- Industrial Area
- General Employment Area

- 3.20 Detail of the alternative options considered is set out in the Business and Industrial Area section in the earlier chapter of this report.

Justification for Choice of Option

- 3.21 This site was confirmed as being appropriately allocated for employment use in the ELR.
- 3.22 In terms of office use, Core Strategy policy CS3 does not allow allocation for large scale offices here, but is suitable for smaller-scale offices, being complementary to the current mix of uses that includes some small-scale offices within the Dore House Industrial Estate. The existing mixed business and industrial nature of the area also makes this site suitable for further non-office business use. The site would also be appropriate for industrial use as such a use is compatible with the surrounding uses. This would be consistent with its current use for scaffolding. It provides an opportunity to provide employment uses close to where people live, and close to frequent public transport (around 400m to a high frequency bus route (no. 52)).
- 3.23 Housing would not be compatible with existing surrounding land uses (policy A2); it's not within a retail area so a District Centre or Neighbourhood Centre designation would not be appropriate; and community use would be better located within nearby residential areas.

Justification for Conditions

- 3.24 None presently anticipated.

Sustainability Issues

- 3.26 In sustainability terms, although not in a preferred location, this site would be more suitable for offices as well as industry than for residential use, given the nature of the surrounding uses. Development would need to ensure that any residential uses would not be adversely affected by employment uses. The site would provide employment uses close to where people live and to high frequency public transport on Retford Road.

Equality Issues

- 3.27 In terms of equality issues, the site is within 400m of a high frequency public transport route, is in a priority employment area (Orgreave) and could open up employment opportunities to people with low access to private transport.

Consultee Preferences

- 3.28 None.

Conclusions on Justification

- 3.29 The site is vacant land that forms part of the wider Dore House Industrial Estate. It is in a sustainable location close to a high frequency bus route and can contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.30 There are no constraints to development coming forward for serviceable quality light industrial, office or general industrial small-scale premises, and the site is therefore suitable for allocation.
- 3.31 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.

Flexibility and Risk

- 3.32 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.33 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

3. Rotherham Road, Beighton (P00386)

- 3.34 This is a triangular site lying to the north of Rotherham Road. The western part is a disused lorry park; the remainder is a small field, formerly used for grazing. Much of the site is now overgrown to varying extents. The tree-lined River Rother adjoins to the north, with large industrial properties in Rotherham just beyond. Beyond Rotherham Road to the south there are open washland areas in the Green Belt. To the west, an adjoining roadway leads to disused railway sidings further to the north, and a freight railway crosses the Rotherham Road level crossing. There is a scrapyard and housing further west, beyond the railway. Vehicle access to/from Mosborough Parkway is restricted at the northern end of Rotherham Road, and an HGV restriction helps to reduce traffic through residential areas of Beighton.

Justification

Alternative Options

- Industrial Area
 - General Employment Area
- 3.35 The discussion for these alternative options is set out in the Business and Industrial Area section above.

Justification for Choice of Option

- 3.36 This site was confirmed as being appropriately allocated for employment use in the ELR.
- 3.37 The Business and Industrial Areas will vary from Industrial Areas in that they are promoted as providing a higher quality environment for businesses that makes them more suited to B1 uses. They are often located closer to more sensitive uses such as housing and perform a more mixed business and industrial role.
- 3.38 General industry and non-office business development here would be consistent with the surrounding area's predominant character (industry to the east, within Rotherham Borough) and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and CS13 which refer to the need to locate manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road safety from extra private car travel and from other vehicles serving new employment development; however, office development is likely to generate more trips than general industrial and

business use, and as the site is small the associated vehicle movements would be relatively few. Although a considerable distance from high frequency public transport routes, the site does lie within 400m of a bus route with a frequency of at least 3 buses per hour during the day. It is sited very close to the River Rother so some flood control may be needed to allow development.

- 3.39 The site is not suited to allocation for office use, as its size and location suit it better for small-scale non-office business and B2/B8 development.
- 3.40 The site is not suited to retail as it is remote from any District Centre (over 1000 metres away by foot), and is distant (over 1500 metres or so) from high frequency public transport (bus station and tram stop) via unattractive foot routes. As such, it is sequentially 'out-of-centre' in relation to Crystal Peaks. High trip generation would be likely to significantly harm air quality, and have traffic and road safety impacts.
- 3.41 The site's development for housing within landscaped buffers might enhance an increasingly untidy site bordering the Green Belt and potentially assist ecology. However, the site is not well suited to housing development, because it's fairly small and irregularly shaped; part is greenfield within the flood plain; it's isolated at the very edge of the built up area, being sited 1500 metres or more from the nearest high frequency public transport routes near Crystal Peaks; the nearby Beighton Neighbourhood Centre has very few shops, and the site is 1500 metres or more from Crystal Peaks District Centre; and the nearest local park is 1500 metres or more away.
- 3.42 At Emerging Options stage there was a representation from the Shirebrook Conservation Group, stating that the land should be included within the Green Belt but has potential for a park and ride scheme. However, there is no realistic likelihood of Beighton station reopening for passenger traffic so the site has no obvious future park and ride potential. At the 2010 Draft consultation stage the Environment Agency stated that there should be no built development within that part of the site that lies within Flood Zone 3 (high probability). A city-wide sequential test has been undertaken for all the allocations, which shows that, on present evidence, the whole of this site is required to provide business/industrial land and requirements could not be accommodated solely in lower probability flood zones. However, development should only be permitted if a satisfactory site-specific flood risk assessment is submitted with a planning application. A sequential approach to development within the site should then be adopted, to ensure that, as far as possible, development is directed to the medium probability (Zone 2) area in preference to the high probability (Zone 3a). This is proposed to be set out more explicitly in the allocation.

Justification for Conditions

- 3.43 No adverse impact on the nearby Local Nature Site alongside the River Rother. A citywide flood risk sequential test has shown that the site is still needed for

business or industrial use but avoiding, as far as possible, land with a high probability of flooding. Therefore, conditions should be for the mitigation of flood risk, including flood protection measures and design for resilience to flooding, and development located as far as possible outside the area with high probability of flooding.

Sustainability Issues

- 3.44 The site is some distance from high frequency public transport routes and has fairly poor road links, especially for heavier goods vehicles. Extra traffic from higher trip generating uses would be likely to impact on road safety and air quality in the Beighton area. However, the site is relatively small so development is likely to be limited in scale, the associated vehicle movements would be relatively low and a well-designed scheme could provide clear benefits in providing new local jobs and training, reducing the need to travel, and enhancing the landscape in a sensitive location beside the River Rother and Green Belt washlands.

Equality Issues

- 3.45 In equality terms, in some ways this site would be less than ideal for new major business or general industrial development as it is sited more than 1500m from the nearest high frequency public transport services centred on Crystal Peaks. However, amongst other reasons, developing it for such uses would provide new local jobs and associated training.

Consultee Preferences

- 3.46 These are covered in the Planning Justification above.

Conclusions on Justification

- 3.47 The site is a relatively small site which is partly in employment use at present. Development of the site would help to contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.48 The privately-owned greenfield part of the site has been available for development for the last few years, and several development proposals for it have been put forward since (although none of these has yet progressed to the planning application stage). The City Council-owned brownfield part of the site could be made available for an appropriate type of development (either alone or in conjunction with the private part of the site).

- 3.49 SEWIS states that some allowance should be made for local network reinforcement for water supply and distribution.
- 3.50 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.
- 3.51 Mitigation of flood risk will be required, including flood protection measures and design for resilience to flooding to the entire site (medium and high probability of flooding).

Flexibility and Risk

- 3.52 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.53 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

Conclusions on the Soundness of Business and Industrial Allocations

- 3.54 The allocations of sites for business or industrial sites are considered sound for the following reasons:
- 3.55 They are **positively prepared**:
- They will meet objectively assessed requirements for employment land in the city as evidenced by the ELR
- 3.56 They are **justified**:
- They are needed to deliver Core Strategy policy CS1
 - Requiring Research and development (B1b) or light industry (B1c) or general industry (B2 or other, unclassified industrial/ processing uses) or warehouses/ storage (B8) is the most appropriate option when considered against not requiring them

3.57 They will be **effective**:

- There are relatively few vacant business or industrial sites in the former South East Community Assembly area and once demand increases in improved market conditions they should be deliverable over the plan period.

3.58 They are **consistent with national policy**:

- They are identified to meet the needs of the overall vision for Sheffield and conditions are kept brief so that business is not over-burdened by development.

Industrial Site Allocations

4. Land at New Street/Long Acre Way (P00370)

3.59 This is a small, relatively flat and heavily overgrown site that has a green character, centrally located within the Holbrook Industrial Area. It is surrounded by established industrial and warehouse activities.

Justification

Alternative Options

- Business and Industrial Area
- General Employment Area

3.60 The justification for the Industrial Area designation and the strengths and weaknesses of alternative policy area designations are set out in the Industrial Area section earlier in this report.

