

Transformation and Sustainability

**SHEFFIELD DEVELOPMENT
FRAMEWORK**

CORE STRATEGY SUBMISSION DRAFT

**HOUSING
BACKGROUND REPORT**

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4. LOCATIONS FOR NEW HOUSING AND MAINTAINING A SUPPLY OF LAND

Introduction

- 4.1 The Core Strategy must indicate, in broad terms, where new housing development will be located. Policy SH2 below is closely related to Policy SH1 in that it provides more detail on overall land supply in different parts of the city. The sub-areas used to calculate the level of growth proposed in policy SH2 are shown on the Map in Appendix 7.

Policy SH2

Medium and larger-scale new housing development will be concentrated in the existing urban areas. In the period to 2020/21, the scale and location of new housing will be as follows:

- (a) City Centre (around 10,600 homes)**
- (b) Lower Don Valley (around 600 homes)**
- (c) Upper Don Valley (around 600 homes)**
- (d) North-East Urban Area (around 2,800 homes)**
- (e) South-East Urban Area (around 5,300 homes)**
- (f) South and West and areas neighbouring the Sheaf Valley (around 5,200 homes)**
- (g) Mosborough/ Woodhouse (around 1,900 homes)**
- (h) Chapeltown/ Ecclesfield (around 500 homes)**
- (i) Stockbridge/ Deepcar (around 900 homes)**
- (j) Rural Settlements (around 200 homes).**

After 2020/21, and before then as opportunities arise, additional housing growth will occur in transition areas in:

- (k) the Lower Don Valley (around 1,200 homes)**
- (l) areas neighbouring the Sheaf Valley (around 200 homes)**
- (m) North-East Urban Area (around 700 homes)**
- (n) Stockbridge/ Deepcar (around 700 homes).**

Throughout the period 2004/05 to 2025/26, other smaller-scale windfall housing development will take place in all the urban areas and in the larger villages of Oughtibridge, Worrall and Wharncliffe Side.

Policy Background (Soundness Test 4)

National Policy

4.2 PPS3 sets out the Government's policies on providing housing in suitable locations. The contribution towards promoting sustainable patterns of development is a key consideration⁵³. It requires local planning authorities to set out the criteria to be used for identifying broad locations and specific sites and lists a number of factors that should be taken into account, including:

- the spatial vision for the area;
- future levels of need and demand;
- the availability of suitable, viable sites
- access to public transport
- potential use of renewable or low carbon energy supplies
- development constraints
- options for accommodating new housing growth, including use of previously developed land and mixed, use town centre development
- access to local community facilities, services and infrastructure
- the need to provide housing in rural areas
- the need to develop, mixed sustainable communities

4.3 A key objective of PPS3 is that Local Planning Authorities should continue to make effective use of land that has been previously developed⁵⁴. Using land efficiently is also a key consideration⁵⁵. The main implication of these policies is that, as far as possible, new housing should be focussed on the existing urban areas where previously developed land is concentrated.

4.4 Policy SH2 establishes the overall strategy for accommodating housing growth and, by concentrating housing development in the urban areas, generally promotes a sustainable pattern of development. It provides for housing growth in all parts of the urban area and proposes some small-scale growth in the rural settlements to help maintain their viability. The overall distribution of development does, however, largely reflect the availability of previously developed land within the urban areas and likely delivery from existing commitments.

Regional Policy

4.5 Policy YH5 of the Draft Revised RSS (2005) reinforces the emphasis on urban areas. It states that:

'Regional and Sub-Regional Centres will be the prime focus for housing,in the region.'

⁵³ PPS3, paragraph 38.

⁵⁴ PPS3, paragraphs 40-44.

⁵⁵ PPS3, paragraphs 45-51.

4.6 Policy YH6 (as revised by the RSS Panel recommendation⁵⁶) states that:

'Principal Service Centres will be the main local focus for new housing.....'

4.7 Policy SH2 also reflects the sequential approach for identifying housing land which is set out in the current adopted RSS and which was embodied in PPG3 (now cancelled)⁵⁷. This approach has been further refined in policy YH8 of the Draft Revised RSS which indicates that in allocating sites for development and in determining planning applications, a sequential approach should be adopted which gives first priority to the reuse of previously developed land and buildings and the more effective use of existing developed areas within the Regional Centres, Sub-Regional Centre and Main Towns⁵⁸. The second priority is further infill within these centres followed by planned growth areas, on the periphery of, or well related in public transport route terms, to these centres. Local planning authorities are also required to take a transport-related approach to identifying sites by allocating those which make effective use of transport infrastructure and which promotes sustainable modes of travel.

4.8 Policy SY1 of the Draft Revised RSS lists Sheffield as a 'Regional Centre', whilst Stocksbridge and Chapeltown are identified as 'Main Towns'. Part E of the policy indicates that City Centre and inner areas of Sheffield will be a particular focus for new development and that development will be promoted in Main Towns to support their regeneration and strengthen their service centre roles. Furthermore, it states that all plans should seek to:

'Adopt a development restraint policy in rural areas, particularly in the western area adjoining the Peak District National Park and the Pennine fringe and ensure that development mainly addresses local needs for affordable housing....'

4.9 Because adequate land can be identified in the first and second priority locations in policy YH8 to meet the housing requirement, there is no need to consider allocating sites on the periphery of the urban areas (see options H2a and H2d below). The one exception to this is at Owlthorpe and the reasons for this are set out in paragraph 4.94 below and in the Core Strategy Background Report for Mosborough. Policy SH2 is therefore in general conformity with the Draft Revised RSS and consequently meets LDF Soundness Test 4.

⁵⁶ RSS Panel Report 2007, recommendation 3.16 (ii)

⁵⁷ Planning Policy Guidance Note 3, Housing, 2000, paragraph 30.

⁵⁸ The RSS Panel Report indicates (see paragraph 3.80) that 'Main Towns' are equivalent to 'Principal Service Centres'. But it also recommends (Recommendations 3.16 (iv) and (v)) that the RSS should set out the functions of and criteria for identifying Principal Service Centres and should not identify them on the Key Diagram.

Sub-Regional Policy

- 4.10 The South Yorkshire Housing Strategy⁵⁹ indicates that, within Sheffield, the spatial priorities include Sheffield City Centre (adding value to mixed-use developments and complementing key investments by other public agencies) and the Housing Market Renewal Area (with the aim of closing the gap between these weaker markets and the more buoyant areas). It also states that:

'We are at a critical point in the transformation of the market in this [Housing Market Renewal Pathfinder] area. Following intensive master planning, community engagement and preparation over the last three years, we are now poised to translate this work into new housing developments and quality place making'.

- 4.11 The strategy⁶⁰ also identifies a range of initiatives to help deliver the overall strategy, including projects in the North, South and East Area Development Framework areas.
- 4.12 The significant level of development proposed under policy SH2 in the City Centre and Housing Market Renewal area is therefore not only consistent with the spatial priorities in the South Yorkshire Housing Strategy but is also key to supporting the next phase of the HMR Pathfinder programme.
- 4.13 The South Yorkshire Housing Market Renewal Scheme Prospectus proposes significant new house building within the Sheffield part of the Housing Market Renewal Pathfinder Area to replace obsolete housing that has been demolished and broaden the range and quality of housing on offer. Much of this housing is scheduled to come forward before 2016 (i.e. within the first 5 years after adoption of the City Sites document). However, the intention is to allocate a limited number of sites in other areas to provide choice and additional flexibility (Soundness Test 9). This is a key part of rebalancing the housing market in Sheffield.

Other Sheffield Policies

- 4.14 The draft revised Sheffield Housing Strategy⁶¹ recognises the importance of using sites in the Housing Market Renewal area to maximum advantage. This involves working towards a point at which investment in those areas is self-sustaining and private development is attracted to the Housing Market Renewal Area. Policy SH2 will be crucial in ensuring that sufficient land is made available in the HMR area to support transformational change.
- 4.15 The HMR Scheme Prospectus is supported by three Area Development Frameworks and a series of master plans which identify a large number of

⁵⁹ Making the Difference – A Sustainable Housing Market Strategy for South Yorkshire, Transform South Yorkshire, May 2007, Chapter 7.

⁶⁰ Making the Difference – A Sustainable Housing Market Strategy for South Yorkshire, Transform South Yorkshire, May 2007, Chapter 11.

⁶¹ Housing in Sheffield, Housing Strategy 2007 – 2010, Sheffield City Council, draft September 2007

opportunities for new housing development. A full list of the master plans is included in Appendix 8, which also sets out the amount of new housing envisaged in each master plan area. The master plans have been important in identifying potential allocated housing sites for inclusion in the City Sites document.

Relationship to City Strategy (Soundness Test 5)

- 4.16 The City Strategy identifies implementation of the masterplans for the city's most deprived neighbourhoods as being crucial to the 'Big Ambition' of making every neighbourhood a successful neighbourhood. Submitted Policy SH2 supports the allocation of development sites identified in the Housing Market Renewal and other masterplans.

Consistency with Other Planning Documents (Soundness Test 6)

Core Strategy Objectives

- 4.17 Focussing new housing development on previously developed sites in the existing urban areas is consistent with the overall vision of transformation and sustainability. Policy SH2 supports a number of the Core Strategy objectives:

S1.4 *Housing provided to support economic transformation and provide for key workers*

S3.1 *Successful housing markets across all tenures in all areas of the city and increased demand for housing in currently deprived areas*

S3.2 *Unfit or low-demand housing replaced or improved so that everyone has the opportunity to live in homes that meet at least decency standards.*

S4.1 *Vital and successful neighbourhoods sustained, restored or created*

S12.1 *Previously developed land and existing buildings in urban areas reclaimed and re-used for all types of development, in preference to greenfield land*

- 4.18 The delivery of significant new housing in the City Centre that is attractive to graduates and younger, more mobile groups in the population will support the City's move to a knowledge-based economy. Significant opportunities are also provided for 'aspirational' housing at the top end of the market through, in particular, commitments and allocations in the South and West of the city. But other areas, such as Stocksbridge and Mosborough/ Woodhouse also provide opportunities for such housing.

- 4.19 Concentrating future allocations the Housing Market Renewal Pathfinder area will help to provide a more balanced housing market. It will relieve some of the pressure on the over-heating south west by providing greater opportunities for owner occupation than currently exist in the Pathfinder area. Therefore, not only does policy SH2 support objectives S3.1, S3.2 and S4.1 but also objectives S5.2 and S5.3:

S5.2 *The benefits of new development made available to those who are currently excluded or vulnerable*

S5.3 *Wider choice of housing provided through more mixing of housing types and tenures, to meet the needs of the whole community*

Adjoining local authorities' plans

- 4.20 Policy SH2 does not have any direct impact on Development Plan Documents in adjoining districts. The level of new development proposed in the Sheffield part of Housing Market Renewal Pathfinder area is consistent with the overall level of new house building proposed within the Pathfinder as a whole (which covers parts of Barnsley, Doncaster and Rotherham), although LDF Core Strategies in the other South Yorkshire authorities have yet to reach submission stage. The policy has no apparent implications for North East Derbyshire or the Peak District National Park. There is no inconsistency with Development Plan Documents being prepared in adjoining districts and so the policy meets Soundness Test 6.

Options Considered (Soundness Test 7)

- 4.21 Not all parts of the urban areas are equally sustainable as locations for new housing development and the options enabled consultees to indicate which suggested locations were most suitable for new housing development. Some parts of the urban area are relatively more isolated than others from jobs, shops and services, whilst, in other areas, local facilities (e.g. schools) could be overloaded by new development. In some cases, new infrastructure or community facilities (e.g. medical facilities, or community centres) may need to be provided, or land set aside, before housing can be built.
- 4.22 The Sheffield Urban Housing Potential Study (UHPS) 2005 provided the basis for identifying the majority of options for accommodating future housing growth. The study examined the scope for accommodating more housing within the urban areas of Sheffield, although appendices to the study also included details of the possible number of dwellings that could be accommodated on sites on the edge of the urban areas and in rural areas⁶². It concluded that around 24,000 dwellings could be accommodated within the main urban areas of Sheffield, Stocksbridge and Chapeltown/ High Green over the period 2004-2021. It was estimated that approximately a quarter of the urban potential identified in the study would come from sites that already

⁶² See Sheffield Urban Housing Potential Study, Appendix 5.

had either full or outline planning permission (existing commitments)⁶³. Specific 'opportunity sites' were also specifically identified and estimates were made of the likely contribution to supply from 'windfall' sites (sites not specifically identified by the study), based on analysis of past trends. 97.5% of the potential identified in the UHPS was on previously developed sites.

**Option H2a (Emerging Option H1a):
Retain existing greenfield allocated housing sites on the edge of the existing urban areas**

- 4.23 The adopted Sheffield UDP (1998) includes a number of allocated greenfield Housing Sites that do not currently have planning permission for housing⁶⁴. Although it was envisaged that these sites would need to be developed to meet Sheffield's housing requirement between 1991 and 2001, it has proved unnecessary to release them because of the supply of alternative previously developed sites coming forward as 'windfalls'⁶⁵.
- 4.24 In July 2001, following the publication of revised Planning Policy Guidance Note 3 in 2000, the City Council passed a resolution not to release any significant greenfield sites for housing development pending the review of the UDP. This resolution was subject to the supply of previously developed sites remaining sufficient to meet Sheffield's housing requirements. A single exception was made for a site at Owlthorpe (site 'C') on the grounds that there were overriding sustainability grounds to allow early release of the site. However, the site has still not been developed.
- 4.25 The main **strengths** of this option are:
- (a) It would be attractive to house builders, as greenfield sites are generally relatively easy and cheap to develop.
 - (b) It would provide greater housing choice by providing sites on the edge of the city as well as in inner urban areas.
 - (c) It supports economic transformation by providing sites more suitable for 'executive' or family type housing
 - (d) Because the sites are relatively easy to develop, it could generate more community benefits than previously developed sites because development values are likely to be higher and costs lower.
 - (e) There is less risk of over-development which is often associated with 'infill' within existing urban areas.
- 4.26 The main **weaknesses** of this approach are:

⁶³ Based on commitments as at 31 March 2004.