Justification for Choice of Option

3.61 The site was confirmed as being appropriately allocated for employment use in the ELR.

3.62 General industry and non-office business development here would be consistent with the surrounding area's predominant character, and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and CS13 which refer to the need to locate manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road

safety from extra private car travel and from other vehicles serving new general industry or warehouses; however, general industrial and non-office business development is likely to generate fewer trips than office development. The site is within 800m of the supertram stop at Westfield. The site is not appropriate for allocation for non-office business development, because it will be needed predominantly for future B2/B8 development, in order to contribute towards meeting Sheffield's forecast future industrial land needs.

- 3.63 The site is poorly suited for office (B1) use; Core Strategy policy CS3 states that office development should be focussed in the City Centre (at least 65% of the city's total office development) with the remainder in specified locations including in District Centres, on high-frequency transport routes in urban areas and near supertram stops.
- 3.64 The site is poorly suited to residential use, because it is physically isolated from the nearest residential communities; next to an existing industry known to occasionally create disamenity for surrounding residents; at least 500 metres from shops, schools, services and local parks.
- 3.65 The site is poorly suited to new A1-A5 retail development. The site is prominently located, would be large enough and would be reasonably easy to develop. However, the site is not within any District Shopping Centre.
- 3.66 Although some minor benefit to the area's general visual character and natural history interest could result from the retention of this site as greenspace, it in fact has no especial landscape or ecological value.
- 3.67 The City Council wishes to promote opportunities for local job creation, so it is important to ensure that the relatively few vacant sites within Mosborough/Woodhouse that are suited for industrial allocation and are without significant site problems remain available for future development.

Justification for Conditions

- 3.68 No conditions presently anticipated.

Sustainability Issues

- 3.69 General industry and warehousing would be consistent with the surrounding area's predominant character. Office use would result in an isolated development within an area dominated by heavier industry and warehousing and more sustainable office sites are elsewhere. It has no special landscape or ecological value.

Equality Issues

- 3.70 The site is within 800m of the supertram stop at Westfield. Better office sites are likely to be available elsewhere in Sheffield closer to the city centre and main transport routes. General industry/warehousing may be better for this group because there are fewer workers than for office use. The acceptable types of general industry and warehousing would need to be restricted to ensure that there was no detrimental impact on the travellers' site off New Street.

Consultee Preferences

- 3.71 None.

Conclusions on Justification

- 3.72 This is a small site within the Holbrook Industrial Estate. Given the nature of surrounding uses, B2 and/or B8 development would be the most appropriate use for this site and its development would help contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.73 Although there are no obvious site problems, the site has remained unused and unmarketed for many years, apparently because the owners are in liquidation. Future availability for development appears to depend on the resolution of this legal difficulty, so it is probably safest to assume at least 6-10 years before development.
- 3.74 A variety of industrial activities occupy all surrounding sites (apart from the nearby travellers' site 50 metres away, beyond New Street). Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.
- 3.75 The Sheffield Energy and Water Infrastructure Study (SEWIS) published in 2010 states that this site in terms of unit cost per square metre of utility costs may be typically more expensive to develop but would need to be considered by potential developers in any proposals for the site. A land allocation of approximately 4m x 4m will be required within the development to accommodate a medium to low pressure gas governor. A surface water sewer crosses the site and the stand-off width required may reduce the developable area of the site.
- 3.76 Road access is readily achievable from adjoining roads, which provide easy links to wider road network.

- 3.77 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.

Flexibility and Risk

- 3.78 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.79 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

5. Meadowbrook Park, Holbrook (P00373)

- 3.80 A flat and lightly overgrown greenfield site located within the Holbrook Industrial Area and largely surrounded by established industrial and warehouse activities. Previous phases of industrial development within the Meadowbrook Park estate adjoin to the west and the north. The site's eastern boundary abuts a narrow wooded corridor and waterway of natural history interest off Rother Valley Way.

Justification

Alternative Options

- Business and Industrial Area
- General Employment Area

- 3.81 The justification for the Industrial Area designation and the strengths and weaknesses of alternative policy area designations are set out in the Industrial Area section earlier in this report.

Justification for Choice of Option

- 3.82 The site was confirmed as being appropriately allocated for employment use in the ELR.
- 3.83 General industry and non-office business development here would be consistent with the surrounding area's predominant character, and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and

CS13 which refer to the need to locating manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road safety from extra private car travel and from other vehicles serving new general industry or warehouses; however, general industrial and non-office business development is likely to generate fewer trips than office development. The site is not appropriate for allocation for non-office business development, because it will be needed predominantly for future B2/B8 development, in order to contribute towards meeting Sheffield's forecast future industrial land needs.

- 3.84 The site is poorly suited for office (B1) use; Core Strategy policy CS3 states that office development should be focussed in the City Centre (at least 65% of the city's total office development) with the remainder in specified locations including in District Centres, on high-frequency transport routes in urban areas and near supertram stops. Other more sustainable office sites are likely to be available in priority locations elsewhere in Sheffield, closer to the City Centre and closer to the main transport routes, although the site does lie within 800m of the supertram stop at Halfway. Office development is likely to generate more trips than general industrial and business use. It would result in a very isolated office development within an area heavily dominated by General Industry and Warehousing.
- 3.85 The site is within an established area for employment uses and residential use would be unacceptable as it would form an isolated land use and residential amenity would be adversely affected by surrounding employment uses.
- 3.86 The City Council wishes to promote opportunities for local job creation, so it is important to ensure that the relatively few vacant sites within Mosborough/Woodhouse that are suited for industrial allocation and are without significant site problems remain available for future development.
- 3.87 Although some minor benefit to the area's general visual character and natural history interest could result from the retention of this site as greenspace, it in fact has no especial landscape or ecological value.
- 3.88 The Moss Valley Wildlife Group submitted a representation at 2010 Draft stage in support of the condition below.

Justification for Conditions

- 3.89 Woodland and watercourse on the eastern edge of the site are to be protected as they are part of the wider Local Nature Site designation along the Short Brook.

Sustainability Issues

- 3.90 General industry and warehousing would be consistent with the surrounding area's predominant character. Office use would result in an isolated development

within an area dominated by heavier industry and warehousing and more sustainable office sites are elsewhere.

Equality Issues

- 3.91 The site lies within 800m of the supertram stop at Halfway and is also adjacent to a bus route with a service frequency of at least three buses per hour during the day so benefits people with low access to private transport.

Consultee Preferences

- 3.92 Moss Valley Wildlife Group – support the condition.

Conclusions on Justification

- 3.93 This is a small site within the Holbrook Industrial Estate. Given the nature of surrounding uses, B2 and/or B8 development would be the most appropriate use for this site and its development would help contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.94 The site is vacant and available. There is easy direct access from adjoining Meadowbrook Park access road. Protected woodland and a watercourse on the eastern edge of the site are of natural history and landscape value, and these features must be fully protected as part of any approved development.
- 3.95 A planning application for the erection of a new building and development of external storage yard to form a builder's merchants was refused in November 2007 on ecological grounds. However, there is no problem in principle with developing the site for such use provided that the scale of the development is of a size that does not adversely affect important ecological features.
- 3.96 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.

Flexibility and Risk

- 3.97 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.98 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

6. Mosborough Wood Business Park (P00376)

- 3.99 This is a large, privately-owned site on the western fringe of the Holbrook Industrial Area. Within the same ownership as the adjoining Holbrook Foundry to the south, through which road access from Station Road is currently possible. Immediately to the north, the site borders the Short Brook and its dense adjoining willow "carr", which is at a much lower level, below steep, heavily overgrown slopes. To the west, the site borders the supertram tracks (just to the north of the Halfway terminus) with Eckington Way beyond, both at a lower level. The site falls away very steeply on its eastern side, to a drainage channel with overgrown areas, and a small works beyond on New Street.
- 3.100 The site has lain unused for many years. It was, however, extensively tipped with waste some years ago, although the lower central area of the site (more densely covered with developing scrub and trees and divided off by mature hedgerows) appears not to have been tipped. The rest of the site is overgrown with rough grass and some developing scrub.

Justification

Alternative Options

- Business and Industrial Area
- General Employment Area

- 3.101 The justification for the Industrial Area designation and the strengths and weaknesses of alternative policy area designations are set out in the Industrial Area section earlier in this report.

Justification for Choice of Option

- 3.102 This site was confirmed as being appropriately allocated for employment use in the ELR.
- 3.103 General industry and non-office business development here would be consistent with the surrounding area's predominant character, and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and CS13 which refer to the need to locating manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being

created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road safety from extra private car travel and from other vehicles serving new general industry or warehouses; however, general industrial and non-office business development is likely to generate fewer trips than office development. The site is also close to the supertram stops at Waterthorpe and Westfield, and a strategic road (Eckington Way), suited to cater for extra traffic generated by both private cars and heavy goods vehicles. The site is not appropriate for allocation for non-office business development, because it will be needed predominantly for future B2/B8 development, in order to contribute towards meeting Sheffield's forecast future industrial land needs.

- 3.104 The site is poorly suited for office (B1) use; Core Strategy policy CS3 states that office development should be focussed in the City Centre (at least 65% of the city's total office development) with the remainder in specified locations including in District Centres, on high-frequency transport routes in urban areas and near supertram stops. Although the site is close to high frequency public transport other office sites are likely to be available in priority locations elsewhere in Sheffield, closer to the City Centre and main transport routes. Office development is likely to generate more trips than general industrial and business use. It would result in a very isolated office development within an area heavily dominated by General Industry and Warehousing.
- 3.105 This site would not be well suited to housing development, because although close to the supertram route linking to the City Centre and facilities at Crystal Peaks, it lies within an area that is predominantly industrial in character, including Holbrook Foundry immediately to the South; clearly separated from the nearest existing dwellings at Westfield (400 metres way beyond busy Eckington Way) and 200 metres away at Station Road (beyond the Holbrook Foundry); and around 800 metres by foot from the Westfield Neighbourhood Centre (beyond Eckington Way) and Morrisons supermarket (to the south, beyond busy Station Road).
- 3.106 At Emerging Options stage, William Cook Properties Ltd. stated that the site, together with the adjacent foundry to the south, should be identified for mixed use development including housing. At Additional Site Options stage in 2012, a further representation was submitted on the grounds that the site is not economically viable for employment purposes and is sustainably located for residential use. This is covered in the Industrial Area chapter of the report, above. Comments from the Moss Valley Wildlife Group at 2010 Draft stage stated that care must be taken to protect the important Green Link from Westfield to the River Rother corridor when seeking to develop the site and that the site is adjacent to a Local Nature Site.
- 3.107 There is no requirement for additional open space in the vicinity.
- 3.108 The City Council wishes to promote opportunities for local job creation, so it is important to ensure that the relatively few vacant sites within

Mosborough/Woodhouse that are suited for industrial allocation and are without significant site problems remain available for future development.

Justification for Conditions

3.109 Conditions are already placed by the current planning permissions.

Sustainability Issues

3.110 The site lies within 800m of the supertram stops at Westfield and Halfway providing ready links to services and facilities at Crystal Peaks and beyond. Given that the area is largely dominated by B2 and B8 uses, is clearly separate for any residential uses and other more sustainable office sites are available elsewhere in the city, the most appropriate use of the site would be for general industry and warehousing.

Equality Issues

3.111 The site lies within 800m of the supertram stop at Halfway and is also adjacent to a bus route with a service frequency of at least three buses per hour during the day so would help people with low access to private transport to access employment opportunities.

Consultee Preferences

3.112 William Cook Properties Ltd. – objects to the site's allocation for employment use, stating that it should be allocated for residential purposes.

3.113 Moss Valley Wildlife Group – the site is next to a Local Nature Site and care should be taken to protect the very important Green Link from the Westfield open space to the River Rother corridor.

Conclusions on Justification

3.114 The site is vacant and forms part of the wider Holbrook Industrial Estate. It is clearly separated from residential areas on the other side of Eckington Way. Although market demand for employment use is currently low, this is no reason to reallocate the site for a use which would be alien to the existing character of the area and would also prevent the land from helping to meet the city's employment land requirements in the future. This is the largest employment site allocation in the south-east part of the city, in an area defined in the Core Strategy as having an important role in providing for employment land.

Effectiveness

Delivery

- 3.115 The Sheffield Energy and Water Infrastructure Study (SEWIS) published in 2010 refers to several sites whose development may involve local network reinforcement in order to mitigate the effects of pressure loss to existing customers in terms of water supply and distribution. It states that “Abnormal connection costs have only been identified for the Waverley and former South East Community Assembly Areas”. Mosborough Wood Business Park is one of the sites named in the Study.
- 3.116 The Study states that it is possible that the 576kVA electricity demand required by this development will not be accommodated from the local 11kV network surrounding the site which is fed from Halfway 33kV>11kV Primary Substation without triggering offsite reinforcement.
- 3.117 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.
- 3.118 Planning permission for mixed use development comprising the erection of units for use as Offices (Use Class B1), General Industry (Use Class B2) and Storage and Distribution (Use Class B8) including access bridge, associated highway works and car parking accommodation was granted in September 2009. Planning permission for the construction of a new vehicular access bridge and junction with Holbrook Avenue was granted in February 2010 and this work was completed in 2011.

Flexibility and Risk

- 3.119 The ELR confirms that the site is appropriately allocated for employment use; like other sites, though, it is dependent on market conditions picking up.

Monitoring

- 3.120 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

7. Owlthorpe Greenway/Rother Valley Way, Holbrook (P00383)

- 3.121 A relatively flat and lightly overgrown greenfield site that lies towards the northern end of Holbrook Industrial Area, and is largely surrounded by industrial and

warehouse activities. The site is associated with adjacent established premises that have quite recently been refurbished for use as a tile warehouse. As part of this refurbishment the site has been levelled to facilitate future development.

Justification

Alternative Options

- Business and Industrial Area
- General Employment Area

3.122 The justification for the Industrial Area designation and the strengths and weaknesses of alternative policy area designations are set out in the Industrial Area section earlier in this report.

Justification for Choice of Option

3.123 The Sheffield Employment Sites Survey identified the site as being vacant and for sale or to let for manufacturing industry and premises and development land. The Survey records the site's suitability for general industrial/business uses; it has a suitability score of 80.0.

3.124 General industry and non-office business development here would be consistent with the surrounding area's predominant character, and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and CS13 which refer to the need to locating manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road safety from extra private car travel and from other vehicles serving new general industry or warehouses. The site is not appropriate for allocation for non-office business development because it will be needed predominantly for future B2/B8 development in order to contribute towards meeting Sheffield's forecast future industrial land needs.

3.125 The site is poorly suited for office (B1) use; Core Strategy policy CS3 states that office development should be focussed in the City Centre (at least 65% of the city's total office development) with the remainder in specified locations including in District Centres, on high-frequency transport routes in urban areas and near supertram stops. The site is over 1000 metres away on foot from high frequency public transport (the Supertram stops at Waterthorpe and Westfield). Other more sustainable office sites are likely to be available in priority locations elsewhere in Sheffield, closer to the City Centre and main transport routes. There is a high probability that workers would use private cars to travel (particularly at peak times), with some adverse effect on air quality and road safety – however, office development is likely to generate more trips than general industrial and business

use. It would result in a very isolated office development within an area heavily dominated by General Industry and Warehousing.

- 3.126 This site would not be well suited to housing development, because it is a relatively-isolated greenfield site, surrounded by predominantly industrial uses; and is over 1000m distant from the closest community facilities/shopping centres.
- 3.127 The site is not within a District Centre or near to a Neighbourhood Centre, and retail use would potentially detract from the vitality of neighbouring retail areas.
- 3.128 The City Council wishes to promote opportunities for local job creation, so it is important to ensure that the relatively few vacant sites within Mosborough/Woodhouse that are suited for industrial allocation and are without significant site problems remain available for future development (Core Strategy policies CS5 and CS13).
- 3.129 Although some minor benefit to the area's general visual character and natural history interest could result from the retention of this site as greenspace, it in fact has no especial landscape or ecological value. Comments from the Moss Valley Wildlife Group at 2010 Draft stage stated that care must be taken to protect the Green Link from the Moss Valley and Owlthorpe via Owlthorpe Greenway to the River Rother corridor when seeking to develop the site.

Justification for Conditions

- 3.130 Conditions are already placed by the current planning permission. If developed separately from the adjoining tile warehouse, a new road is to be provided for access from Rother Valley Way or Owlthorpe Greenway.

Sustainability Issues

- 3.131 General industry and warehousing use would be consistent with the area's predominant character. The site has no special landscape or ecological value. It is a non-strategic site around 1km from high frequency public transport so use of private car to travel is likely; it would result in a very isolated office development and other more sustainable office sites are elsewhere in the city, so use for B2/B8 uses should help to reduce the number of journeys to work by private transport.

Equality Issues

- 3.132 In equality terms, the site is not favourable for people with low access to private transport due to its isolated location - it's around 1000m away on foot from high frequency public transport (the supertram stop at Westfield). Better office sites are likely to be available elsewhere in Sheffield closer to the city centre and main transport routes. General industry/warehousing may be better for this group because there are fewer workers than for office use.

Consultee Preferences

- 3.134 Moss Valley Wildlife Group - care must be taken to protect the Green Link from the Moss Valley and Owlthorpe via Owlthorpe Greenway to the River Rother corridor when seeking to develop the site.

Conclusions on Justification

- 3.135 This is a small site within the Holbrook Industrial Estate. Given the nature of surrounding uses, B2 and/or B8 development would be the most appropriate use for this site and its development would help contribute towards meeting the city's employment land requirements.

Effectiveness

Delivery

- 3.136 The site owners (Wm.Stokes Ltd.) have modified the adjoining premises to form a tile warehouse and showroom. The associated site works include the levelling and remodelling of this site to form a gently sloping plateau with enhanced boundary landscaping, which enhances its future development potential.
- 3.137 If developed separately from the adjoining tile warehouse, the site would require a new road access off Rother Valley Way or Owlthorpe Greenway.
- 3.138 SEWIS states that a land allocation of approximately 4m x 4m will be required within the development to accommodate a medium to low pressure gas governor.
- 3.139 Full details of the physical infrastructure required for economic development, such as electricity, gas, drinking water, sewerage, drainage, telecommunications and flood protection are contained in Chapter 2 of the Economy and City Region Background Report. Development should be designed to meet the travel requirements of policy E1 in the City Policies and Sites document.