⁶⁴ Sheffield Unitary Development Plan, Policy H13.

⁶⁵ Windfall sites are sites that are not specifically allocated for new house building in the development plan.

- (a) It could undermine achievement of the target for development on previously developed land.
- (b) It would extend the urban area into open countryside, detracting from the quality of the landscape.
- (c) During the Issues consultation, many people commented that housing development on greenfield sites on the edge of the City should be avoided.
- (d) There could be some loss of wildlife habitats.
- (e) It would result in the loss of agricultural land and soils.
- (f) The loss of undeveloped land could have an adverse impact on drainage and could increase flood risk.
- (g) These sites are more likely to be poorly served by public transport because they are on the edge of the city. New public transport services could be needed to serve some of the sites.
- (h) Previously developed land in the urban area could be left vacant or underused for longer because it is usually cheaper and easier to develop greenfield sites.

**Option H2b (Emerging Option H1b and Preferred Option PH1 (part)):
Allow major new housing development to take place on vacant or under-used industrial or commercial land within the urban areas:**

- (i) **In parts of the City Centre** (Preferred Option PH1 (part))
- (ii) **in the Lower Don Valley at Attercliffe and Darnall** (Emerging Option H1b; Preferred Option PH1 (part))
- (iii) **in the Lower Don Valley near Meadowhall** (Emerging Option H1b)
- (iv) **at Neepsend and the Neepsend 'gateway' around Rutland Road in the Upper Don Valley** (Emerging Option H1b; Preferred Option PH1 (part))
- (v) **at Claywheels Lane in the Upper Don Valley** (Emerging Option H1b)
- (vi) **at Parkwood Springs near the Ski Village** (Emerging Option H1b)
- (vii) **in the Sheaf Valley and neighbouring areas (at Archer Road; Broadfield Park; Sheffield Works Department Depot at Heeley)** (Emerging Option H1b; Preferred Option PH1 (part))
- (viii) **at Ecclesfield** (Emerging Option H1b)

(ix) at Stocksbridge (Emerging Option H1b)

4.27 Large-scale redevelopment and relocation of existing businesses could radically change the character of these areas and create further opportunities for housing development. Some of the areas have already been identified as having potential for housing development in master plans prepared by the City Council or private developers.

4.28 The main **strengths** of this approach are:

- (a) It would be consistent with Draft Revised RSS urban concentration strategy.
- (a) It contributes to national and regional targets for development on previously developed land.
- (b) People would have greater opportunities to live near where they work. It could provide opportunities for the mixing of uses, thereby reducing the need to travel.
- (c) It could increase the viability of existing public transport services. In particular, at peak times, it may mean that services would carry more passengers in both directions.
- (d) It contributes to the regeneration of vacant or under used land.
- (e) The townscape would be improved in areas currently suffering from industrial decline.
- (f) Some of the locations could provide opportunities for sustainable travel, as they are well served by public transport.

4.29 The main **weaknesses** of this approach are:

- (a) Some of the areas are isolated from existing residential areas and may not be of sufficient size to generate their own vibrant communities.
- (b) Some sites (in particular, those at Stocksbridge) are relatively peripheral in terms of where the main employment areas are located and may require new public transport services to make them more sustainable.
- (c) Existing businesses would need to relocate in some areas (to create a satisfactory living environment).
- (d) There are likely to be substantial costs (e.g. land contamination and demolition) involved in making some sites suitable for housing development.
- (e) It could take land needed for new business and industrial development.

- (f) There is a risk that it could divert new house building away from existing housing renewal areas where significant regeneration is needed.

Option H2c (part of Preferred Option PH1):

Build new housing on sites where housing has been demolished and on other previously developed sites in existing residential areas, in particular at:

- (i) **Parson Cross**
- (ii) **New Parson Cross**
- (iii) **Foxhill**
- (iv) **Shirecliffe**
- (v) **Burngreave**
- (vi) **Brightside/ Shiregreen/ Wincobank**
- (vii) **Wybourn/ Manor Park/ Manor**
- (viii) **Norfolk Park/ Arbourthorne**
- (ix) **Darnall/ Attercliffe and Tinsley**

4.30 This option was introduced in the Preferred Options document but was not specifically suggested as an option at the Emerging Options stage because the Council was already committed to new development in many of these areas (and hence not developing in these areas was not considered to be realistic option).

4.31 The main **strengths** of this option are that:

- (a) It would support the City Strategy which aims to reduce the gap in the quality of life and prosperity and well being between the most deprived neighbourhoods and the rest of the city.
- (b) It would be consistent with Draft Revised RSS urban concentration strategy.
- (c) It would involve reuse of previously developed land, thereby reducing the need to build on greenfield sites.
- (d) It would provide potential to increase housing choice and tenures in areas dominated by single house types/ tenures, thereby promoting the development of mixed income communities.
- (e) It would help to relieve pressure on the 'over-heating' housing market in the south west of the city, thereby helping to rebalance the market overall.
- (f) Public funding is available through South Yorkshire HMR Pathfinder to facilitate development and help improve the environment (making the areas more attractive to house builders).

- (g) The City Council owns much of the land, so there is a high degree of certainty that the sites can be released for housing development.

4.32 The main **weaknesses** of this option are:

- (a) The sites are likely to be less attractive to house builders.
- (b) Demand for housing is likely to be stronger in other areas (particularly the south west of the city), at least in the short to medium term.
- (c) There are likely to be substantial costs involved in making land suitable for housing development.

Option H2d (Preferred Options document, paragraph 6.75 and Additional Option ASP1a):

Expand the built-up area in order to meet Sheffield's housing requirement (in addition to Option H2a above)

4.33 This option was listed as a rejected option in the Preferred Options document but, as already explained in paragraph 3.21 above, is also related to Additional Option ASP1a.

4.34 The implication of this option is that the existing Green Belt boundary, which has been in existence since 1983, would need to be reviewed. Under PPS3, this could have meant either allocating sites for housing on the edge of the built-up area in the City Sites document or merely identifying broad areas for future housing growth in the Core Strategy.

4.35 The main strengths and weaknesses of this option are essentially the same as for option H2a but a further **strength** is that previously developed sites on the edge of the urban area, which are currently in the Green Belt, could be utilised.

4.36 Additional **weaknesses** are:

- (a) It would require deletion of land from the Green Belt, undermining its permanency.
- (b) The allocations may be unnecessary if the number of windfall sites in the urban areas is higher than expected.
- (c) It could potentially blight greenfield sites on the edge of the urban area, as a result of abandonment (and therefore lack of management) of agricultural land in anticipation of development.

Option H2e (part of Preferred Option PH1):

Allow larger scale infill development in the larger villages (Oughtibridge, Worrall, Wharncliffe Side) where it would make a significant contribution towards meeting needs for affordable housing

- 4.37 This option was proposed on the grounds that there is a significant need for affordable housing across the city as a whole and in the larger villages in particular.
- 4.38 The main **strengths** of this option are:
- (a) It would potentially deliver more affordable housing in rural areas.
 - (b) Relatively few larger infill sites are likely to come forward in the larger villages, so the option makes best use of the opportunities that do arise.
 - (c) It could help to maintain, or increase, the viability of some local services and facilities in the villages.
- 4.39 The main **weaknesses** of this option are:
- (a) It would allow larger scale housing development in areas where there are relatively fewer local jobs and services within easy walking distance of people's homes, thereby increasing the need to travel.
 - (b) The larger villages are less well served by public transport than the majority of the urban areas, thereby encouraging use of the private car. New public transport services could be needed to serve some of the sites.

Options Not Considered

- 4.40 The broad spatial options for locating new housing are largely determined by the Draft Revised Regional Spatial Strategy. Policy YH9 of the document allows for only localised reviews of Green Belt boundaries and this would be covered by option H2d (and Additional Option ASP1a).
- 4.41 The Draft Revised RSS does not suggest that a new settlement is either needed or appropriate in Sheffield. Such an option would be physically impossible to achieve on the eastern side of the district because the urban areas are close to the district boundary. On the western side of the district outward expansion is limited by policy SY1E in the Draft Revised RSS. This states that a restraint policy should be adopted in rural areas, particularly in the western area adjoining the Peak District National Park where development should be limited to that addressing the need for affordable housing.

Reasons for the Policy (Soundness Test 7)

- 4.42 Submitted Policy SH2 takes forward option H2c and elements of options H2a and H2b. Although the wording and structure of the submitted policy is somewhat different from that consulted on at the Preferred Options stage, the broad thrust remains fundamentally the same (in that it continues to propose concentrating new housing development in the urban areas). Under option H2a, the only UDP greenfield sites retained are at Owlthorpe.

- 4.43 Options H2b and H2c listed a number of specific locations where new house building would be located but Policy SH2 groups these according to the sub-areas used in Chapters 15 to 25 of the submission version of the Core Strategy. The specific locations referred to in options H2b and H2c are therefore dealt with in more detail in the relevant Area section (and consequently in the associated Area Background Report).

Planning Reasons

- 4.44 Government policy⁶⁶ encourages the use of former employment land for housing where it is no longer needed to provide jobs (option H2b). However, not all such land is appropriate for housing use and sites in some industrial and commercial areas of the city have been discounted as locations for housing on the basis that the living environment would be unsuitable or because the areas are remote from local services and facilities.
- 4.45 Any reallocations of land have been balanced with the scope for meeting employment land requirements elsewhere. The current strength of the housing market (and development values) means that redevelopment of vacant or derelict sites for housing is more likely than redevelopment for other uses. But this also means that land needed for employment uses tends to come under pressure for residential development. A major consideration in relation to option H2b has therefore been to safeguard land for employment uses. It has meant, for example, that Claywheels Lane (option H2b (iv)) and Parkwood Springs (H2b (v)) are not proposed as locations for new housing development in policy SH2 (see paragraphs 4.76 and 4.82 below).
- 4.46 In reallocating employment land for housing, the Council has also sought to minimise any potential conflict with the HMR Pathfinder strategy. Excessive reallocations outside the HMR area could potentially divert development away from existing housing renewal areas where significant new house building is needed to strengthen and diversify the housing market (see paragraph 2.34 above). Although this is a significant issue for the South Yorkshire Housing Market Renewal Pathfinder, it can be controlled through the phasing of development (see policy SH4 below) and the impact will depend to a large extent on the scale of development and the type, size and value of housing that is being built.
- 4.47 Option H2c largely reflects existing proposals for neighbourhood renewal that have been pursued by the City Council since the late 1990s. The Council has embarked on a major programme of housing clearance aimed at removing unfit or low demand properties within the Council housing stock. This has been further accelerated as a result of the Government declaring the South Yorkshire Housing Market Renewal Pathfinder in 2003. Housing clearance has created significant opportunities for new development on previously developed sites within the main urban area of Sheffield and further opportunities are likely to arise during the plan period. The locations referred to in option H2c reflect the master plans, either already approved by the City

⁶⁶ Planning Policy Statement 3, paragraph 44.

Council or in preparation. The option mainly involves the reuse of previously developed land within the existing urban areas and is consistent with national, regional and local policies. It supports many of the sustainability appraisal objectives (see below).

- 4.48 Options H2a and H2d have both been largely rejected. This is mainly on the grounds that both national and regional policy gives priority to previously developed sites in urban areas. This implies that urban expansion onto greenfield sites should only be considered if there are insufficient suitable previously developed sites available within the urban areas to meet the housing requirement. Unnecessary release of greenfield land also potentially risks undermining the overall objective of urban regeneration. Generally, greenfield sites are cheaper and easier for house builders to develop than previously developed sites, so these sites tend to be preferred by the builders. The sustainability appraisal (see paragraph 4.107 below) also highlighted the potential adverse environmental impacts of greenfield development.
- 4.49 Options H2a and H2d would both extend the urban area into open countryside, though, in practice, some of the sites covered by option H2a are largely surrounded by existing built-up areas and so it would not necessarily lead to less compact urban areas. Generally, greenfield sites are more likely to have some ecological value than previously developed sites.
- 4.50 Under option H2a, it is proposed deallocate the UDP greenfield allocations at Mosborough, Woodhouse, Owlthorpe (Site 'F') and Stocksbridge. These sites have potential to accommodate around 925 dwellings (see Sheffield Urban Housing Potential Study 2005, Appendix 5, Table A5a, 'best estimate' of potential). The majority of the sites are in City Council ownership. An exception is proposed at Owlthorpe where three greenfield sites (sites 'C', 'D' and 'E') formerly allocated in the UDP have been carried forward in the SDF. The issue of development at Owlthorpe is considered further in paragraphs 4.94 to 4.96 below.
- 4.51 Some of the allocated housing sites are currently being used as grazing land, although the quality of the soils is not of the highest quality (in terms of suitability for cultivation). However, the land at Owlthorpe is no longer actively used for agriculture and has been disused for around 10 years, although is used informally by local people for recreational purposes.
- 4.52 To some extent release of greenfield sites on the edge of the city could provide opportunities to develop family or 'executive' type housing that would support the city's economic transformation. However, the Council's view is that there are sufficient previously developed sites available which would be suitable for this type of housing
- 4.53 The purpose of submitted policy SH2 is to identify the main locations where housing sites will be allocated in the City Sites document. The policy indicates that 'medium and larger scale new housing' will be concentrated in the main urban area of Sheffield (a Regional Centre in the RSS) and in Stocksbridge (a Principal Service Centre). It also sets out the broad scale of

development proposed in different parts of the city, taking into account existing deliverable commitments and the availability of potential housing sites (identified in the City Sites Preferred Options).