Flexibility and Risk

- 3.140 As part of the Holbrook Industrial Estate it is appropriately allocated for employment purposes, has no constraints and can be delivered when market interest picks up.

Monitoring

- 3.141 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

8. Land at Holbrook Rise (P00495)

3.142 This is a small, vacant, brownfield site to the north of Holbrook Rise, with employment uses to either side and bounded by Owlthorpe Greenway.

Justification

Alternative Options

- Business and Industrial Area
- General Employment Area

3.143 The justification for the Industrial Area designation and the strengths and weaknesses of alternative policy area designations are set out in the Industrial Area section earlier in this report.

Justification for Choice of Option

3.144 General industry and non-office business development here would be consistent with the surrounding area's predominant character, and draw upon established infrastructure serving the area. It helps to meet the overall employment requirements in terms of CS1 and also helps meet the aims of policies CS5 and CS13 which refer to the need to locating manufacturing, distribution/warehousing and non-office businesses in Mosborough-Woodhouse and new jobs being created within established industrial and business areas at the east side of Mosborough. There would be some limited adverse effect on air quality and road safety from extra private car travel and from other vehicles serving new general industry or warehouses. The site is not appropriate for allocation for non-office business development, because it will be needed predominantly for future B2/B8 development, in order to contribute towards meeting Sheffield's forecast future industrial land needs.

3.145 The site is poorly suited for office (B1) use; Core Strategy policy CS3 states that office development should be focussed in the City Centre (at least 65% of the city's total office development) with the remainder in specified locations including in District Centres, on high-frequency transport routes in urban areas and near supertram stops. Although the site is within 800m of the supertram stop at Westfield, other more sustainable office sites are likely to be available in priority locations elsewhere in Sheffield, closer to the City Centre and main transport routes. Office development is likely to generate more trips than general industrial and business use. It would result in a very isolated office development within an area heavily dominated by General Industry and Warehousing.

3.146 This site would not be well suited to housing development, because it is surrounded by predominantly industrial uses and would be out of character in this location.

3.147 The site is not within a District Centre or near to a Neighbourhood Centre, and retail use would potentially detract from the vitality of neighbouring retail areas.

3.148 The City Council wishes to promote opportunities for local job creation, so it is important to ensure that the relatively few vacant sites within Mosborough/Woodhouse that are suited for industrial allocation and are without significant site problems remain available for future development (Core Strategy policies CS5 and CS13).

Justification for Conditions

3.149 No unacceptable adverse impact on the Green Link along the northern boundary of the site on Owlthorpe Greenway.

Sustainability Issues

3.150 General industry and warehousing use would be consistent with the area's predominant character. It is within 800m of the supertram stops at Waterthorpe and Westfield but would result in an isolated office development within an area heavily dominated by general industry and warehousing and other more sustainable office sites are elsewhere in the city. Development for B2/B8 uses should help to reduce the number of journeys to work by private transport.

Equality Issues

3.151 The site is within 800m of the supertram stops at Waterthorpe and Westfield so any development would be accessible to people with low access to private transport. General industry/warehousing is likely to be better as there would be fewer workers than for office use.

Consultee Preferences

3.152 None.

Conclusions on Justification

3.153 This is a small site within an established industrial area and is within reasonable walking distance of high frequency public transport. The predominant surrounding uses are for general industry and warehousing. The most appropriate development would be for B2 and B8 uses.

Effectiveness

Delivery

3.154 The site has planning permission and has been marketed.

Flexibility and Risk

3.155 As part of the Holbrook Industrial Estate it is appropriately allocated for employment purposes, has no constraints and can be delivered when market interest picks up.

Monitoring

3.156 There will be some periodic and ad hoc monitoring as the list of employment sites will be kept as up to date as possible. The Sites Database will also be used to monitor gains and losses of sites.

Conclusions on the Soundness of Industrial Allocations

3.157 The allocations of sites for Industrial use are considered sound for the following reasons.

3.158 They are **positively prepared**:

- They will meet objectively assessed requirements for employment land in the city as evidenced by the Employment Land Review

3.159 They are **justified**:

- They are needed to deliver Core Strategy policy CS1
- Requiring General industry (B2 or other, unclassified industrial/ processing uses) or warehouses/storage (B8) will provide areas in the city for heavier and potentially more disruptive industries to operate.

3.160 They will be **effective**:

- There are relatively few vacant business or industrial sites in the former South East Community Assembly area and once demand increases in improved market conditions they should be deliverable over the plan period.

3.161 They are **consistent with national policy**:

- The allocations are consistent with the NPPF by association with delivering CS1.

Housing Allocations

- 3.162 The site allocations seek to deliver the NPPF requirement to have a supply of specific deliverable sites sufficient to provide five years worth of housing with a 5% buffer, and identify developable sites or broad locations for 6-10 and 11-15 years of growth.
- 3.163 Core Strategy policy CS22 outlines the scale of the requirement for new housing (1425 net additional dwellings per year between 2008/09 and 2025/26). Core Strategy policy CS23 supports new housing development where it would support urban regeneration and make efficient use of land and infrastructure.
- 3.164 Core Strategy policy CS25 prioritises the allocation of sites for housing within the former HMR areas, mainly on sites where poor quality, low demand housing has already been demolished or is identified for future demolition. A greater mix of housing types will be provided with a range of other uses to make these areas a more sustainable place to live. Policy CS24 states that development on greenfield sites is acceptable within HMR areas where it is essential for the effective regeneration of the area.
- 3.165 Core Strategy policy CS26 states that housing land needs to be used efficiently, and sets out density ranges for new development according to the location of the site. Ranges of housing capacities based on this are given for sites below.

9. Former Westfield School site (P00394)

- 3.166 The justification for this site allocation is set out in more detail in the Housing Area section earlier in this Report. This is the former site of Westfield Secondary School, cleared of buildings following the school's closure. It is a multi-level site adjacent to a residential part of Mosborough village that rises quite steeply up to a ridgeline overlooking the Green Belt.

Justification

Alternative Options

- 3.167 The discussion for these alternative options is set out in the Housing Area section above.

Justification for Choice of Option

- 3.168 Development of this housing allocation would constitute an extension of new housing to the built-up area and the justification for this site allocation is set out in the Housing Area section in the previous chapter. That section explains the reasoning behind the overall extent of the Housing Area designation in the South East area which includes this site allocation. However, the allocation is no greater

in extent than the footprint of the former Westfield school, designated as Housing Area in the UDP.

- 3.169 The site is in a relatively sustainable location and is brownfield. Residential development is likely to deliver a high proportion of family housing and there are adjoining playing fields and a network of paths giving ready access to extensive countryside areas. The design and layout of any scheme would ensure that there is no unacceptable impact on areas of ecological value. It is located within 800m of a bus route with a service frequency of at least three buses per hour during the day. There is no need to retain the site as public open space given the wide variety of recreation space already available nearby.

Justification for Conditions

- 3.170 A Planning and Design Brief will be required. Sensitive boundary treatment particularly adjacent to existing residential areas and the Green Belt is required. Links between new housing development and existing/proposed pathways and cycleways will be required. A new road from the east off Moss Way, to serve new housing development and provide access to the adjoining former school playing fields, is required. Trees and areas of ecological interest will be retained if required, following surveys.

Sustainability Issues

- 3.171 It is a previously-developed site. Residential development is likely to deliver a high proportion of family homes. There are adjoining playing fields and a network of paths giving ready access to extensive countryside areas. It is located within 800m of a bus route with a service frequency of at least three buses per hour during the day.

Equality Issues

- 3.172 The development would include an element of affordable housing so would benefit those on low incomes including younger families in particular. The site is reasonably close to a Neighbourhood Centre and there is a variety of recreation space reasonably close by, thereby reducing the need to travel and helping those on low incomes or without access to private transport.

Consultee Preferences

- 3.173 None.

Conclusions on Justification

- 3.174 The site is brownfield, in a relatively sustainable location and is likely to provide a high proportion of family homes which will contribute towards meeting the city's housing land requirements.

Effectiveness

Delivery

- 3.175 A new main access road from Moss Way will be needed to access new housing development, as well as to provide access to the adjoining former school playing fields.
- 3.176 The site is owned by the City Council and was granted outline planning permission for residential development in 2006. The City Council is keen to dispose of the site at an acceptable price to a potential developer at the earliest opportunity. The site was marketed in 2008 although disposal was subsequently held back in response to current market conditions.
- 3.177 The site is currently being progressed as part of the Council's Assets Enhancement Programme and financed through the Local Growth Fund.
- 3.178 It is anticipated that the site will be delivered by 2020/21.

Flexibility and Risk

- 3.179 The site is allocated for housing in the UDP and is now part of the Council's Assets Enhancement Programme whereby a Planning and Design Brief will be produced. This should provide greater certainty that the land will come forward for housing but is clearly dependant on market conditions as to exactly when the site is marketed and when development will commence.

Monitoring

- 3.180 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

10. Oxclose Farm (P00384)

- 3.181 The justification for this site allocation is set out in more detail in the Housing Area section earlier in this Report. It is a large, greenfield site on the urban periphery at Oxclose. Large residential estates are located nearby, to the south west of the site (Heathlands) and to the west (Oxclose Park) where existing open space has been extended and improved to provide a range of facilities in a new community park. The large, former Holbrook Colliery, heavily overgrown but of major natural history interest adjoins the site on its east side. Laver's major timber production/distribution centre lies immediately to the north, with other industrial activities beyond.

Justification

Alternative Options

- 3.182 The whole site has recently been confirmed in the Planning Inspector's decision letter in relation to the Tesco appeal as being required for housing. There are therefore no realistic alternative options.

Justification for Choice of Option

- 3.183 The site allocation is consistent with a number of Core Strategy policies, including:

CS22 : Scale of the Requirement for New Housing

CS23 : Locations for New Housing

CS24 : Maximising the Use of Previously Developed Land for New Housing

CS25 : Priorities for Releasing Land for New Housing

- 3.184 Policy C1 states that medium and larger scale residential developments should be integrated with existing residential communities and be within reasonable walking distance, via a safe, attractive and convenient pedestrian route, of a local convenience shop and a sufficient range of other local services and facilities. Developers may be required to contribute towards the improvement of pedestrian routes and/or the provision of local services and community facilities where the requirements in the policy would not otherwise be met.
- 3.185 Policy D3 states that in open market housing developments with a capacity for 10 or more units, up to 40% of the units will be sought as affordable homes. The precise level of provision will be negotiated and will be consistent with the economic viability of the development.
- 3.186 Development of this housing allocation would constitute an extension of new housing to the built-up area and the justification for this site allocation is set out in the Housing Area section in the previous chapter. That section explains the reasoning behind the overall extent of the Housing Area designation in the South East area which includes this site allocation and why the land has been changed from proposed employment use to housing use. An appeal by Tesco Stores Ltd. against the refusal of planning permission for a retail store on part of the site was dismissed in March 2012. The Inspector stated that the site has the potential to make a small but significant contribution to the supply of housing land, including ensuring that a choice of sites is available to developers in Sheffield in the mid to long term, and consequently that the benefits of a retail store would not outweigh the harm to the supply of land for housing.

Justification for Conditions

- 3.187 A Planning and Design Brief will be required. Sensitive boundary treatment particularly adjacent to existing residential areas and the Green Belt is required. Links between new housing development and existing/proposed pathways and cycleways will be required. A new road from the east off Moss Way to serve new housing development and provide access to the adjoining former school playing fields is required. Trees and areas of ecological interest retained, as required by surveys.

Sustainability Issues

- 3.188 It is a previously-developed site. Residential development is likely to deliver a high proportion of family homes. There are adjoining playing fields and a network of paths giving ready access to extensive countryside areas. It is located within 800m of a bus route with a service frequency of at least three buses per hour during the day.

Equality Issues

- 3.189 The development would include an element of affordable housing so would benefit those on low incomes including younger families in particular. The site is reasonably close to a Neighbourhood Centre and there is a variety of recreation space reasonably close by, thereby reducing the need to travel and helping those on low incomes or without access to private transport.

Consultee Preferences

- 3.190 Hallam Land Management Ltd. – stated that the land should be redesignated from employment use to housing.
J. Buckley - questions the justification for the development of greenfield land for housing anywhere, especially at Owlthorpe and Oxclose.
Moss Valley Wildlife Group – the Green Link from Moss Valley via Windmill Hill and Rotherham Road to the River Rother corridor must be protected.

Conclusions on Justification

- 3.191 The Inspector at the 2012 appeal inquiry concluded that the whole site was required for housing.

Effectiveness

Delivery

- 3.192 This is the only undeveloped site left at Oxclose Park. The site currently has no road access but planning permission has been granted for the development of business and general industrial development on the site, on several "plateau"

sites separated by steep landscaped slopes. Development also requires the laying out of a new road link southwards off Oxclose Park Road, which will provide access to this site and continue southwards to provide a bus-only link into Deepwell Avenue on the Heathlands estate. Landscaped buffers are required as part of the development to protect residents of nearby estates.

- 3.193 The Sheffield Energy and Water Infrastructure Study (SEWIS) published in 2010 refers to several sites whose development may involve local network reinforcement in order to mitigate the effects of pressure loss to existing customers in terms of water supply and distribution. It states that “Abnormal connection costs have only been identified for the Waverley and former South East Community Assembly Areas”. Mosborough Wood Business Park is one of the sites named in the Study.
- 3.194 SEWIS also states that this site, in terms of unit cost per square metre of utility costs, may be typically more expensive to develop but would need to be considered by potential developers in any proposals for the site.
- 3.195 SEWIS states that a key physical development constraint is a surface water culvert which is likely to remain in situ; this would require a standoff which may reduce the developable area unless it can be shown that the network can be reasonably diverted or relocated. Sections of surface water and combined sewers also cross the site and would also require stand-offs. Provision should be made for the diversion of surface water, combined and foul water sewers respectively. It is recommended that the proposed layout of the development incorporates the sewer easement to optimise the developable area.
- 3.196 A land allocation of 4m x 4m will be required within the development to accommodate a gas governor.
- 3.197 It is possible that electricity demand may not be accommodated from the local network, and provision should be included for cable and circuit breakers at Halfway Primary Substation. An electricity cable crosses the eastern boundary of the site – if diversion is required then a significant cost might be required.
- 3.198 It is anticipated that the site will be delivered by 2020/21.

Flexibility and Risk

- 3.199 The site has been confirmed as being required for housing but clearly is dependant upon market conditions as to exactly when a planning application will be submitted and development commences.

Monitoring

- 3.200 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

11. Owlthorpe (sites C, D and E)

- 3.201 These are greenfield sites set within a wider green landscape framework and represent the final housing sites to be developed as part of the townships masterplan. The justification for these site allocations is set out in more detail in the Housing Area section earlier in this Report.

Justification

Alternative Options

- 3.202 The sites were allocated for housing in the UDP and were confirmed as being appropriate for housing in the Core Strategy. The only alternative options would be Open Space Area or Countryside Area: Non-Green Belt but given the need for housing land, confirmation in the Core Strategy, and the fact that any future development will take full account of the surrounding green framework, it is considered that these housing allocations are justified.

Justification for Choice of Option

- 3.203 Representations were received at Preferred Options stage for both the retention and deletion of these housing allocations and these are discussed in the previous chapter relating to the Housing Area designation. The housing sites represent extensions onto greenfield land adjacent to the existing built-up area and the justification for these sites is covered in the chapter on Policy Areas. The sites were confirmed in principle in the Core Strategy of 2009, referred to specifically in policy CS24, and there are no changes in circumstance since that time which would mean the sites ought to be de-allocated. The sites are now being progressed through the Council's Assets Enhancement Programme – this involves the production of a Planning and Design Brief with the full involvement of the local community.

Justification for Conditions

- 3.204 Provision of a local convenience shop would be a condition of development unless its provision was proven to be unviable.

Sustainability Issues

3.205 Development of the sites is likely to provide a high proportion of family housing close to a high frequency public transport route to the City Centre and to Crystal Peaks. It should ensure the completion of the local green framework to provide a varied range of landscape, ecological and recreational benefits and an improved local pedestrian/cycle network including the Owlthorpe Heritage and Nature Trail.

Equality Issues

3.206 The development would include an element of affordable housing so would benefit those on low incomes including younger families in particular. The sites are close to the supertram route to the City Centre so would also help those without access to private transport. There is required provision of at least 30% wheelchair-accessible housing (or with the potential to be such).

Consultee Preferences

3.207 The representations received on these sites are covered in the Housing Area section of this report.

Conclusions on Justification

3.208 The sites have been confirmed in the Core Strategy as being appropriate for housing. With the principle now established, it's important that progression of these sites ensures that the wider green setting is fully taken into account and that the design, layout and type of housing fully maximises the benefits of this location and caters for housing need in the area.

Effectiveness

Delivery

3.209 The sites will be released by the City Council. The Council is committed to achieving the long-delayed completion of the Owlthorpe Township, with resulting benefits for residents, by disposal of the sites for development at the earliest possible date. The sites are part of the Council's Assets Enhancement Programme and funded through the Local Growth Fund.

3.210 The Sheffield Energy and Water Infrastructure Study (SEWIS) published in 2010 refers to several sites whose development may involve local network reinforcement in order to mitigate the effects of pressure loss to existing customers in terms of water supply and distribution. It states that "Abnormal connection costs have only been identified for the Waverley and former South East Community Assembly Areas". This includes the Owlthorpe site allocations.

3.211 In relation to Owlthorpe C, SEWIS states that a key physical development constraint is a surface water sewer that is likely to remain in situ, and the stand-off distance may reduce the developable area unless the network can reasonably

be diverted or relocated.