Definitions and scope of the policy

- 4.54 The 'main urban area' of Sheffield is defined in paragraph 4.4 of the submitted Core Strategy. It includes Stannington, Grenoside and Ecclesfield in the north of the city, the townships in the south east (Woodhouse, Hackenthorpe, Mosborough, Beighton) and Dore in the south-west. These areas were originally separate settlements but now form a virtually continuous built-up area.
- 4.55 The implication of the policy is that new housing development in the Principal Service Centre of Chapeltown/ High Green and in rural areas, including Oughtibridge, Worrall and Wharnccliffe Side, would be small-scale, though it would not necessarily rule out larger windfall development taking place in those areas. Development on windfall sites would, however, need to be considered in relation to other SDF policies which aim to ensure that development takes place in sustainable locations and that effective use of previously developed land (see, in particular, Core Strategy Submitted Policy SH3 and City Policies Preferred Option PH8).
- 4.56 Policy SH2 does not specifically define 'medium and larger scale housing development' but, for development control purposes, a definition would be included in the City Policies Document. The City Policies Preferred Option PH4 suggests defining 'medium and larger housing developments' as being those including more than 15 dwellings. Potential development sites smaller than 0.5 hectares, or sites in the City Centre with potential to accommodate 15 or fewer dwellings, have not been proposed as allocated sites in the City Sites Preferred Options. New house building on these small sites would therefore count as 'windfall' development (see paragraphs 3.47 to 3.57 above). Policy SH2 therefore indicates that, throughout the period 2004/05 to 2025/26, other smaller-scale windfall housing development will take place in all the urban areas and in the larger villages of Oughtibridge, Worrall and Wharnccliffe Side.
- 4.57 The approach of focusing on the urban areas (options H2b and H2c) is consistent with a major theme of the Core Strategy, which is to reuse land within existing urban areas rather than expand into the countryside (Options H2a and H2d). This is reflected in the overall vision of the SDF.
- 4.58 The urban emphasis also reflects national planning policy, which sets out the criteria for identifying suitable locations for new housing development (see paragraph 4.2 above). Previously developed land is concentrated in the urban areas and the urban areas are generally better served by public transport and local services. Housing sites in the urban areas are also closer to the main employment areas meaning that people typically have shorter distances to travel to work.

Flood risk as a factor in determining locations

- 4.59 Flood risk has been a major consideration in identifying locations for new housing development and is a particular issue in the City Centre. The new national planning policy statement (PPS25)⁶⁷ on flood risk requires local authorities to consider flood risk in both allocating sites for development and determining planning applications. As part of this, authorities are required to carry out a Sequential Test to steer new development towards areas with the lowest risk of flooding. There are four defined flood zones, which, excluding functional floodplains, range from Zone 1 Low Probability (<1 in 1000 annual probability) to, Zone 3a High Probability (>1 in 100 annual probability).
- 4.60 In Sheffield, a moderate proportion of land is within Zones 2 and 3a. However, it is not realistic to rule out areas entirely through a Sequential Test, as a greater part of the available capacity is needed for development (as indicated by the requirement and supply figures set out in Chapter 3 above). Some uses are permissible in the high-risk zones, but must pass an Exception Test⁶⁸. The uses are defined by vulnerability, and are shown in PPS25⁶⁹. Of the 8,930 dwellings on proposed allocated sites for the period 2007/08 to 2020/21, about 180 (2%) are at least partly in Flood Zone 2 and 220 (12%) at least partly in Zone 3a. Around 350 dwellings (mostly in the City Centre) are on sites wholly within Zone 3a. Sites that are wholly or largely within Zones 2 or 3a will be included in development Phase 2 (see Policy SH4 below).
- 4.61 The appropriateness of these possible allocations, particularly in Zone 3a, will be reviewed in the light of the recent experience of flooding and the latest evidence from the Environment Agency. But, even if these sites were deemed unsuitable it would not significantly affect the provisions of the policy, although the capacity of certain sites could alter. Whilst housing developments are classed as 'more vulnerable', according to the Flood Risk Vulnerability Classification in PPS25, it is still possible that a housing development might pass the Exception Test in the PPS. This would depend on the individual proposal, and, therefore each application in Zone 3a would have to be rigorously assessed but on its own merit.

Scale of development in SDF sub-areas

- 4.62 For the period 2004/05 to 2020/21, the level of growth in the different SDF sub-areas reflects three components:
- Completions for the period 1 April 2004 – 31 March 2007
 - Commitments as at 31 March 2007
 - Allocations proposed in the City Sites Preferred Options.
- 4.63 Table 5 below provides a breakdown for each of the SDF sub-areas. The figures do not include any allowance for windfalls on either small or large

⁶⁷ Planning Policy Statement 25: Development and Flood Risk, DCLG, December 2006.

⁶⁸ Annex D, Planning Policy Statement 25: Development and Flood Risk, DCLG, 2006.

⁶⁹ Annex D, Planning Policy Statement 25: Development and Flood Risk, DCLG, 2006.

sites. Windfalls will, inevitably come forward and it means that actual levels of development are likely to be higher than is shown in Table 5.

Table 5: Scale of Housing Development by SDF Sub-Area – 2004/05 – 2020/21

SDF Area	Completions 2004/05 to 2006/07	Existing Commitments⁷⁰ (as at 31 March 2007)	Proposed Allocations⁷¹	Total
(a) City Centre	1,354	6,397	2,858	10,609
(b) Lower Don Valley	29	268	273	570
(c) Upper Don Valley	225	354	0	579
(d) North East Urban Area	335	756	1,705	2,796
(e) South East Urban area	1,057	1,368	2,873	5,298
(f) South and West	1,771	2,840	584	5,195
(g) Mosborough/ Woodhouse	351	1,191	358	1,900
(h) Chapelton/ Ecclesfield	149	346	0	495
(i) Stocksbridge/ Deepcar	33	559	278	870
(j) Rural settlements	151	63	0	214
Total	5,455	14,142	8,929	28,526

Note: Table makes no allowance for windfalls.

⁷⁰ Includes proposed allocated sites in the City Sites Preferred Options which already had planning permission, as at 31 March 2007.

⁷¹ Based on sites in City Sites Preferred Options which did not have permission, as at 31 March 2007.

- 4.64 Clearly, the Core Strategy has very little control over existing commitments and delivery of these sites is largely dependent on private developers and house builders implementing the permissions that have already been granted. The proposed contribution to supply from allocated sites in the different SDF sub-areas is outlined briefly below.
- 4.65 Master planning work already undertaken in housing renewal areas, the City Centre and in the Lower Don Valley has identified a considerable supply of land suitable for new housing. The allocations support the regeneration strategies for those areas and the master plans are important in demonstrating that policies SH1 and SH2 are based on credible evidence and in this respect, therefore, LDF Soundness Test 7 has been met.
- 4.66 Much of the supply in the housing renewal areas comes from sites generated by housing clearance but this is far from being the only source of land supply. The master planning work has shown that a range of other opportunities exists, including on land formerly occupied by employment or community uses. A limited amount of development on open space is also proposed in some of the master plans (e.g. Foxhill; Parson Cross), mainly to create better estate layouts (see Chapter 5 below).
- 4.67 Some of the proposed new housing development in the housing renewal areas is on land where housing was demolished before the Draft RSS base date (2004). This is significant because it means this land can be used to accommodate household growth (the 'net' housing requirement) and not just to replace housing that has been demolished. Sites over 0.4 hectares have been included as potential allocated housing sites in the City Sites Preferred Options.
- 4.68 Submitted policy SH2 indicates that, after 2020/21, four broad locations will play a key role in ensuring that housing land requirements can be met to 2025/26. These areas are all predominantly former employment areas and are undergoing significant change but, as already explained in paragraph 3.43 above, it is currently not possible to allocate specific sites for housing development. It is, however, highly likely that many of the sites in these areas will become available before 2020/21. This would potentially increase overall housing land supply for the first 10 years of the plan period (see paragraphs 3.35 to 3.40 above) but would help to ensure that the housing requirement to 2025/26 can be met. The estimates of potential dwellings in the 'transition areas' are based on the City Sites Document, Appendix B. Specific sites in other areas of the City are also listed in Appendix B and provide further potential supply in addition to that identified in the 'transition areas'⁷².
- 4.69 The whole of the Lower Don Valley and North East Urban Area lie within the **Housing Market Renewal Pathfinder** area. The Pathfinder also covers much of the South East Urban area. It is estimated that over a third of the total housing supply (around 12,300 dwellings⁷³) over the period 2004/05-

⁷² See City Sites Preferred Options, sites 419, 420, 725, 913, 1218 and 1219.

⁷³ Including windfalls on small sites

2025/26 is located within the Housing Market Renewal Pathfinder Area (see Appendix 9).

City Centre

- 4.70 A large proportion (45%) of the existing commitments are concentrated in the City Centre (option H2b(i)) and policy SH2 proposes that relatively little additional housing land should be allocated there **in the period to 2020/21**. Nevertheless, overall, the City Centre could provide between a quarter and a third of dwelling completions over the period 2004-2026. Whilst this could be a weakness of the SDF strategy if there were an over-supply of apartments, a number of factors suggest that the level of growth envisaged is reasonable and achievable. This is discussed further in paragraphs 4.138 to 4.140 below and in the City Centre Background Report under policy SCC6.
- 4.71 Roughly one third of the City Centre is situated in Flood Zone 3a High Probability, due to flooding from the River Porter, River Sheaf and River Don. It is anticipated that lower lying areas of the Porter Corridor (City Centre) will be subject to relatively frequent flooding. There are no known pressing localised non-river flooding issues within the University and Don Corridor (City Centre) areas. However, it is likely that there is a susceptibility to culvert blockage and/or surcharging. The remaining areas in the City Centre are situated within Zone 1 Low Probability.
- 4.72 Three of the proposed housing sites (with capacity for around 300 dwellings) are entirely within Flood Risk Zone 3a and a further 4 sites (with capacity for 600 dwellings) are partly in a Zone 3a area. One site (with capacity for about 80 dwellings) lies partly in Zone 2. The remaining 14 proposed allocated housing sites (with capacity for around 1,870 dwellings) are in Zone 1 Low Probability. Sites in Zones 2 and 3a will be included in development Phase 2 (see policy SH4 below) and it is possible that flood protection measures for the City Centre will be in place by the time Phase 2 is due to start (2016/17). All schemes would need to pass the Exception Test through, for example, appropriate design.

Lower Don Valley

- 4.73 HMR Pathfinder master planning work in the Lower Don Valley demonstrates considerable potential for new housing development in that part of the city in **the period to 2020/21**. Four sites⁷⁴ in the Attercliffe/ Darnall area (option H2b(ii)) are capable of accommodating around 270 dwellings in the period up to 2020/21. The option of allocating further land at Tinsley (part of Option H2b(ii)) has, however, been rejected because no suitable sites have been identified in that area. Sites 603, 604, 613 and 616 in the City Sites Preferred Options need to be retained to meet the employment land requirement. The living environment would also be unacceptable on these sites due to surrounding land uses.

⁷⁴ See City Sites Preferred Options, sites 601, 611, 619 and 620.

- 4.74 For the period up to 2020/21, only one proposed allocated housing site in the Lower Don Valley (site 611 in the City Sites document) is in a Zone 3a High Probability Flood Zone, although only a small part of the site is affected. The other three proposed allocated housing sites are in Flood Zone 1 Low Probability. There are no known pressing localised non-river flooding issues within the Lower Don Valley areas, although it is likely that there is a susceptibility to culvert blockage and/or surcharging.
- 4.75 The Lower Don Valley is also includes 'transition areas' where further growth could be accommodated **after 2020/21**. It is estimated that, in the Lower Don Valley, land to the south and west of Meadowhall (option H2b(iii)) could deliver around 700 new homes (sites 606, 632, 633 and 645 in the City Sites Preferred Options). The option to provide land for housing near Meadowhall was initially rejected in the Preferred Options document (February 2006) but it has now been included in the Submitted Policy in order to meet longer-term housing needs. It is possible that land there could come forward before 2021/22 but because the master plan for that area has not been fully agreed, the Core Strategy has taken a cautious approach to identifying housing potential there in the short to medium term. Three of the four sites⁷⁵ there also lie partly or wholly in Flood Risk Zone 3a High Probability, due to the proximity to the River Don and development on those sites would consequently need to pass the 'Exception Test' in PPS25.
- 4.76 The *River Don District Vision & Masterplan*⁷⁶ has been prepared on behalf of The British Land Company PLC by Urban Strategies in consultation with the City Council. It promotes housing development as part of mixed-use development and the second stage of the master plan (still being developed) envisages up to 1,300 homes being built on the sites near Meadowhall. However, the City Council's assumption on total capacity is more cautious on the grounds that there would need to be a greater mix of housing than is implied by the master plan. The densities proposed in the master plan suggest a development consisting almost exclusively of apartments but the City Council's view is that a significant amount of family housing would need to be provided in order to create a mixed community. (See also policy SLD1 and the Lower Don Valley Core Strategy Background Report).
- 4.77 Potential to accommodate a further 530 homes on sites around Darnall and Attercliffe (option H2b(ii)) has also been identified but further master planning work is needed before precise sites can be defined and, therefore, allocated. In particular, the Darnall Works (formerly Sanderson Kayzers) at Wilfrid Road (site 662 in the City Sites Preferred Options) and the Attercliffe Canalside site (612) could each accommodate over 100 dwellings. The land at Darnall and Attercliffe is almost entirely within Flood Zone 1 Low Probability⁷⁷.

⁷⁵ City Site 645 lies mostly in Zone 1 and partly in Zone 2.

⁷⁶ *River Don District Vision & Masterplan, Urban Strategies, 2005.*

⁷⁷ A small part of site 662 is in Flood Risk Zones 2/3a.

Upper Don Valley

- 4.78 Much of the Upper Don Valley would continue to be promoted as a location for employment uses but housing development has already been permitted on a number of sites and existing commitments provide capacity for around 350 new homes. However, no further allocations are proposed in the **period to 2020/21**.
- 4.79 Two significant options relating to reallocation of employment land in the Upper Don Valley were rejected; these relate to land at Claywheels Lane and Neepsend (see Option H2b(iv) and (v)). These areas are relatively isolated from existing communities and are needed to meet the city's employment land requirements. The Atkins study⁷⁸ identified the UCAR site (and other sites along Claywheels Lane) as being 'Tier 2 sites', that achieved suitability scores in the medium range. The sites are also remote from local facilities and are relatively poorly served by public transport. Sites in the Neepsend area (north of Neepsend Lane) were classified by the Atkins Study as 'Tier 1 sites'. These are amongst the most suitable sites for employment uses. The sites are also largely surrounded by industrial uses and significant relocation of existing businesses would be necessary to create a satisfactory living environment. These have been the main considerations in rejecting these options. Both areas are considered in more detail in the Upper Don Valley Background Report.
- 4.80 A large proportion of the Upper Don area (Philadelphia, Neepsend, Hillsborough) is situated within Flood Risk Zone 3a High Probability. The remaining areas are situated within Zone 2 Medium Probability and Zone 1 Low Probability. However, there are no proposed allocated sites in the Upper Don Valley and future supply will be limited to existing commitments.

North East Urban Area

- 4.81 In the North East Urban Area a large proportion of the potential allocated sites in the **period to 2020/21** are on sites generated by housing clearance. This area is entirely within the South Yorkshire Housing Market Renewal Pathfinder area and master plans in this part of the city have identified scope to accommodate over 6200 new homes (see Appendix 8). Some of the sites identified in the master plans now have planning permission for housing (e.g. at Foxhill). The level of development in the North East Urban Area proposed in Submitted Policy SH2 is mainly based on six of the master plan areas referred to in options H2c (i) to (vi). It therefore includes the areas of Parson Cross, New Parson Cross, Foxhill, Shirecliffe, Burngreave and Brightside/ Shiregreen/ Wincobank, though the figure also reflects commitments on other sites not specifically identified in the master plans.
- 4.82 The option of reallocating employment land for housing at Parkwood Springs (option H2b(vi)) has been rejected. The Atkins study⁷⁹ identified the

⁷⁸ The Sheffield Employment Sites Survey, Atkins, March 2007

⁷⁹ The Sheffield Employment Sites Survey, Atkins, March 2007

Parkwood site as being a 'Tier 2 site' that achieved suitability scores in the medium range.

- 4.83 **After 2020/21**, further land capable of accommodating around 700 homes has been identified in the North East Urban Area. This is based primarily on the potential from the redevelopment of the former Montenev College site⁸⁰ at New Parson Cross (option H2c(ii)). It also includes the former Stanley Tools site at the Neepsend 'gateway' around Rutland Road (site 512).
- 4.84 Within the North East Area, flood risk is location dependent. Areas adjoining or in close proximity to the River Don are situated within Zone 3a High Probability and one site (517 in the City Sites Preferred Options) lies wholly within this Zone. A small part of a further site (516) is partly within Zone 3a. These two sites have capacity to accommodate around 70 dwellings. A small part of another site (506), with capacity for 24 dwellings, is situated within Zone 2 Medium Probability. 94% of the potential dwellings on proposed allocated sites in the North East Urban Area are within Zone 1 Low Probability. All the potential sites providing land supply after 2020/21 are in Zone 1 Low Probability.

South East Urban Area

- 4.85 Most of the South East Urban Area also lies within the HMR Pathfinder area and considerable master planning work has already taken place in that part of the city. Completions and commitments provide 46% of the total development proposed in the area in the period to 2020/21. Future allocations in the area for the **period to 2020/21** are based mainly on two of the master plans covering Wybourn/ Manor/ Manor Park/ Arbourthorne and Norfolk Park (options H2c (vii) and (viii)).
- 4.86 Paragraph 20.1 of the submitted Core Strategy also refers to development in the Gleadless Valley, though only one proposed allocated site (City Site 1105) with capacity for 90 dwellings is listed in the City Sites Preferred Options document. This was not specifically considered at the Core Strategy Emerging or Preferred Options stages as it was not considered a strategic issue.
- 4.87 The whole of the South East Urban Area is within a Zone 1 Low Probability Flood Risk area.

South and West Urban Area (including the Sheaf Valley)

- 4.88 Demand for housing is highest in the South and West Urban Area (including the Sheaf Valley) and it therefore has some of the highest house prices in the city. It has seen the highest level of house completions since 2004/05, with a large number of developments taking place on small sites. The area has the highest level of existing commitments after the City Centre and potential allocated sites (without permission) have capacity to provide a further 600

⁸⁰ City Sites Preferred Options, sites 224 and 225.

dwellings in the **period to 2020/21**. This partly takes forward option H2b (vii) which referred to the potential for housing at Archer Road⁸¹. However, two sites⁸² referred to in option H2b (vii) (Broadfield Park and Sheffield Works Department Depot at Heeley) have been rejected as locations for housing, as the land needs to be retained for employment purposes.

- 4.89 Other capacity in the South and West of the City comes from the redevelopment of previously developed sites around Broomhill (sites 910, 912 and 916 in the City Sites Preferred Options and at Jordanthorpe (sites 1109 and 1113). These sites were not specifically considered at the Core Strategy Emerging or Preferred Options stages, as their redevelopment was not considered to raise strategic issues. However, Emerging Option SW5b referred to the scope for infill in the south west of the city whilst Preferred Option PSW1 referred to new building in that part of the city being mainly limited to “small-scale infill other than close to district centres and locations well served by public transport”.
- 4.90 Windfalls on small sites are expected to continue to make an important contribution to overall housing land supply in the south west of the city and will help to provide choice, particularly at the upper end of the market.
- 4.91 Areas neighbouring the Sheaf Valley are also identified in policy SH2 as one of the areas where the housing requirement can be met **after 2020/21**. A site at Summerfield Street (site 907 in the City Sites Preferred Options) could provide around 200 homes and land at Randall Street (site 908) a further 20 dwellings. Both these sites could come forward before 2021/22.
- 4.92 Those areas adjoining the River Sheaf corridor in the South and West Area are situated within Flood Zone 3a High Probability but there are no proposed allocated housing sites in this Zone. One of the 8 proposed allocated sites (site 1104 in the City Sites Preferred Options) is in Zone 2 Medium Probability. The 7 remaining sites are all situated within Zone 1 Low Probability. The sites identified as meeting housing supply after 2020/21 are both partly in Zone 3a High Probability.

Mosborough/ Woodhouse area

- 4.93 The Mosborough/ Woodhouse area was a major focus of housing growth during the 1980s and 1990s. A large amount of greenfield land was allocated in the UDP to meet the city’s housing needs over that period. Whilst a number of greenfield sites remain undeveloped (see paragraphs 4.23 and 4.24 above), the sustainability appraisal highlighted that development on such sites is relatively unsustainable when compared to development on previously developed sites in the urban area.

⁸¹ See City Sites Preferred Option, site 1104.

⁸² See City Sites Preferred Options, site 812 and 914.

4.94 Apart from existing commitments⁸³, the Mosborough/ Woodhouse area contains only limited opportunities for housing development on previously developed land and the proposed allocations in that area in **the period to 2020/21** are restricted to three greenfield sites at Owlthorpe. The City Council’s has concluded that the allocations at Owlthorpe can be justified on sustainability grounds. The main benefits are:

- It would ensure completion of a part-finished community;
- Make use of spare road and sewer capacity;
- Allow completion of local infrastructure to support housing that has already been built, in particular Moorthorpe Way Link Road;
- Provide funding through developer contributions to enable completion of the public open space network
- The sites are within easy walking distance of the Supertram stop on Donetsk Way;
- It would cause minimal damage to natural history interest in the area.

The justification for development at Owlthorpe is discussed more fully in the South East and Mosborough Woodhouse Background Report.

4.95 The three Owlthorpe sites have capacity to accommodate around 360 dwellings:

	Estimated Capacity (Dwellings)
Owlthorpe C (City Sites Preferred Option site 1201)	117
Owlthorpe D (City Sites Preferred Option site 1204)	114
Owlthorpe E (City Sites Preferred Option site 1203)	127

This part of the policy was anticipated in Emerging Option H2a.

4.96 The majority of Woodhouse and Mosborough is situated within Flood Zone 1 Low Probability, except those areas situated adjacent to the River Rother corridor, within Zone 3a High Probability. The three proposed allocated housing sites at Owlthorpe are all situated within Zone 1 Low Probability. Using greenfield sites at Owlthorpe could increase flood risk elsewhere, unless developments are designed so as not to increase run-off, or Sustainable Drainage Systems are used. However, this alone would not be a basis for precluding greenfield development in this location.

Chapelton/ Ecclesfield

4.97 Chapelton/ Ecclesfield is not listed as a location for larger scale housing development because the Sheffield Urban Housing Potential Study (2005) showed that there is relatively little potential to accommodate significant new housing on previously developed sites in that area. Although only 149

⁸³ Four large sites proposed as allocations in the City Site Preferred Options now have planning permission for housing – see City Sites 1212, 1213, 1216 and 1217.

dwellings were completed in that area between 2004/05 and 2006/07, a further 346 dwellings are already committed. The area saw over 750 dwellings developed on previously developed sites over the period 1998/99 to 2003/04⁸⁴, meaning that most of the previously developed sites that were suitable for housing have been developed. The remaining previously developed sites in Chapeltown/ High Green are reserved in the plan for employment uses and, consequently, no further allocations are proposed in the area in the **period to 2020/21**.

- 4.98 Some of the land at Ecclesfield⁸⁵, proposed as an option at the Emerging Options stage (option H2b (viii)), now has planning permission for housing (granted at appeal) and therefore forms part of the existing commitments. But other employment land⁸⁶ in that area needs to be retained for industry and business and so option H2b(viii) has been partly rejected. Consequently, there are also no proposed housing allocations in Ecclesfield. The scale of new housing is followed up in policy SCH1.

Stocksbridge/ Deepcar

- 4.99 In Stocksbridge/ Deepcar, there are significant opportunities for new housing on previously developed land in the **period to 2020/21** (see policy SST1). This part of the policy was anticipated in Option H2b(ix). A major site at Station Road/ Manchester Road, Deepcar, with capacity for around 470 dwellings, was granted permission in 2007, following signing of a legal agreement. Full planning applications are expected imminently and it is anticipated that development will start on this site within the next 5 years following relocation of an adjoining sewage treatment works (required by the legal agreement). A single proposed allocation at Site A Stocksbridge (Corus Steelworks, off Manchester Road in Stocksbridge (Site 117 in the City Sites Preferred Options Document) has capacity for a further 278 dwellings.
- 4.100 Further large sites are likely to come forward in Stocksbridge before 2020/21, as master planning work is completed for land arising from closure of parts of the Corus Steelworks. Although an initial master plan has been prepared, it is not currently possible to allocate further sites because there is still some uncertainty about the precise areas to be redeveloped. Consequently, the Core Strategy also identifies Stocksbridge as an area where further growth will take place **after 2020/21** and it is estimated that a further 700 dwellings could be accommodated on sites arising from surplus steelworks land.
- 4.101 The sustainability appraisal (see below) highlighted that there are some key benefits associated with development in Stocksbridge, in particular, the potential to maintain or increase the viability local shops and services. But a down-side was the likely increase in commuting as a result of significant housing development there. An important factor in mitigating the adverse impacts of housing development will therefore be the improvement of public transport links between Stocksbridge and Sheffield.

⁸⁴ Source: Sheffield Housing Land Surveys 1998-2004.

⁸⁵ City Sites Preferred Options, site 121

⁸⁶ City Sites Preferred Options, sites 102,103, 108, 109, 115, 124, 135, 136, 137 and 139

- 4.102 The A6102 (between Stocksbridge and Sheffield) is identified as one of the 'Key Routes' where public transport investment will be concentrated and some improvements have already been made. A frequent shuttle bus (every 10 minutes during the day) linking Stocksbridge, via the A6102, to the Supertram Park and Ride at Middlewood has recently been introduced and the Middlewood Park and Ride site is currently being expanded. Further improvements will, however, be necessary to cater for the potential increase in commuting arising from the proposed new house building in the town. These issues are discussed further in the North Area Background Report.
- 4.103 Those areas adjoining the River Don corridor in Stocksbridge/ Deepcar are situated within Zone 3a High Probability. The remaining areas are largely situated within Zone 1 Low Probability. Site A Stocksbridge (Corus) Steelworks lies within Zone 1. Some of the land shown as coming forward after 2020/21 is in Flood Risk Zone 1 but some of the land that could become available is likely to lie in Zones 2 or 3a.

Rural settlements

- 4.104 Existing commitments provide potential for around 200 dwellings in the larger villages and rural areas of the district. Most of these are on small sites.
- 4.105 No allocations are proposed in the rural settlements reflecting the fact that development in those areas is relatively less sustainable. It would also be inconsistent with the Draft Revised Regional Spatial Strategy (see paragraphs 4.5 to 4.7 above) unless it met a specific need for affordable housing (see also policy SRS1). The larger settlements (Oughtibridge, Wharnccliffe Side, Worrall) are inset within the Green Belt and have seen a significant amount of new housing development over the last few years. This has been particularly concentrated in Oughtibridge where a number of former employment sites have been redeveloped. A limited number of windfall sites are likely to continue to come forward in the rural areas mainly from small infill sites or the conversion of existing buildings. Larger scale infill may, however, be justified where it would make a significant contribution to the provision of affordable housing (option H2e) but this option has now been taken forward as policy SRS1 (see North Background Report).
- 4.106 A number of small villages (Bolsterstone, Brightholmlee, Dungworth, Ewden Village, Midhopestones and Ringinglow) are washed over by the Green Belt and housing development in those locations or in the wider countryside would conflict with national Green Belt policy⁸⁷. It would also be remote from local service, jobs and frequent public transport services and would therefore be highly unsustainable.