- 3.212 The SEWIS states that Owlthorpe E would require connection directly from the intermediate-pressure or medium-pressure network and is located such that network extensions or local reinforcement might cost more than £100k.
- 3.213 High pressure gas mains pass within 300m of the sites which must be taken into account when looking at development of the sites.
- 3.214 The proposal to complete the Moorthorpe Way loop road remains highly desirable, although a secondary access point has now been provided on the eastern part of Moorthorpe Way onto Donetsk Way. New and improved pedestrian links to the existing tram stop would be required as part of new development. Improvements to foot and cycle routes across Ochre Dike would also improve access to the Birley Spa Lane Neighbourhood Centre and a range of other facilities in Hackenthorpe.
- 3.215 It is anticipated that these sites will be delivered by 2020/21.

Flexibility and Risk

- 3.216 The sites are included in the Council's Assets Enhancement Programme and work is ongoing leading towards the production of a Planning and Design Brief for the sites. This provides more certainty in terms of the intention to bring these sites forward though clearly market conditions will dictate exactly when the site is marketed, the submission of a planning application and when development will commence.

Monitoring

- 3.217 The monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

12. Scowerdons, Weakland and Newstead Estates

- 3.218 Scowerdons is a 1960's Council estate, on prominent north-facing slopes above the Shirebrook Valley. It contains an attractive landscaped central open space and is served by a small playground and small kick-pitch. The site lies within a wooded Green Belt setting, and consists of 359 flat-roofed "Vic Hallam" houses, mostly in poor condition and costly to maintain.
- 3.219 The Weakland Estate site forms part of a 1960's Council estate in south Hackenthorpe with nearby supertram and bus stops. There is an elongated open space buffer strip that separates the estate from Birley Moor Road and Sheffield

Road. The site consists of 98 flat-roofed, "Vic Hallam" houses in poor condition, costly to maintain, and with little open space within the site.

3.220 Newstead is a 1960's Council estate, south of Frecheville and east of Birley, with nearby supertram and bus stops. There are 242 flat-roofed "Vic Hallam" houses in poor condition and costly to maintain, with an attractive landscaped central open space. There are elongated buffer open spaces with mature trees bordering Birley Lane and Birley Moor Road, with a garage court and small green areas on the south-western edge.

Justification

Alternative Options

3.221 There are no alternative options – the site allocations form part of a wider housing redevelopment programme, much of which has now been completed.

Justification for Choice of Option

3.222 The sites are well suited for a housing redevelopment that would involve a limited number of additional residents. Redevelopment for housing has already taken place on all three sites with further phases to be developed.

- They are brownfield sites within the urban area, where necessary infrastructure exists
- Outmoded single-type dwellings in a poor townscape will be replaced with a varied range of high quality modern houses within an upgraded residential setting that can provide some benefit to the wider local environment
- Disadvantaged people will benefit from a range of dwelling types and tenures, and affordable housing
- There would be some additional car traffic from an increased number of residents but impact on air quality or road safety is likely to be limited
- There will be relatively easy access to a range of educational, retail and recreational facilities in the surrounding area to meet the needs of future residents
- Weakland and Newstead are close to high frequency public transport both by tram (Birley Moor Road tram stop) and bus (nos. 41 and 42) and has relatively easy access to a range of educational, retail, recreational and other facilities in the surrounding area, including library, chemist, doctor's surgery, public houses, post office and ATMs at Birley Moor Road Neighbourhood Centre. Although Scowerdons is around 800m from high frequency bus services on Birley Moor Road (nos. 41 and 42), less frequent services do directly serve the site. There is a community centre and public house adjacent to the site and Birley Moor Road Neighbourhood Centre is around 600m-1000m walk away.

- 3.223 The sites are not well suited to office, general business or industrial use as it is not within or close to a District Centre (where it would add to the variety and viability of the centre, be best served by public transport, and allow shared trips to facilities); there has been little demand for larger office sites to date in South East Sheffield; and traffic - noise and odours from an industrial site – would cause nuisance for neighbouring residents.
- 3.224 There is no requirement for additional open space in the vicinity. Although community facilities are important, there is no requirement for additional facilities at this time. For retail, the sites are not within the City Centre or a District Centre, and alternative uses would be preferable.

Justification for Conditions

- 3.225 The network of roads, pedestrian/cycle routes and utility services serving the site will be reviewed as development progresses.

Sustainability Issues

- 3.226 Both Newstead and Weakland are well suited for a housing redevelopment; close to high frequency public transport by both tram and bus, allowing ready access to facilities in the City Centre and Crystal Peaks District Centre; and there is a local park at Occupation Lane within 400m of the sites and an informal buffer strip with playground adjoins the site, although it is more than 1200m from a District Park. At Newstead there is a small local park centrally located within the estate that should be retained or replaced as part of the phased redevelopment.
- 3.227 Scowderons is fairly well suited for a housing redevelopment that would involve a limited number of additional residents as new housing would replace outmoded, single-type dwellings with a range of high quality modern dwellings in an upgraded residential setting; education provision can be achieved; and there is ready access to the adjoining Shirebrook valley for informal recreation activities. It is quite distant from high frequency public transport and so lacks ready access to facilities in the City Centre and Crystal Peaks District Centre.

Equality Issues

- 3.228 People on low incomes will benefit from affordable housing and a range of dwelling types and tenures. Proximity to high frequency public transport routes at Newstead and Weakland in particular will help those without access to private transport.

Consultee Preferences

- 3.229 English Heritage submitted a representation at 2010 Draft stage seeking wording to ensure that the character and setting of the adjacent Moss Valley Conservation Area is safeguarded. Citywide criteria apply to all sites in addition to criteria for

specific sites but it is recognised that there will be conditions relating to design, area character, heritage assets, natural features and biodiversity in relation to this site.

Conclusions on Justification

3.230 The sites are already under construction; it is the remaining phases that are shown as site allocations on the Proposals Map.

Effectiveness

Delivery

- 3.231 The Scowerdons, Weakland and Newstead Masterplan, approved by the Council in 2005, provided an initial framework of guidance for the character and form of new development.
- 3.232 The agreements will ensure that new housing will be provided to cater specifically for local requirements. The majority of new dwellings will be social housing of varied type, tenure and size, including some for sale, and will include dwellings to meet the specific needs of a large number of existing Scowerdons, Newstead and Weakland residents. The implementation of the development is not dependent upon the level of market demand in this area because the development agreement between Home Housing and the City Council is designed to ensure completion of the phased redevelopment of the estate to provide a range of predominantly affordable dwellings.
- 3.233 Phased development is now well underway on all three sites, with a significant amount of dwellings now completed.
- 3.234 At Newstead, Phase A is now complete. In addition, planning permission was granted in August 2012 for 20 units on part of phase B. No further phases are to be developed just yet. Some properties are still to be demolished but this won't be complete until all households are rehoused.
- 3.235 At Scowerdons, Phases 1 and 1a are now complete (38 and 68 units respectively) and a planning application should be submitted in the latter half of 2012 for 34 more units across two sites on the estate (part of phase B and phase C2). The last rehousing phase was declared for demolition in April 2012. Some properties are still to be demolished.
- 3.236 The developers, Home, are required to complete these new development phases by the end of March 2014, but no further development in addition to that will take place before March 2015 at the earliest, as this is when the current HCA funding programme comes to an end and plans for the following period have not been started yet.

- 3.237 At Weakland, the majority of the site has now been developed. The remaining undeveloped part of the estate, around 1 hectare, will not be developed until beyond 2015. All demolition is complete.
- 3.238 Some removal of asbestos is necessary during demolition of existing dwellings prior to redevelopment. Revisions to the network of roads and pedestrian/cycle routes serving the estate will be made as phased development progresses.
- 3.239 Section 106 funding to be provided by the developer phase by phase will be accumulated to eventually help fund provision of open space and recreation facilities to meet the future needs of Scowerdons residents. Equivalent reinstatement will be required to compensate for any loss of any existing areas of open space/recreation space directly affected by new housing development.
- 3.240 With regards to water supply, if the sites have been disconnected for some time it may be necessary to install some offsite main. The local public sewer network may not have the capacity to accept any additional discharge of surface water from the sites so consideration should be given to soakaways, infiltration systems and watercourses.
- 3.241 At Weakland and Newstead, a surface water sewer crosses the site and the stand-off distance may reduce the developable area unless the network can reasonably be diverted or relocated. A budget figure should be included for diversion of a combined sewer.
- 3.242 The SEWIS states that Scowerdons would require connection directly from the intermediate-pressure or medium-pressure network and is located such that network extensions or local reinforcement might cost more than £100k. A land allocation of 4m x 4m will also be required within the development here to accommodate a gas governor. With regard to electricity, there are costs for laying cable and circuit breakers at Hackenthorpe Primary Substation. At Weakland, both gas and electricity supplies are likely to be accommodated without triggering developer funded network reinforcement.
- 3.243 At Newstead, both gas and electricity supplies are likely to be accommodated without triggering developer funded network reinforcement. There are two high pressure mains that pass within 300m of the site.
- 3.244 It is anticipated that the majority of these sites will be delivered by 2020/1.

Flexibility and Risk

- 3.245 The sites are already part of a regeneration programme, developed in phases, so the principle of new residential development is well established. The timing of the final phases of development is dependent on market conditions and funding after the current HCA funding stream comes to an end in 2015.