⁸⁷ Planning Policy Guidance Note 2, Green Belts, 1995

Sustainability Appraisal

- 4.107 The strengths and weaknesses associated with concentrating most significant new house building in the urban areas are set out in paragraphs 4.28 to 4.29 and 4.31 to 4.32 above. It is apparent from the sustainability appraisal that outward expansion of the urban areas onto greenfield land (options H2a and H2d) would be likely to have significant environmental costs and this has been an overriding consideration in determining the preferred locations for significant new housing development. In particular, it would conflict with sustainability objectives relating to biodiversity, landscape and soil resources. The loss of undeveloped land could have an adverse impact on drainage and could increase flood risk, although this problem could be overcome by requiring sustainable urban drainage systems as a condition of planning permission.
- 4.108 Option H2b highlights one of the major questions for the Regional Spatial Strategy – the balance between land for employment and land for housing and how far Sheffield should seek to meet all its own housing needs, or accept some commuting from adjoining districts.
- 4.109 Option H2c was the option which scored most strongly. It largely involves reuse of previously developed land and supports sustainable patterns of development. But, perhaps more significantly, it also has significant social and health benefits by supporting the replacement of unfit housing.
- 4.110 It was evident from the sustainability appraisal that development in most of the main urban area of Sheffield would generally be more sustainable than development in Stocksbridge. This was largely on the basis that there are relatively limited employment opportunities in Stocksbridge and consequently many of the people who live there would be likely to commute to work in Sheffield, to other parts of South Yorkshire, or even to Manchester (via the A616/ A628). The appraisal did, however, identify some key sustainability benefits in locating new housing in Stocksbridge. In particular, new housing would be likely to play an important role in maintaining or improving the viability of shops and services in the settlement and, as already mentioned above, would make effective use of previously developed land. The development of new housing in Stocksbridge/ Deepcar also potentially provides an opportunity to diversify housing choice and relieve pressure on the overheating market in the south west of the city. It provides a significant opportunity to provide housing close to high quality, attractive countryside and this is likely to help meet demand from more affluent households.
- 4.111 The sustainability appraisal shows that significant housing development in the larger villages (Oughtibridge, Worrall and Wharncliffe Side), would be relatively less sustainable than development in the urban areas, mainly because local jobs and services are limited. Oughtibridge, as the largest of the villages, has rather better local shops and services than the other villages but access to local jobs is still relatively limited compared to the urban areas and, like the others, it is still largely a commuter settlement. The improvements to public transport services on the A6102 (referred to in

paragraph 4.102 above) would benefit Wharncliffe Side and Oughtibridge and go some way to reducing reliance on the private car. Housing development would be least sustainable in the small settlements and wider countryside.

- 4.112 Option H2e suggested allowing larger-scale development in villages where the scheme would provide significant numbers of new affordable homes but it could also be used as a justification for permitting larger housing developments in relatively unsustainable locations. Furthermore, although there is a need for affordable housing in the villages, the Council considers that needs can be met by applying policy SH6 (see Chapter 8 below) to larger windfall sites and, where justified, by developing affordable homes on small sites funded through the National Affordable Housing Programme. Policy PH5 in the City Policies Preferred Options sets out the requirements for affordable housing in different parts of the city and proposes setting a lower site size threshold for requiring affordable housing in rural areas. Consequently, it is unnecessary to take forward option H2e as part of policy SH2.
- 4.113 The discussion in paragraphs 4.59 to 4.61 above, highlighted that flood risk is an issue in some areas and this was reflected in the sustainability appraisal which took into account the Strategic Flood Risk Assessment. It showed that of the biggest problems lie in the City Centre, and the Lower Don Valley. The sustainability appraisal of the City Sites document will need to assess this carefully on a site-by-site basis, using the results of the Strategic Flood Risk Assessment. However, given that these flood risk areas are in the heart of the existing urban area, it may in any case, be necessary also to provide improved flood protection measures to safeguard existing land uses.

Equality Appraisal

- 4.114 Urban concentration (options H2b and H2c) supports viability of public transport and means that people are more likely to live near to public transport routes. Consequently, this benefits people who have low access to private transport. Options H2a and H2d would potentially mean that Sheffield could meet more of its housing needs within the district but, whilst public transport could be built in public transport corridors but there may be limits to how far this is achievable in practice.
- 4.115 Focusing much housing development in the HMR area is likely to be positive for people on low incomes who live in these areas but much of the impact will depend on the type of housing built (see policies SH6 and SH7 below).

Consultation Responses

- 4.116 Derbyshire County Council (comment number 4925.004) supported concentrating new housing development in the urban areas because this is the most sustainable option. They were particularly concerned that urban expansion in the southern part of Sheffield would create pressure to release of land in the Derbyshire Northern Parishes. The Preferred Option of urban regeneration through residential development was also supported by the

CPRE South Yorkshire (971.14). Reuse of surplus employment land for housing was supported by Fuller Peiser (5200.005)

- 4.117 Consultation on the Preferred Options showed there was some misunderstanding arising from the way the term 'infill' had been used, with a number of respondents pointing out that any development within the existing urban areas (regardless of size) could, in theory, be regarded as 'infill development'. The Submission Draft Policy therefore makes it clear that *smaller scale* infill development will take place in all the urban areas (including Chapeltown/ High Green) and the larger villages.
- 4.118 Many of the respondents on the Emerging Options supported the reallocation of surplus employment land for housing but Yorkshire Forward (4558.020) commented on the need to reserve sufficient land in the Lower Don Valley for employment uses. The Submitted Policy aims to strike an appropriate balance between the need for housing land and the need to safeguard land for employment and other uses.
- 4.119 JVH Planning commented (5266.001) that Stocksbridge is an unsustainable location for significant new housing development on the grounds that it would lead to increased commuting. The option was, however, supported by GVA Grimley (5184.002). The City Council's reasons for pursuing this options have already been considered in paragraphs 4.101 and 4.102 above.
- 4.120 Rotherham Borough Council (4887.007) noted that the Preferred Options proposed significant amounts of new housing in the Attercliffe/ Darnall area. They drew attention to the fact that Rotherham's option proposals include the development of Waverley as a new mixed community and locational sustainability of these proposals will need to be assessed. There is currently still some doubt as to whether the RSS will support housing development at Waverley but the City Council's view is that any conflict with development proposals at Attercliffe/ Darnall could be resolved through phasing of the development at Waverley.
- 4.121 The Highways Agency (597.021) commented that, in considering suitable locations for housing development, criteria given in PPG3 relating to accessibility to shops, services and jobs, accessibility by non-car modes and capacity of existing infrastructure could be used, giving priority to areas which rank highly against the criteria. The Environment Agency (5218.025) emphasised that national policy requires flood risk and land contamination to be taken into account when deciding on suitable locations for new housing. The supporting text to policy SH2 draws attention to the role of sustainability appraisal in determining the locations for new housing development but the criteria referred to by the Highways Agency and Environment Agency have also been included as part of the sustainability appraisal of proposed housing sites in the City Sites Preferred Options.
- 4.122 In commenting on the Preferred Options for locating housing development, a number of respondents made suggested specific sites that they considered would be suitable for housing development. The suitability of these sites for

housing has been considered as part of preparing the City Sites Preferred Options.

Conclusions on Reasons for the Policy

- 4.123 Policy SH2 is consistent with national and regional policy which set out the broad criteria for ensuring that new housing development takes place in suitable locations. Consequently, development is focused in the main urban area of Sheffield (the Regional Centre) and the Principal Service Centre of Stocksbridge. Development in the Principal Service Centre of Chapeltown is limited to minor infill development because all the remaining larger previously developed sites are needed for employment uses.
- 4.124 The urban areas are the most sustainable locations for new house building because they offer the best access to jobs, local facilities and public transport. Existing commitments and the availability of previously developed land within the urban areas mean that peripheral expansion of the urban areas is unnecessary. The one exception is at Owlthorpe in the Mosborough/Woodhouse sub-area where greenfield development is proposed in order to complete an existing community.
- 4.125 Although a significant proportion of housing supply is concentrated in the City Centre and the Housing Market Renewal Pathfinder area, at least 500 new homes will be built in all the SDF sub-areas (with the exception of the rural settlements) over the period 2004/05-2020/21. This will help to provide choice and meet the needs of different market sectors. There are, in any case, strong regeneration reasons for proposing significant housing development in both the City Centre and the Pathfinder area.
- 4.126 Broad areas, capable of accommodating growth after 2020/21 have been identified, and the level of growth expected in these areas is based on known sites with potential for housing. Smaller scale windfalls throughout the urban areas, and in the larger villages, are expected over the whole plan period. Outside these areas development should be restricted to what is acceptable under national Green Belt policy.

Implementation and Monitoring (Soundness Test 8)

- 4.127 The main way in which this policy will be delivered is by making allocations for housing in the City Sites document and by granting planning permission. Site appraisal work carried out as part of developing options for the City Sites document involves assessing the availability of sites and any constraints to development.
- 4.128 As already outlined in paragraphs 4.59 to 4.61 above, flood risk has been an important consideration in deciding on the main locations for new housing development. But it will also be an important in determining when sites can be released and therefore whether sites can be delivered. It will only be possible to fully determine flood risk at the planning application stage when design details are known. For sites in Zone 1 Low Probability, the risk of

flooding will be minimal, but the design and layout of the development will be required to ensure that it does not increase flood risk.

- 4.129 In Zone 2, housing is permissible, but flood risk will still be managed, for instance by employing some mitigation and warning measures to ensure developments are safe. In Zone 3a, housing will not be permitted unless it can pass the Exception Test (see paragraph 4.61 above). A detailed Flood Risk Assessment will be carried out for any proposed development, to demonstrate that any risk to life and property can be satisfactorily mitigated. Where possible, a reduction in flood risk will be sought.
- 4.130 The primary responsibility for building new housing rests with house builders and housing associations. It also relies on landowners being willing to sell land to the builders which means that land values must be sufficiently attractive to persuade owners to sell. However, the City Council is a major landowner, especially in the HMR area, and so has considerable control over the availability of land in those areas. A number of other organisations (the City Council, Creative Sheffield, Yorkshire Forward, English Partnerships) may also be involved in land assembly and in some cases this may require the use of Compulsory Purchase powers. Transform South Yorkshire, working in partnership with the City Council, will have a major role in funding and assisting with the development of sites in the Housing Market Renewal Area. Forecast public sector expenditure in the South Yorkshire Housing Market Renewal Pathfinder area over the period 2008/09 to 2010/11 amounts to over £377 million, with further public expenditure of £175 million expected over 2011-2018⁸⁸. This is expected to lever in a total of £500 million private sector expenditure over the whole period (2007-2018).
- 4.131 In some of the areas, particularly where vacant and under-used industrial or commercial land is reallocated, land assembly and remediation works will be needed to ensure the supply of land for new housing. Public funding may be necessary if, for instance, there are major land remediation costs and the site is in an area where development values are relatively low. Availability of public funding will therefore be a factor but the extent to which it is needed will vary from area to area and from site to site. On the majority of sites, it is envisaged that a housing end use will generate sufficient development value to enable most physical constraints to be overcome. This may, however, require the relaxation of certain planning obligations (e.g. in relation to affordable housing) on some sites.
- 4.132 Further liaison with the Passenger Transport Executive will be undertaken for some sites to examine how public transport services can be improved to cater for major new housing development. Again, it is envisaged this will mainly take place as part of considering options for the City Sites document. This will affect when land is actually available for housing development and will be a key issue to be addressed in the phasing of sites in the City Sites Phasing SPD.

⁸⁸ Source: Making the Difference – A Sustainable Housing Market Strategy for South Yorkshire, Transform South Yorkshire, May 2007.

- 4.133 Utility companies, the Highways Agency, the Passenger Transport Executive and the public transport operators will play an important role in ensuring that the necessary infrastructure is in place to support housing in the preferred locations.
- 4.134 Master plans have already been produced for some of the main locations for new housing (particularly in the Housing Market Renewal Area) but others will also be needed. These master plans will help to ensure that new development is integrated with existing communities and that development is well designed and built at appropriate densities. They can also identify how housing can be separated from 'bad neighbour' uses (such as noisy industry) and identify infrastructure requirements.
- 4.135 The **target** for this policy is for at least 97% of new homes to be built in the existing urban areas of Sheffield, Stocksbridge and Chapeltown within any 5-year period between 2004 and 2016. The target of 97% implies that no more than 570 dwellings (48/ year on average) could be developed in the rural areas over the period 2004-2016 (based on the total gross requirement of 19,100 dwellings⁸⁹).
- 4.136 The following **indicator** will be used to measure whether the policy has been implemented:
- Percentage of dwellings built within the existing urban areas.

Flexibility and Risk Assessment (Soundness Test 9)

- 4.137 Respondents on the issues and options highlighted three potential risks in relation to the strategy for locating new housing development (see above). First, the relatively high proportion of future housing supply concentrated in the City Centre, second, the amount of new building proposed in the Housing Market Renewal area, (where the housing market is relatively weaker) and third the amount of development proposed in Stocksbridge (because of the potential to increase commuting).
- 4.138 Following concerns expressed by respondents on the Preferred Options about the amount of housing development proposed in the **City Centre**, the City Council commissioned DTZ to undertake a City Centre housing market assessment. The final report⁹⁰ by consultants, DTZ identified some risks to future delivery of housing in the medium to long term but considered that the market was currently strong enough to sustain the current level of development in the pipeline.
- 4.139 Key conclusions of the DTZ study were that:
- (a) Based on current economic forecasts, the City Centre residential market still has further growth opportunities. Developers and agents

⁸⁹ Net requirement 2004-2016 = 14,300 dwellings. Replacement allowance = 4,800 (see policy SH1)

⁹⁰ Sheffield City Centre Residential Market Assessment, DTZ, June 2007.

continue to have confidence in the strength of the City Centre housing market and there is an appetite for further development.