Monitoring

- 3.246 The monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

13. Birley Moor Road

- 3.247 The site lies on the northern fringe of Frecheville at the junction of Birley Moor Road with Birley Vale Avenue, and is at present occupied by two detached buildings, a squash club and a snooker hall, served by adjoining car parking. Immediately beyond the site's north-western boundary, densely wooded slopes with landscape and natural history value fall away steeply to the Shire Brook below. Birley Vale Avenue serves both nearby housing and an industrial area.

Justification

Alternative Options

- 3.248 The site has already been granted planning permission for residential development, is a brownfield site and is in a sustainable location close to facilities on Birley Moor Road. There are therefore no realistic alternatives given the pressing need to identify deliverable housing land.

Justification for Choice of Option

- 3.249 Policy C1 states that medium and larger scale residential developments should be integrated with existing residential communities and be within reasonable walking distance, via a safe, attractive and convenient pedestrian route, of a local convenience shop and a sufficient range of other local services and facilities. Developers may be required to contribute towards the improvement of pedestrian routes and/or the provision of local services and community facilities where the requirements in the policy would not otherwise be met.
- 3.250 Policy D3 states that in open market housing developments with a capacity for 10 or more units, up to 40% of the units will be sought as affordable homes. The precise level of provision will be negotiated and will be consistent with the economic viability of the development.
- 3.251 Housing would be the most sustainable use for this brownfield site. It is located within an established residential area, presents no major site problems; and can be readily accessed from adjoining roads and footpaths. Necessary utility services can be readily provided and minor air quality and traffic impacts should be minimised at planning application stage. Recreation space to serve new residents would be readily available within reasonable distance. Frecheville Playing Fields, Jaunty Park and Frecheville Heath provide playing fields

and areas of informal open space within 500 metres walk of the site. Education provision would be likely to cater for extra need. The nearest primary school is Intake Primary 500 metres walk away. The Birley Community College (which includes both primary and secondary schools) is about 1250 metres walk away. The nearest Neighbourhood Centre at Birley Moor Road is about 500 metres away on foot, with a good range of shops and other facilities, including a doctor's surgery, library, post office, pharmacy and ATMs. High frequency bus services, which provide direct links to major shops and the City Centre, are available on Birley Moor Road, adjoining the site (nos. 41 and 42). As well as in Birley Moor Road Neighbourhood Centre, there are public houses within 300 metres walk at the junction with Hollinsend Road, a community centre within 600 metres at Four Lane Ends, and places of worship within 300 metres.

- 3.252 Industrial use would conflict with the amenities of local residents. Office and non-office business use is not appropriate as such uses would be on a non-strategic site that is also isolated between separate areas dominated by housing. There is no requirement for additional open space within the vicinity of the site, and retail use would not be within a District or Local Centre and would detract from the sustainability of other nearby shopping areas.

Justification for Conditions

- 3.253 Conditions are already placed by the current planning permission.

Sustainability Issues

- 3.254 The site is brownfield, is close to a Neighbourhood Centre on Birley Moor Road which is also a high frequency bus route into the City Centre.

Equality Issues

- 3.255 Development would be likely to provide an opportunity for some affordable housing in an area of need and a wider range of options for new home seekers within reasonable walking distance of the Birley Moor Road Neighbourhood Centre and other local facilities, including a variety of recreation spaces. Housing would be sited in an established residential area directly served by high frequency public transport services.

Consultee Preferences

- 3.256 None.

Conclusions on Justification

- 3.257 The site is a small, brownfield site located in a sustainable location within reasonable walking distance of a range of services and facilities. It also has planning permission for residential development.

Effectiveness

Delivery

- 3.258 Planning approval was granted on 17 October 2008 for the development of 49 flats and 12 dwellings on this site.
- 3.259 Planning obligations include the provision of around £35000 for improvements to local open space, including enhancement of adjoining woodland alongside the Short Brook, and provision of three 3-bed affordable dwellings on site and payment of £361000 to fund off-site development of affordable family dwellings.
- 3.260 SEWIS states that, with regard to BT Openreach, a fibre or copper trunk network asset appears to transect the site. Costs cannot be ascertained without an in situ survey by BT.
- 3.261 It is anticipated that this site will be delivered by 2020/21.

Flexibility and Risk

- 3.262 Planning permission has already been granted although development has not commenced. Alternative mixes and types of dwellings would be considered should market conditions indicate that this is necessary. The principle of residential development is established.

Monitoring

- 3.263 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

14. Beighton Road, Woodhouse

- 3.264 A large, greenfield site towards the south-eastern edge of the Woodhouse residential area. The site is unmaintained and overgrown with rough grassland and scrub. It adjoins and overlooks the attractively wooded Shire Brook Valley to the south which provides a major green corridor within the Green Belt, containing Local Nature Sites and an extensive Local Nature Reserve.

Justification

Alternative Options

- 3.265 The site is allocated for housing in the UDP. The main alternative options would be to redesignate the site as Open Space Area, taking into account its present

character. However, the need to identify deliverable housing sites is a key priority and open space/nature conservation interests will be fully taken into account in the formulation of any housing scheme for the site.

Justification for Choice of Option

- 3.266 The site was allocated for housing in the UDP. Its designation in earlier drafts of the SDF was for a vocational centre; however, the Council has now confirmed that there is no available funding for the Service District and Sheffield College's expansion of the Peaks Centre means that a vocational centre is no longer needed. This, together with the pressing need to identify sites to meet the city's housing land requirement, means that the site is again proposed for housing development.
- 3.267 Policy C1 states that medium and larger scale residential developments should be integrated with existing residential communities and be within reasonable walking distance, via a safe, attractive and convenient pedestrian route, of a local convenience shop and a sufficient range of other local services and facilities. Developers may be required to contribute towards the improvement of pedestrian routes and/or the provision of local services and community facilities where the requirements in the policy would not otherwise be met.
- 3.268 The site adjoins existing residential areas off Beighton Road and is close to large areas of public greenspace in Shire Brook Valley; housing development, if well-designed and laid out, need not impact adversely on the Shire Brook Valley's green character or wildlife interest. Ecological and archaeological surveys of the site were carried out in 2012 and, subject to the retention of important groups of trees and hedgerows and the maintenance of public access to the Shirebrook valley, there is no reason not to allocate the site for housing. The site is within reasonable walking distance of a high frequency public transport route and a range of services and facilities in Woodhouse District Centre with Beighton Road itself as a public transport route with a bus frequency of three buses per hour during the day.
- 3.269 This greenfield site is not well suited to retail, because it is not within or close to a District Centre (where it would add to the variety and viability of the Centre, be best served by public transport, and allow shared trips to facilities).
- 3.270 Retention of the site as open space is a realistic alternative but, given the need to identify further housing land in order to meet the city's housing land requirement and the fact that there are no open space/ecological reasons to maintain the site as open, this would not be the preferred option. The adjacent Shirebrook valley also provides large areas of informal greenspace and footpath/bridleway network.
- 3.271 Although the site was allocated for housing in the UDP, in earlier drafts of the SDF it was allocated as a vocational centre for use by secondary schools in the area and was not required for housing. However, there is no longer a need for a

vocational centre given the expansion of the Peaks Centre (Norton College) at Waterthorpe so the site was put forward as an “Additional Site” for housing in 2012, given the pressing need to identify further land for housing. This attracted a similar level of objection – and from broadly similar organisations and individuals - as for the Woodhouse East Additional Site, explained in detail in the Housing Area section earlier in this Report. A notable difference was that the Shirebrook Conservation Group did not object to the Beighton Road site being proposed for housing (and indeed supported its allocation for housing at an earlier stage of the SDF).

Justification for Conditions

- 3.272 The design and layout of the housing development must protect features of ecological value such as hedgerows and some trees identified in the ecological survey of the site. Public access into the Shirebrook valley must be maintained and links to the proposed cycling route.

Sustainability Issues

- 3.273 The site is within reasonable walking distance of a range of services and facilities in Woodhouse District Centre and lies on a bus route with a service frequency of at least three buses per hour to the City Centre during the day.

Equality Issues

- 3.274 Provision of some affordable housing as a necessary part of the development should provide extra opportunities for people on low incomes to rent or buy new accommodation. There would be required provision for at least 30% wheelchair-accessible housing (or with potential to be such). The proximity of bus services will help to assist those with no access to private transport.

Consultee Preferences

- 3.275 At Emerging Options stage, the Shirebrook Conservation Group submitted representations supporting the allocation of this site for housing. At Additional Sites stage there were a number of representations from local residents against the development of the site for reasons including: development of a greenfield site; development of open space; impact on wildlife; potential effect of unstable land from past mining activities and methane gas from nearby former Beighton tip; and pressure on schools and medical facilities. Sheffield Wildlife Trust supported a review of ecology on the site prior to any decision being made to allocate it; this survey has now been carried out and appropriate measures will be taken accordingly. Natural England expressed concern about its proximity to the Shire Brook Valley but considered that any potential negative impacts may be addressed through imposing conditions at the planning application stage. All of these issues are covered in the Housing Area section of this Report.