- (b) The number of people in the 20-40 age group is likely to grow rapidly, particularly in the period to 2019/20. It will be important for the economic prospects of the city to continue to provide housing that will be attractive to people in this age group, especially new graduates.
- (c) Around 4,600 dwellings could be developed in the City Centre between 2006/07 and 2008/09, with a considerable drop in output expected from 2009/10 to 2015/16.
- (d) The majority of new housing in the City Centre in the pipeline is one and two bed apartments and, whilst demand can be sustained in the short-term, rising interests rates and a cooling of the housing market, means there is a risk of over-supply
- (e) There is some latent demand from 'empty nesters', graduates, students, young families and those wanting larger apartments in the City Centre.
- (f) 56% of the people questioned in the survey undertaken as part of the study indicated that they would consider the City Centre as a place to live.

4.140 Whilst it is possible that some of the sites with permission in the City Centre may not be built within the next 3-5 years, revised applications (for a different form of housing development) could still come forward on those sites in the longer term. This would have the effect of 'smoothing out' supply and would reduce short-term risks of over-supply. Further work will, however, be undertaken as part of the Sheffield/ Rotherham Housing Land Availability Assessment to assess the deliverability of sites with permission.

4.141 It is estimated that over a third of the total housing supply (including windfalls on small sites) over the period 2004-2026 is located within the **Housing Market Renewal Pathfinder Area** (see Appendix 9). However, this is not disproportionate given that the Pathfinder covers just under half the urban area of Sheffield. But, more importantly, the level of public subsidy available to support housing development there (see paragraph 4.130 above) means that the risk of non-delivery is significantly reduced. The availability of sites outside the Pathfinder area reduces the risk of the housing market becoming unbalanced.

4.142 The housing renewal areas are less favoured by house builders which means there could be a risk that the required level of annual completions might not be achieved. Many of the sites would also be expensive to develop and may require public subsidy. Demolition of existing housing is still to take place on some of the sites and compulsory purchase may be required to secure some sites (mainly people who have bought Council houses through the 'right to buy'). However, the City Council and Transform South Yorkshire are taking

steps to develop partnerships with house builders in order to achieve the levels of new housing envisaged in the emerging HMR master plans and substantial public funding is available to facilitate the process.

- 4.143 Considerable housing development is proposed in areas where housing demand is currently high. In particular, commitments and proposed allocated sites provide capacity for over 3,400 dwellings in the South and West and areas neighbouring the Sheaf Valley (in addition to the 1,770 dwellings already built in that area since 2004/05). Significant further windfalls on small sites are also expected to come forward those areas during the plan period (based on past trends) and this provides further flexibility.
- 4.144 The potential weakness of major housing development in **Stocksbridge**, in terms of reducing the need to travel, together with proposals for tackling this are outlined in paragraphs 4.101 and 4.102 above. It should be noted that improvements to public transport connections are already being made.

Conclusions

- 4.145 The urban focus for new housing development in Policy SH2 is consistent with national and regional policy which set out the broad criteria for ensuring that new housing development takes place in suitable locations. The Draft Revised Regional Spatial Strategy indicates that housing growth should be concentrated in the Regional Centre (Sheffield main urban area) and in Principal Service Centres (Stocksbridge and Chapeltown/ High Green). Significant housing development is needed in the Housing Market Renewal Pathfinder area to support the HMR Scheme Prospectus and master plans. Development there will also meet key objectives in the South Yorkshire and Sheffield Housing Strategies. The policy therefore meets **Soundness Test 4**.
- 4.146 Housing renewal areas is a key element of achieving the City Strategy 'Big Ambition' of every neighbourhood being a successful neighbourhood. The scale of development proposed in the Pathfinder area is based on that proposed in the masterplans and Policy SH2 therefore supports the City Strategy. Consequently, the policy meets **Soundness Test 5**.
- 4.147 The policy helps support a number of the SDF objectives, but, in particular, objective S3.1 which is for '*successful housing markets across all tenures in all areas of the city and increased demand for housing in currently deprived areas*'. The policy therefore meets **Soundness Test 6**.
- 4.148 The availability of housing land in the different SDF sub-areas is based on robust evidence of supply from existing commitments and potential allocated sites in the City Sites Preferred Options document. The supply of previously developed sites within the existing urban areas means that it has been unnecessary to take forward the option of expansion of the urban areas onto greenfield sites. The implications of potential flood risk in potential locations for new housing has been fully assessed in light of the Strategic Flood Risk Assessment.

- 4.149 Although a significant proportion of housing supply is concentrated in the City Centre and the Housing Market Renewal Pathfinder area, at least 500 new homes will be built in every one of the SDF sub-areas (with the exception of the rural settlements) over the period 2004-2021. The policy therefore helps to provide housing choice in all areas of the city and for different market sectors. The policy is therefore based on a robust and credible evidence base and **Soundness Test 7** has therefore been met.
- 4.150 **Soundness Test 8** requires that there are clear mechanisms for implementation and monitoring. Delivery of the policy relies heavily on private house builders and Housing Associations. However, as a major landowner, particularly in the HMR Pathfinder area, the City Council has a major role to play. A range of other public and private bodies are also involved through land assembly and through the provision of infrastructure. The policy has a clear target and indicator relating to the amount of new house building within the urban areas. The Soundness Test has therefore been met.
- 4.151 Consideration has been given to the risks associated with the policy and the flexibility needed to cope with changing circumstances (**Soundness Test 9**). The main risks associated with the policy relate to the amount of housing development proposed in the City Centre (around 30% of the supply) and the Housing Market Renewal Pathfinder area (around 33% of the supply). However, as already concluded under policy SH1, the DTZ City Centre Residential Market Assessment provides sufficient confidence in relation to the City Centre, whilst the level of public subsidy available in the HMR Pathfinder area, means that there is a good prospect of delivery of sites allocated in that area.
- 4.152 Although the level of housing development proposed in Stocksbridge is likely to lead to an increase in commuting, there are significant other sustainability and regeneration benefits of development there. Steps have already been taken to improve public transport links but it is recognised that further improvements to public transport will be necessary given the scale of development (around 1,600 dwellings) proposed in the period to 2025/26.

5. MAXIMISING THE USE OF PREVIOUSLY DEVELOPED LAND FOR NEW HOUSING

Introduction

- 5.1 Policy SH3 is related closely to Policies SH1 and SH2 because the level at which the future previously developed land target can be set depends on:
- (a) the overall size of the gross housing requirement (see Policy SH1 above);
 - (b) the availability of previously developed sites;
 - (c) the suitability of previously developed sites for housing development (see policy SH2 above);
 - (d) whether it can be shown that greenfield development would be more sustainable than the options for developing previously developed sites;
 - (e) the density of future housing development (see policy SH5 below);
 - (f) the number of greenfield commitments.

Policy SH3

Priority will be given to the development of previously developed sites and no more than 10% of dwellings granted permission will be on greenfield sites in any five-year period between 2004/05 and 2021/26.

In the period to 2025/26, housing on greenfield sites will be developed only:

- (a) at Owlthorpe;**
- (b) in the Housing Market Renewal Area and other housing renewal areas where it is essential for the effective regeneration of the area and adequate open space would be retained to meet local needs; and**
- (c) exceptionally, on small sites within the existing urban areas and larger villages, where it can be justified on sustainability grounds.**

Policy Background (Soundness Test 4)

National Policy

- 5.2 Since the publication of Planning Policy Guidance Note 3⁹¹ in 2000, the Government has emphasised the importance of concentrating new housing development on previously developed sites. PPG3 included a presumption that previously developed sites should be developed before greenfield sites (unless the previously developed sites performed more poorly against sustainability criteria). In general terms, this approach has been carried forward in the current PPS3. It states that:

'The priority for development should be previously developed land.'
(paragraph 36)

And:

'A key objective is that Local Planning Authorities should continue to make effective use of land by reusing land that has been previously developed.' (paragraph 40)

- 5.3 The national target is for at least 60% of new house building to be on previously developed land (PPS3, paragraph 41). But PPS3 indicates that targets for house building on previously developed sites should now be set locally, rather than through the Regional Spatial Strategy:

'Local Development Documents should include a local previously developed land target and trajectory (having regard to the national and regional previously developed land target in the Regional Spatial Strategy) and strategies for bringing previously developed land into housing use.' (paragraph 43)

- 5.4 Policy SH3 sets out Sheffield's previously developed land target and so is in accordance with PPS3. A separate previously developed land trajectory has not been published in the Core Strategy itself but is set out in Figure 2 below under the section on 'Implementation and Monitoring' (Soundness Test 8).

Regional Policy

- 5.5 The Draft Revised Regional Spatial Strategy⁹² has set a target for 90% of new dwellings in Sheffield to be built on previously developed land or through conversions over the period 2004-2021. This is the highest target in the Yorkshire and Humber Region⁹³. The RSS Panel Report⁹⁴ notes that the re-run of the housing forecast model could have a bearing on the previously developed land targets for individual districts that were proposed in the Draft RSS but the Panel also consider that a regional target above the national

⁹¹ Planning Policy Guidance Note 3, Housing, DETR, 2000.

⁹² The Yorkshire and Humber Plan, Draft for Public Consultation, December 2005, Table 13.2.

⁹³ See Draft Yorkshire and Humber Plan (2005), Table 13.2.

⁹⁴ The Yorkshire and Humber Plan Panel Report, May 2007, paragraph 5.49.

average should be achievable even with the higher housing numbers. The Panel also comment that:

'It is an important element of the Core Strategy to focus a high proportion of development on PDL in urban areas.'

- 5.6 Given that PPS3 now requires local planning authorities to set their own previously developed land target and trajectory, it is open to the City Council to vary the RSS target if it that is considered appropriate. However, in light of the availability of previously developed sites, this is not considered necessary.

Sub-Regional Policy

- 5.7 As already mentioned under policy SH2, the South Yorkshire Housing Market Renewal Scheme proposes significant new house building on previously developed sites. Much of the previously developed land is in the Pathfinder area on sites arising from housing clearance, although it also includes land arising from the reallocation of former employment land and a limited amount of greenfield development (see paragraphs 5.32 to 5.35 below). The flexibility in policy SH3 to allow some greenfield development within the Pathfinder area is consistent with the HMR master plans.

Other Sheffield Policies

- 5.8 There are no other Sheffield policies directly relevant to policy SH3.

Relationship to City Strategy (Soundness Test 5)

- 5.9 The priority given in SH3 to the reuse of previously developed land supports one of the City Strategy's priority goals which is to:

'Successfully implement the projects aimed at transforming the city's most deprived areas and improving housing'⁹⁵

Consistency with Other Planning Documents (Soundness Test 6)

Core Strategy Objectives

- 5.10 Giving priority to new housing development on previously developed sites is consistent with the overall vision of transformation and sustainability. It also supports the following objective:

S12.1 *Previously developed land and existing buildings in urban areas reclaimed and re-used for all types of development, in preference to greenfield land*

⁹⁵ Sheffield City Strategy 2005-10, 2007 update.

5.11 Challenge 13 is to have 'a *City that prizes its Green Environment*'. Limiting greenfield housing development to that which is absolutely necessary therefore also indirectly supports a number of other SDF objectives:

S13.1 *Natural and landscape features, including valleys, woodlands, trees, watercourses and wetlands, safeguarded and enhanced*

S13.2 *Biodiversity and wildlife habitats protected and enhanced throughout urban and rural areas*

S13.3 *Areas and features of particular ecological or geological value protected and enhanced*

S13.4 *Open space protected and improved and, where necessary, created*

S13.5 *Access to natural areas and countryside improved*

S13.6 *A sustainable rural economy supported in the local countryside.*

5.12 It is also relevant to Challenge 14 which is to have, 'A City with Character' and the following objective:

S14.3 *The landscape and character of the villages and countryside, including the urban/rural fringe, protected and enhanced.*

Adjoining local authorities' plans

5.13 Policy SH3 has no implications for adjoining local authority plans. However, it will be important for the delivery of housing development on previously developed sites in Sheffield, that adjoining plans do not make excessive allocations of greenfield land and that priority is given to development on previously developed sites. Otherwise there is a risk that development could be diverted to greenfield sites outside Sheffield and this could undermine the city's regeneration strategy. LDFs in adjoining districts are, however, at a less advanced stage than the SDF.

Options Considered (Soundness Test 7)

5.14 The Sheffield Urban Housing Potential Study (2005) provided the background for considering the Emerging and Preferred Options in relation to the reuse of previously developed land for housing. The study concluded that there was potential to accommodate around 23,360 dwellings⁹⁶ on previously developed

⁹⁶ This is based on a 'best estimate' of potential of 23,975 dwellings and the conclusion that 97.45% of the potential is on previously developed sites. The estimates of potential are discounted figures reflecting the fact that some sites would be unlikely to come forward for housing because they are difficult to develop or might be developed for other purposes.

sites within the urban areas over the period 2004 to 2021. It assumed that a small amount of greenfield development would take place on sites that already have planning permission for housing and that some other greenfield sites within the urban areas could also come forward over the period to 2021 (for example on 'low quality' greenfield sites that are currently not being put to any beneficial use).

5.15 The following paragraphs set out the options that were considered.

Option H3a (Emerging Option H2a)

No housing development on any greenfield sites, regardless of the value of the open space and the provision of open space in the local area

5.16 The main **strengths** of this option are:

- (a) It would send a strong message to developers and would focus investment on reuse of previously developed land and would guarantee that targets for development on previously developed land would be exceeded.
- (b) It would ensure that open land is safeguarded to meet long term recreational needs, even if it is not currently needed for such purposes.
- (c) Protection of greenspace is beneficial to health (mental well-being/exercise).
- (d) No expansion of urban areas would take place, preventing further sprawl into open countryside.
- (e) It minimises the risk of damage to wildlife habitats (although some previously developed sites are also of wildlife value).

5.17 The main **weaknesses** of this option are:

- (a) It may not be deliverable given the likely scale of the housing requirement.
- (b) It conflicts with housing renewal strategies in the Housing Market Renewal Area and in other parts of the city that already identify a limited number of greenfield housing sites (see option H3b below).
- (c) Development on previously developed sites may have to be built at higher densities because less land would be available in the urban areas to meet the housing requirement.
- (d) Poor quality, open space would remain undeveloped or unused (i.e. is not put to any beneficial use).
- (e) It could reduce opportunities to increase viability of local services or public transport in some areas.

- (f) It would prevent the conversion of redundant agricultural buildings to housing in rural areas, meaning that the buildings would be likely to become derelict.

Option H3b (Emerging Option H2b)
Greenfield housing development allowed in housing renewal areas where estates are being reconfigured and where greenfield development would help to achieve a better layout

5.18 The main **strengths** of this option are:

- (a) It supports delivery of Housing Market Renewal Pathfinder master plans.
- (b) It helps to achieve a better overall layout of open spaces in housing renewal areas, allowing more efficient maintenance of open space and improvements to security.
- (c) It facilitates provision of replacement homes (i.e. removal of unfit or low demand housing).
- (d) It could be achieved without any net loss of open space; by ensuring that replacement open space is provided on previously developed land.
- (e) It provides potential opportunities for new development to contribute to improvements to the quality of remaining recreational open space.
- (f) Landscaping associated with the new development could improve the natural environment and biodiversity

5.19 The main **weaknesses** of this option are:

- (a) It could undermine achievement of the target for development on previously developed land.
- (b) It could lead to fragmentation of larger open spaces (although this should be avoided, as part of the master planning process).

Option H3c (Emerging Option H2c)
Allow greenfield development on sites within the urban areas where the open space that would be lost is of little recreational or environmental value and where minimum standards of open space provision would be maintained

5.20 The main **strengths** of this option are:

- (a) It makes effective use of land and increases the supply of housing land in sustainable locations (and is therefore consistent with paragraph 36 of PPS3).

- (b) It allows development on other previously developed sites to be built at slightly lower densities.
- (c) It could provide potential opportunities for new development to provide improvements to the quality of other recreational open space in the locality.
- (d) It could lead to improvements to the attractiveness of the natural environment, through the landscaping of new development.
- (e) It does not permit the loss of open space which is environmentally valuable, so should not cause harm to biodiversity or cultural heritage.

5.21 The main **weaknesses** of this option are:

- (a) It could undermine targets for development on previously developed land.
- (b) It could result in loss of open spaces which some people would regard as being attractive/ of local value.
- (c) Once open space built upon the potential to meet future recreational needs is lost
- (d) The 'value' of an open space is a matter of judgement and a consensus on what is valuable may not be possible on all potential development sites.

Option H3d (Emerging Option H2d)

Allow housing development on existing UDP allocated greenfield sites at Owlthorpe where it would facilitate the provision of infrastructure or facilities for housing that has already been built (e.g. Owlthorpe sites 'C', 'D' and 'E'),

5.22 This option applies to three sites in the Mosborough/ Woodhouse SDF sub-area. It relates closely to option H2a (see paragraphs 4.25 and 4.26 in Chapter 4 above) and the strengths and weaknesses are essentially the same as that option. However, two further **strengths** are

- (a) It would facilitate completion of the public open space network needed to serve existing housing.
- (b) It would help to secure and support necessary infrastructure for existing housing and improve the sustainability of the existing community.

5.23 A further **weakness** of this option is that expansion of wastewater treatment facilities may be needed before development could take place.

Options Not Considered

- 5.24 The proportion of development taking place on previously developed land is largely determined by the factors set out in paragraph 5.1 above. Consequently, no other options were considered.

Reasons for the Submitted Policy (Soundness Test 7)

- 5.25 The Submitted Policy is made up of elements of Options H3b, H3c and H3d. Further changes have also been made to the detailed wording of the Submitted Policy to take account of comments made during consultation. It also takes account of requirements under the new PPS3. Option H3a has been rejected.

Planning Reasons

Previously developed land target

- 5.26 As already outlined in paragraphs 5.2 to 5.6 above, national and regional policy means that the SDF is required to maximise the use of previously developed (brownfield) land. This is reflected in the 90% previously developed land target and the wording of Submitted Policy SH3.
- 5.27 The City Council expressed some concerns to the RSS Examination in Public about the ability to achieve the 90% target if the end date of the RSS were to be extended to 2026 (as has now been recommended by the RSS Panel Report). However, further work on developing Preferred Options for the City Sites document, now suggests that meeting the target over the longer period would be achievable, even allowing for the higher net housing requirement proposed under Submitted Policy SH1.
- 5.28 Although both national and regional policy give priority to reuse of previously developed land, it is implicit in the policies that some greenfield development may be acceptable. There may also be sustainability reasons for allowing greenfield development, although the sustainability appraisal (see paragraph 5.47 below) highlighted the general benefits of reusing previously developed sites. It is also implicit in the national housing policies that new homes should usually not be built where it would harm the environment or result in the loss of open space that is needed for recreation.
- 5.29 Since 2000, the number of completions on greenfield sites has steadily declined with only 4% of completions being on greenfield sites in 2006/07 (see Appendix 10). Continuation of this trend is necessary in order to be consistent with the city's spatial vision which seeks to renew the existing urban areas rather than expand onto greenfield sites.
- 5.30 Policy SH3 proposes that no more than 10% of dwellings granted permission will be on greenfield sites in any five-year period between 2004/05. This is considered by the City Council to be a sensible approach, as it recognises that the level of completions on previously developed and greenfield sites will, inevitably, vary from year to year and the figures for any one year can be affected by the release of a single large site. The policy therefore provides

flexibility (see paragraph 5.60 below). It would be more appropriate to base the target on *planning permissions* than on *dwelling completions* because the Council sees no reason to limit the rate at which sites are built out once they have permission. However, the Government Core Output Indicator is based on completions not permissions. The key objective of the policy is to control the amount of greenfield land released for housing development in order to encourage the reuse of previously developed sites.

Development on greenfield sites at Owlthorpe (SH3, sub-paragraph (a))

- 5.31 The Submitted Policy (sub-paragraph (a)) states that some greenfield development will be allowed at Owlthorpe (Option H3d). As already discussed under Submitted Policy SH2, development at Owlthorpe would involve three sites covering approximately 8.7 hectares and it is estimated that they could accommodate around 360 dwellings. It is likely that permission for development of all three sites could be sought at the same time. However, assuming that, over a 5-year period, the rate of release matched the gross requirement⁹⁷, the Owlthorpe sites would make up less than 4% of the total number of dwellings permitted during that 5-year period. Therefore, it would not undermine the previously developed land target.

Development on greenfield sites in housing renewal areas (SH3, sub-paragraph (b))

- 5.32 Under Submitted Policy SH3, subparagraph (b), greenfield development would also be permitted in the Housing Market Renewal Area and other housing renewal areas 'where it is essential for the effective regeneration of the area and where adequate open space would be retained to meet local needs'. This essentially takes forward Option H3b.
- 5.33 The assessment of whether development would be essential to the development of the area is, of course, a judgement. But it is envisaged that this criterion would normally only be met where the site has been identified for development in an approved master plan prepared in consultation with the local community. This helps to ensure that the value of greenfield sites and their suitability for development is properly considered and reduces the likelihood of valued open spaces being lost.
- 5.34 A number of master plans have already been approved for the Housing Market Renewal area and further master plans are in preparation (see list of HMR masterplans in Appendix 8). Others will follow in the future. Although the majority of sites proposed for new house building by the master plans are previously developed sites, in a few cases remodelling of the estates will involve building on open space (often to improve natural surveillance of open spaces and, therefore, safety). In most cases, replacement public open space is proposed on previously developed land to compensate for any greenspace that would be built on. Furthermore, in some cases, new development will provide opportunities to improve the wildlife or recreational value of remaining

⁹⁷ Assuming a gross requirement of 1,825 dwellings/ year from 2011, the 5-year requirement would be 9,125 dwellings.

open spaces, as part of the landscaping of the new development. In some cases, development of greenfield sites could help to increase the population in the area and improve the viability of local shops and services. Proposed greenfield allocated housing sites in masterplan areas are identified in Appendices 2 and 3.

- 5.35 Release of proposed allocated greenfield sites in the HMR Pathfinder area would not jeopardise the 90% previously developed land target, as they make up around 4% of the allocated sites to 2020/21 (and around 3% of the supply to 2025/26). The previously developed land target also provides a sufficient margin to enable further greenfield development in the Pathfinder Area to take place if further master planning work deems this necessary.

Development of small greenfield sites within the urban areas (SH3, sub-paragraph (c))

- 5.36 Policy SH3, sub-paragraph (c), partly takes forward option H3c. This option proposed allowing housing development on greenfield sites where the open space that would be lost is of little value and where minimum open space standards would be maintained. However, the policy proposes limiting this exception to *small sites* within the urban areas and larger villages and only where it can be justified on sustainability grounds. The City Council considers that it is appropriate to take a cautious approach to the development of open space within the urban areas. One of the main weaknesses of allowing development of urban open space is that recreational needs could be different in the future and, once built upon, the potential to use land to meet changing needs would be lost. It also minimises the risk of the previously developed land target not being met.
- 5.37 This option does, however, enable more effective use of land to be made within the urban areas. The urban areas contain a variety of greenspaces and not all of them are currently being put to any beneficial use. Some detract from the townscape and make the city less attractive for both residents and investors. Such sites might include disused sports grounds and allotments, as well as small parcels of land left over after development has taken place. In practice, most open spaces within the urban area will have some recreational or environmental value and it is unlikely that this criterion would be met in many cases.
- 5.38 The City Council has concluded that development of larger greenfield sites (other than where it is deemed acceptable as part of an approved regeneration strategy) is more properly considered through a review of the development plan. This is on the grounds that it allows the relative merits of development on different sites to be properly considered and recreational needs to be reassessed. Allowing development on larger windfall greenfield sites within the urban areas also runs a greater risk of undermining the previously developed land target.

- 5.39 Analysis of permissions on small windfall sites shows that only about 2.5% per year are on greenfield sites⁹⁸. Assuming a continuation of these trends, it is likely that only about 7-8 dwellings per year, on average, would be on small greenfield sites (around 140 dwellings in total over period 2007/08 to 2025/26).
- 5.40 Since the publication of PPG3 in 2000, the City Council, whilst strongly resisting housing development on larger greenfield sites, has taken a more flexible approach to proposals for greenfield development on small sites within the urban areas and larger villages. However, 93.42% of dwellings completions over the period 2000/01-2006/07 have been on previously developed sites (see Appendix 10). Submitted Policy SH3(c) effectively proposes a continuation of this approach.
- 5.41 Table 6 below summarises the potential land supply from previously developed and greenfield sites over the period 2004/05 to 2025/26. It suggests that the 90% previously developed land target proposed in policy SH3 could be exceeded. Indeed, the table represents a 'worst case' scenario, as, for example, any replacement requirement arising after 2015/16 could be met by building on the cleared (previously developed) sites generated by demolition.
- 5.42 Appendices 2 and 3 identify greenfield commitments and possible greenfield allocated sites (as proposed in the City Sites Preferred Options).

Table 6: Estimated Potential Dwellings on Previously Developed and Greenfield Sites 2004/05 to 2025/26

Source of Supply	Dwellings			
	Brownfield	% Brownfield	Greenfield	% Greenfield
Completions 2004/05 to 2006/07*	5,052	92.61	403	7.39
Commitments (as at 31 March 2007)	13,781	97.45	361	2.55
Potential allocated Housing Sites**	8,166	91.45	763	8.55
Larger windfalls in 'transition areas'***	2,900	100.00	0	0.00
Windfalls on small sites (2007/08-2025/26)	5,560	97.5	140	2.5
Total	35,481	95.51%	1,667	4.49%

*Includes student cluster flats

**Based on City Sites Preferred Options

***Based on City Sites Preferred Options, Appendix B.

⁹⁸ See Sheffield Urban Housing Potential Study (2005), Table 9.

Rejected option: no greenfield development

- 5.43 Option H3a has been rejected mainly because it would be too inflexible and would lead to inefficient use of land. Although it would have given maximum protection to undeveloped land it would also prevent the development of sites which are currently not being put to any beneficial use or which have little or no environmental value. This represents an inefficient use of land within the urban areas and would mean having to build at higher densities in order to meet the housing requirement. This could have a negative impact on the character of some existing housing areas.
- 5.44 The conversion of redundant agricultural buildings to housing (a regular source of new dwellings within the rural areas of Sheffield) would be also be ruled out by option H3a because the definition of previously developed land in PPS3, Annex B, excludes land occupied by agricultural buildings. This would potentially mean that redundant agricultural could be left derelict in the rural areas, thereby detracting from the rural landscape.
- 5.45 Preventing greenfield development of any sort would also rule out 'land swaps' whereby replacement open space is provided on previously developed sites to compensate for open space that is lost. This can often be desirable in order to provide a more effective estate layout (see paragraph 5.34 above).

Sustainability Appraisal

- 5.46 Unsurprisingly, the sustainability appraisal showed there are significant environmental benefits associated with developing housing on previously developed sites. Minimising the use of greenfield sites has particular benefits in relation to sustainability objectives relating to biodiversity, landscape and soil quality. But, as previously developed sites are concentrated in urban areas, the approach also has benefits in terms of sustainable travel and efficient use of infrastructure (though there could be risks of infrastructure being overloaded in some areas)
- 5.47 The sustainability appraisal highlighted the potential benefits of allowing some greenfield development in terms of delivering better housing layouts. The sustainability appraisal does, however, show that there are potential tensions with some of the environmental objectives, in particular, the fact that some previously developed sites have distinctive biodiversity value which can be more significant than certain greenfield sites.