Effectiveness

Delivery

- 3.276 The site is owned by City Council.
- 3.277 The site is relatively flat and has no known site problems that need to be remediated before development.
- 3.278 Delivery depends on funding from Central Government that has yet to be provided. No planning application has been submitted.
- 3.279 It is anticipated that this site will be delivered by 2020/21.

Flexibility and Risk

- 3.280 As with other sites, the exact timescale of the site coming forward depends on market conditions which will in turn influence its marketing by the City Council. It is the intention that a Planning and Design Brief would be formulated for the site subject to full public involvement and consultation.

Monitoring

- 3.281 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

15. Junction Road, Woodhouse

- 3.282 The site consists mainly of inaccessible, rough grassland, trees and shrubs between Junction Road and the railway line. Part of the site is, however, brownfield as it includes the scrapyards area at the bottom end of Junction Road. Dwellings along the frontage at the top end of the road have now been demolished.

Justification

Alternative Options

- 3.283 The site was designated as Housing Area in the UDP. On the 2010 Draft Proposals Map the site is designated as Open Space Area to reflect concerns about the development of this land for housing and that the open space value attached to the land is important. Given the need to identify further housing land, and following further assessment of all relevant issues – covered in the Housing Area section of this Report – it is now proposed to allocate some of the site for housing with the central part of the site being designated as Open Space Area to

ensure that overdevelopment does not occur and that open space and nature conservation interests are fully taken into account. The main alternative would therefore be to designate the whole site as Open Space Area.

Justification for Choice of Option

- 3.284 The site was designated as Housing Area in the UDP. In earlier drafts of the SDF the land was designated as Open Space Area. However, given the pressing need to identify further land for housing in order to meet the city's housing land requirements, much of the site is now proposed for housing although retaining the central portion as Open Space Area.
- 3.285 It's recognised that the land has open space and ecological value. Following an ecological survey in 2012, the central portion of the land proposed to be allocated for housing was identified as containing a rare plant "yellow bird's nest". In order to ensure that this plant has room to establish itself and also to retain much of the birch-dominated woodland on the bank up to the railway, it is now proposed to leave this area as open whilst retaining the top and bottom ends of the site for residential purposes. The exact amount and location of land within the site allocation boundary that is retained or improved as open space will depend on the determination of detailed design and layout as part of any planning application to develop the site. There are no issues in terms of the capacity of schools or medical facilities in Woodhouse that prevents the allocation of this site for housing.
- 3.286 The site has been surveyed by qualified archaeologists and there is a low risk that it contains heritage assets that will significantly affect any future development proposals.
- 3.287 Any planning application for development of the site must commission a competent acoustic noise consultant to identify any potential noise and vibration sources i.e. traffic noise, rail noise, commercial noise and monitor accordingly with a suitable methodology. Sound attenuation works would be recommended and a standard set of planning conditions relating to noise would be applied.

Justification for Conditions

- 3.288 There must be no unacceptable adverse impact on features of ecological value. The land next to the railway line should be retained as a Green Link.

Sustainability Issues

- 3.289 The site is in a relatively sustainable location for residential development and part of the site is previously-developed. The site is within reasonable walking distance of Woodhouse railway station and bus services.

Equality Issues

3.290 The site presents an opportunity to provide a high proportion of family housing. Provision of some affordable housing as a necessary part of the development should also provide extra opportunities for people on low incomes to rent or buy new accommodation. There would be required provision for at least 30% wheelchair-accessible housing (or with potential to be such). The proximity of bus services and the railway station will help to assist those with no access to private transport.

Consultee Preferences

3.291 Representations were made at Emerging Options stage by a planning consultancy stating that it was appropriate to allocate the site for housing. The Shirebrook Conservation Group stated that the land should be included in the Green Belt. Another representation stated that housing on the scrapyard part of the site would be acceptable. There were a number of objections from Woodhouse residents to the site being proposed as an Additional Site in 2012. Issues raised included : development of a greenfield site; loss of open space; impact on wildlife; proximity of railway line; pressure on school places and medical facilities; access to the site and potential impact on highway network. The wider issues that affect Woodhouse in general are covered in the Woodhouse East section in the Housing Area part of this Report. Issues relating specifically to the Junction Road site are covered above. The Shirebrook Conservation Group objected to the allocation on a number of grounds including the impact of traffic and wildlife, but considered that a limited amount of development on the site of the former cottages (housing) and on the old scrapyard (light industry) would be acceptable.

Conclusions on Justification

3.292 The site is in a relatively sustainable location and provides an opportunity to deliver family housing whilst also ensuring a proportion of affordable housing. Care must be taken to ensure that there is no unacceptable impact on features of ecological value and the design and layout of any housing scheme must be sympathetic to the character of the area.

Effectiveness

Delivery

3.293 Part of the site is owned by the City Council and part is in private ownership. The City Council is keen to see the site come forward and is proceeding to Cabinet with an agreement to sell.

Flexibility and Risk

- 3.294 The exact timing of the site coming forward is dependant on market conditions. The character of the site, being quite narrow and subject to open space and nature conservation considerations, means that careful assessment will be required of any development proposals that come forward, including the proposed density of development, layout of open space and highways issues.

Monitoring

- 3.295 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.

16. Woodhouse East

Site Description

- 3.296 The justification for this site allocation is set out in more detail in the Housing Area section earlier in this Report. The majority of the land is in agricultural use, with a smallholding on part of the Bighton Road frontage to the site. Much of the site is bounded by trees and hedgerows and there are also hedgerows within the site. There is woodland belt to the rear of the houses on Stacye Avenue and Trenton Close which will be protected from development along with other, yet to be determined, parts of the site that will also be retained as open space.

Justification

Alternative Options

- 3.297 The land is allocated for housing in the UDP. At the time that the Core Strategy was approved in 2009, land to the east of Woodhouse was noted in policy CS72 as being safeguarded from development, with a consequent Countryside Area designation on the 2010 Draft Proposals Map. However, given the need to identify further land for housing, some of the land is once again proposed for new housing, subject to safeguarding a significant proportion of the land as open space and ensuring that there are no unacceptable adverse impacts on features of nature conservation interest. The main, alternative option would therefore be to designate the land as Countryside Area : non Green Belt.

Justification for Choice of Option

- 3.298 The justification for this site allocation is set out in detail in the Housing Area section above. Further, deliverable housing sites are required to be identified and this area is considered to be in a location that is sufficiently sustainable and appropriate to deliver new homes for families, including affordable housing.

Justification for Conditions

- 3.299 Development of the site is subject to conditions that should include: the main community regeneration project areas are protected with provision of on-site open space and Green Link; hedgerows are safeguarded; environmental buffer to the Local Nature Site/ Local Nature Reserve to the east of the site is retained; and more detailed archaeological work carried out and mitigation measures incorporated if required. The safeguarding of important hedgerows and ridge and furrow earthworks at the site will need more detailed assessments to confirm their condition and significance.

Sustainability Issues

- 3.300 The site is on the edge of the urban area of Woodhouse and is on a route with a bus service frequency of at least three buses per hour to the city centre during the day.

Equality Issues

- 3.301 The site presents an opportunity to provide a high proportion of family housing. Provision of some affordable housing as a necessary part of the development should also provide extra opportunities for people on low incomes to rent or buy new accommodation. There would be required provision for at least 30% wheelchair-accessible housing (or with potential to be such).

Consultee Preferences

- 3.302 These are set out in more detail in the Housing Area section earlier in this Report. There were a number of objections stating that the land is in agricultural use, is greenfield, is of ecological importance and that environmental improvement works have been carried out, in particular on hedgerows alongside and through the site. However, a significant proportion of the site would remain undeveloped or be improved for open space and the design and layout of any housing scheme would take all features of value into account as part of a Planning and Design Brief with the full involvement of the local community. There were a number of objections to the proposed allocation of the site, including potential instability due to past mining; methane gas migrating from Beighton tip; the sustainability of the location; the potential impact on schools and medical facilities; and the potential impact of additional traffic and current speeds along Beighton Road. All of these issues are covered in the Housing Area section of this Report.

Conclusions on Justification

- 3.303 The site is in a relatively sustainable location and provides an opportunity to deliver family housing whilst also ensuring a proportion of affordable housing. Care must be taken to ensure that there is no unacceptable impact on features of

ecological value and the design and layout of any housing scheme must be sympathetic to the character of the area.

Effectiveness

Delivery

- 3.304 The site is owned by the City Council. A Planning and Design Brief will be drafted, including full involvement of, and consultation with, the local community. The site will then be marketed with the benefit of an approved Planning and Design Brief.

Flexibility and Risk

- 3.305 The exact timing of the site coming forward is dependant on market conditions. As discussed earlier in this Report there are numerous factors that need to be taken into account in developing this site but the Council is committed to producing a Planning and Design Brief for the site which should provide greater certainty and guidance for prospective developers and the local community.

Monitoring

- 3.306 Monitoring of housing site allocations will be undertaken through annual updates of the Strategic Housing Land Availability Assessment (SHLAA), discussed in more detail in the Neighbourhoods Background Report.