Equality Appraisal

- 5.48 The vast majority of previously developed sites are concentrated within the urban areas where access to public transport is relatively good. Development of such sites therefore generally benefits people on lower incomes who have more limited access to private transport. Redevelopment of housing clearance sites will improve the environment in areas where there are higher concentrations of disadvantaged groups, including people on low incomes and ethnic minorities.

Consultation Responses

- 5.49 Public consultation on the Emerging Options showed there is strong public support for concentrating new development on previously developed sites within the existing urban areas. In particular, this approach was supported by a number of key stakeholders including the Highways Agency, English Partnerships and CPRE South Yorkshire and Peak District.
- 5.50 Although consultation on the Emerging Options showed there was some support⁹⁹ for option H3a (having no development on greenfield sites) as there was concern that option H3c would represent the ‘thin end of the wedge’. Other respondents (including the Home Builders Federation, Sheffield One, Yorkshire Water, Yorkshire Forward, Fuller Peiser, Peacock and Smith and JVH Town Planning and Transform South Yorkshire¹⁰⁰) recognised that this would be too inflexible.
- 5.51 There was support for the Preferred Option of combining options H3b, H3c and H3d (in part), in particular from the CPRE South Yorkshire and Peak District (comment 971.015), Fuller Peiser (5202.002), Dore Village Society (946.001), Cushman and Wakefield Healey and Baker (5199.18) and CB Richard Ellis (5305.002).
- 5.52 Although the Home Builders Federation supported the approach of giving priority to previously developed sites (Preferred Options comment 5294.003), they considered that greenfield development should not be restricted to certain areas and should be allowed where it is sustainable (Preferred Options comment 5294.004). They also felt that releasing more greenfield land would provide greater flexibility in meeting the housing requirement. Development Land and Planning (comment 5193.035) also felt the policy was too restrictive. However, for the reasons set out in Chapters 3 and 4 above, the City Council considers it is unnecessary to release more greenfield land on the edge of the urban area. Paragraph 5.38 above set out why it would also be inappropriate to take a more flexible approach to the development of larger greenfield ‘windfall’ sites within the urban area.
- 5.53 Keith Butterfield (Preferred Options comment 1416.005) suggested that Policy SH3 should emphasise that the aim should be to maximise the use of previously developed land in urban areas (i.e. no priority should be given to sites in rural areas). The City Council agrees with this principle but it is important to emphasise that Submitted Policy SH3 should be read in conjunction with Policy SH2 which makes it clear that new housing should be concentrated in the urban areas.
- 5.54 One particular concern, raised by English Nature (comment 4741.013) and Sheffield Wildlife Trust (comment 5223.027) commenting on the Preferred

⁹⁹ Including from Stocksbridge Town Council (comment 4391.02) and CPRE South Yorkshire and Peak District (comment 971.22).

¹⁰⁰ See Emerging Options comment numbers 147.02; 227.06; 4465.02; 4489.03; 4558.21; 4620.14; 4866.04

Option, was that some derelict open space can be attractive and ecologically rich, and that any loss should require replacement with quality space nearby. However, whilst recognising that previously developed sites can have ecological, social and recreational significance, other policies in the SDF would deal with these issues (in particular, see City Policies Preferred Options PGE1 to PGE5).

- 5.55 Moss Valley Wildlife Group objected (comment 206.018) to the proposal to allow greenfield development at Owlthorpe. The City Council's response to this is set out in the Mosborough/ Woodhouse Background Report.

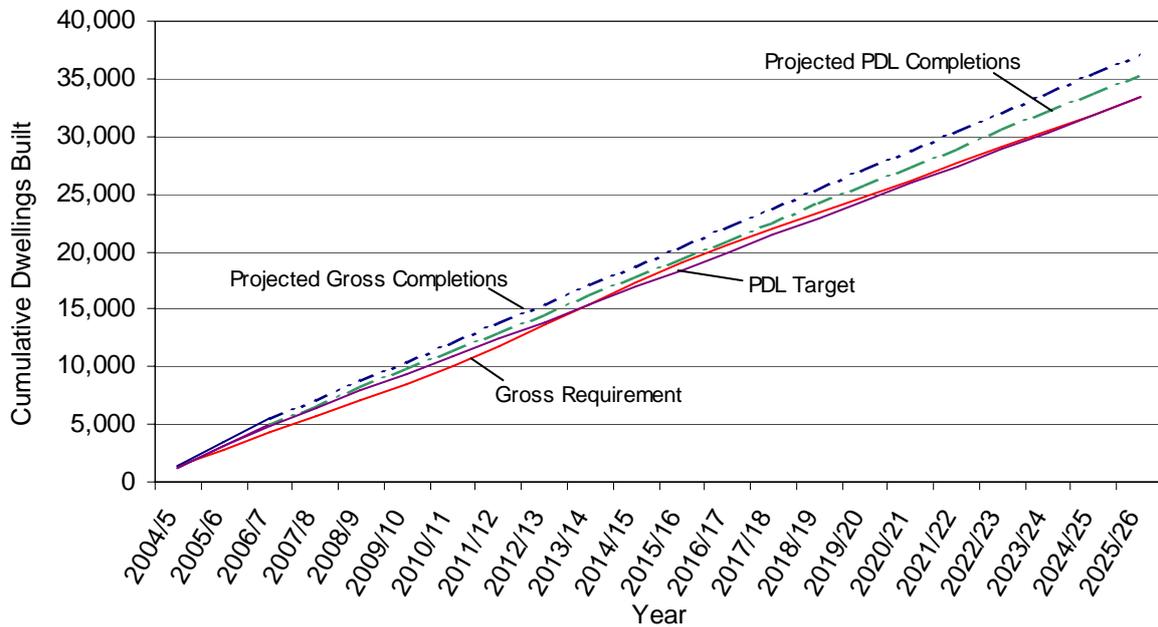
Conclusions on Reasons for the Policy

- 5.56 Policy SH3 reflects the strong emphasis in national and regional policy on giving priority to housing development on previously developed sites. The policy sets out the local previously developed land target, which is based on a robust and comprehensive analysis of potential housing land supply over the plan period.
- 5.57 Greenfield development can be justified at Owlthorpe on sustainability grounds and within the Housing Market Renewal where it is supported by an approved master plan prepared in consultation with the local community. Larger greenfield sites in other should, however, only be brought forward through the development plan process to allow full consideration of wider land requirements (e.g. for recreational opens space). Housing development on small, disused greenfield sites in sustainable locations helps to make more effective use of land and is unlikely to undermine the previously developed land target.
- 5.58 The 90% target for use of previously developed land in the policy is not overly restrictive. Monitoring greenfield permissions over 5 year periods will 'smooth out' inevitable annual fluctuations in greenfield land releases.

Implementation and Monitoring (Soundness Test 8)

- 5.59 Submitted Policy SH3 will be implemented by maximising allocations on previously developed sites in the City Sites document. It is also proposed to include a policy in the City Policies Document which would restrict development on larger greenfield windfall sites (see Preferred Option PH8 (a)), thereby ensuring that the previously developed land target can be met.
- 5.60 The **target** for policy SH3 is for at least 90% of new homes to be built on previously developed sites in any 5-year period between 2004/05 and 2025/26. Figure 2 below sets out the previously developed land trajectory.

Figure 2: Previously Developed Land Trajectory



Assumptions:

- (a) All residual greenfield supply for the period 2007/08 to 2025/26 (1,264 dwellings) is taken up and that it comes forward at an even rate (70/yr) throughout the period. In practice, greenfield allocations in the HMR area and at Owlthorpe are likely to be developed before 2018 and this means that greenfield completions may be higher than shown over that period.
- (b) There will be an average of 10 dwellings per year developed on small greenfield windfall sites over the period 2007/08 to 2025/26

Table 7: Previously Developed Land Trajectory (based on Commitments at 1 April 2007 and Housing Requirement Proposed in Submission Draft Core Strategy)

Year	Projected Annual Gross Completions	Projected PDL Completions	Projected Gross Completions (Cumulative)	Projected PDL Completions (Cumulative)	% PDL (Annual)	% PDL Over Previous 5 Years	PDL Target (90%)	PDL Target (Cumulative)
2004/5	1,339	1,168	1,339	1,168	87.23%	-	1,205	1,205
2005/6	2,114	1,962	3,453	3,130	90.65%	-	1,903	3,108
2006/7	2,002	1,922	5,455	5,052	92.61%	-	1,802	4,909
2007/8	1,665	1,595	7,120	6,647	93.36%	-	1,499	6,408
2008/9	1,665	1,595	8,785	8,242	93.82%	94%	1,499	7,906
2009/10	1,665	1,595	10,450	9,837	94.13%	95%	1,499	9,405
2010/11	1,665	1,595	12,115	11,432	94.36%	96%	1,499	10,903
2011/12	1,665	1,595	13,780	13,027	94.54%	96%	1,499	12,402
2012/13	1,665	1,595	15,445	14,622	94.67%	96%	1,499	13,900
2013/14	1,665	1,595	17,110	16,217	94.78%	96%	1,499	15,399
2014/15	1,665	1,595	18,775	17,812	94.87%	96%	1,499	16,897
2015/16	1,665	1,595	20,440	19,407	94.95%	96%	1,499	18,396
2016/17	1,665	1,595	22,105	21,002	95.01%	96%	1,499	19,894
2017/18	1,665	1,595	23,770	22,597	95.07%	96%	1,499	21,393
2018/19	1,665	1,595	25,435	24,192	95.11%	96%	1,499	22,891
2019/20	1,665	1,595	27,100	25,787	95.15%	96%	1,499	24,390
2020/21	1,665	1,595	28,765	27,382	95.19%	96%	1,499	25,888
2021/22	1,665	1,595	30,430	28,977	95.23%	96%	1,499	27,387
2022/23	1,665	1,595	32,095	30,572	95.25%	96%	1,499	28,885
2023/24	1,665	1,595	33,760	32,167	95.28%	96%	1,499	30,384
2024/25	1,665	1,595	35,425	33,762	95.31%	96%	1,499	31,882
2025/26	1,665	1,595	37,090	35,357	95.33%	96%	1,499	33,381

5.61 The following **indicator** will be used to measure whether the policy has been implemented:

- Percentage of new and converted dwellings completed on previously developed land.

Flexibility and Risk Assessment (Soundness Test 9)

- 5.62 Analysis of potential known housing sites and windfall trends suggests that the previously developed land target in policy SH2 would be exceeded (see Table 7 above). However, by setting the target at 90%, the plan allows flexibility to bring forward further greenfield sites (via reviews of the City Sites document) if the housing requirement was not being met or, for instance, if further master planning work in housing renewal areas showed it being necessary for the regeneration of those areas. In the period to 2016, the 90% target implies that up to 1,910 dwellings could, in theory, be built on greenfield sites (assuming a gross requirement of 19,100 dwellings¹⁰¹).
- 5.63 The main risk of setting the target so high is that some of the previously developed sites may not come forward. Housing development on previously developed land is generally more expensive and more difficult than development on greenfield sites. However, as already discussed in Chapter 4, a considerable proportion of the potential on previously developed land is in the Housing Market Renewal Pathfinder where significant public funding is available (via Transform South Yorkshire) to facilitate development.
- 5.64 In many other areas, the Council also considers that development values are high enough to make development deliverable without the need for public subsidy. House prices rose by 110% over the period 2000 to 2005¹⁰² and land values have risen accordingly. Consequently, there are now very few sites where 'gap funding' would be required to deliver a viable housing scheme (though this does, depend on other planning gain requirements – see, in particular, requirements for affordable housing in Chapter 8 below).
- 5.65 One weakness of allowing some greenfield development (highlighted by the sustainability appraisal) is that the policy could result in the loss of greenspace that is ecologically important or which is valued by local people. This weakness can, however, be largely overcome by including appropriate criteria policies for the protection of open space in the City Policies document. The City Policies Preferred Options propose the inclusion of policies that would deal with this issue (see, in particular, Preferred Option POS6 and Preferred Options relating to the Green Environment).

¹⁰¹ See Core Strategy, Table 8.1(a)

¹⁰² Source: HM Land Registry

Conclusions

- 5.66 Policy SH3 is consistent with national and regional policy by giving priority to housing development on previously developed sites. The policy sets out the local previously developed land target as required by PPS3 and a previously developed land trajectory has been produced. The policy is consistent with the South Yorkshire Housing Market Renewal Scheme Prospectus and the HMR master plans. The policy therefore meets **Soundness Test 4**.
- 5.67 The emphasis on previously developed land supports one of the City Strategy's priority goals which is to 'successfully implement the projects aimed at transforming the city's most deprived areas and improving housing. **Soundness Test 5** has therefore been met.
- 5.68 The policy also meets **Soundness Test 6**. Giving priority to new housing development on previously developed sites is consistent with the overall SDF vision of transformation and sustainability and supports the objective S12.1 which is '*previously developed land and existing buildings in urban areas reclaimed and re-used for all types of development, in preference to greenfield land*'. The policy also supports a number of the Framework's environmental objectives.
- 5.69 The previously developed land target and trajectory are based on a robust and comprehensive analysis of potential housing land supply over the plan period. Greenfield development can be justified at Owthorpe on sustainability grounds and, to a limited extent, within the Housing Market Renewal where it will assist with regeneration. Larger greenfield sites in other areas should, however, only be brought forward through the development plan process to allow full consideration of wider land requirements. Housing development on small, disused greenfield sites in sustainable locations helps to make more effective use of land and is unlikely to undermine the previously developed land target. The policy is therefore reasonable in all respects and **Soundness Test 7** has been met.
- 5.70 Clear mechanisms for monitoring and implementation have been set out but the previously developed land target includes sufficient flexibility to enable further greenfield sites to be brought forward (via reviews of the City Sites document) if necessary. The policy therefore meets **Soundness Test 8 and 9**.