

Chapter 8 : Creating Attractive, Sustainable and Distinctive Neighbourhoods



Chapter 8 Creating Attractive, Sustainable and Distinctive Neighbourhoods

CS22 Scale of the Requirement for New Housing

- 8.1 The scale of future housing in the city is largely determined by the Regional Spatial Strategy. This specifies the number of additional homes needed over the period 2004 to 2026.

Policy CS 22

Scale of the Requirement for New Housing

The requirement for new housing is as follows:

- a. an average of 1,025 net additional dwellings per year over the period 2004/05 to 2007/08 (4 years).
- b. an average of 1,425 net additional dwellings per year over the period 2008/09 to 2025/26 (18 years).

Sufficient sites will be allocated to meet the housing requirement to at least 2020/21.

A 5-year supply of deliverable sites will be maintained at all times.

- 8.2 This policy provides the starting point for deciding the scale of site allocations that need to be made to ensure that the need for housing in the city will be met. These will be presented in the City Sites document.

Table 8.1: Provision for housing land requirement 2008/09 to 2025/26**(a) Requirement**

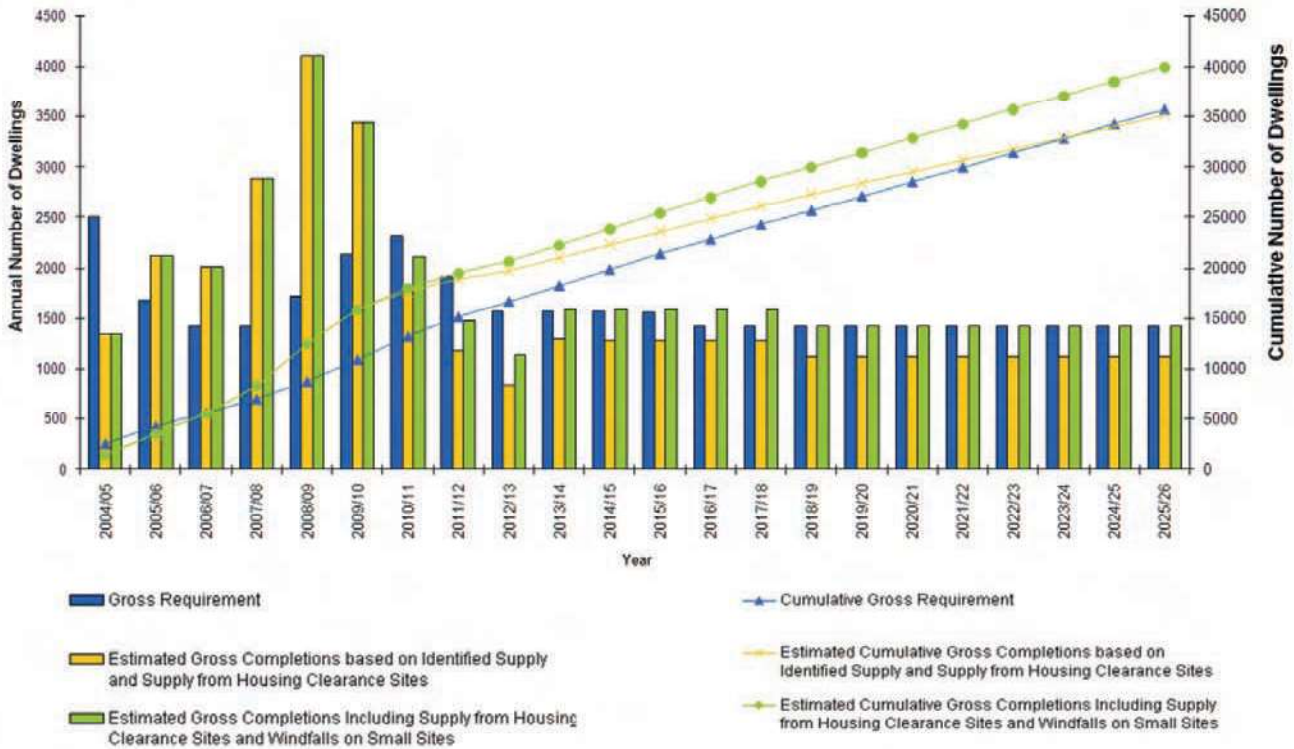
Requirement	Annual Requirement (Dwellings)	Total Requirement (Dwellings)
Net requirement 2004/05 to 2007/08 (4 years)	1,025	4,100
Net requirement 2008/09 to 2015/16 (8 years)	1,425	11,400
Net requirement 2004/05 to 2015/16	1,292	15,500
Net requirement 2016/17 to 2020/21 (5 years)	1,425	7,125
Net requirement 2004/05 to 2020/21	1,331	22,625
Net requirement 2020/21 to 2025/26 (5 years)	1,425	7,125
Net requirement 2004/05 to 2025/26	1,352	29,750
Replacement allowance 2004/05 to 2015/16	400	4,800
Gross requirement 2004/05 to 2015/16 (12 years)	1,692	20,300
Gross requirement 2004/05 to 2025/26 (22 years)	-	34,550

(b) Identified Supply

Net Supply	Dwellings
Net completions 2004/05 to 2007/08	5,425
5-year supply of deliverable sites 2008/09 to 2012/13	9,425
Developable sites 2013/14 to 2015/16	8,875
Total net supply 2004/05 to 2015/16	23,725
Developable sites 2016/17 to 2020/21	3,080
Total net supply 2004/05 to 2020/21	26,805
Developable sites 2020/21 to 2025/26	1,500
Total net supply 2004/05 to 2025/26	28,305
Margin for period 2004/05 to 2015/16	8,225 (53%)
Margin for period 2004/05 to 2020/21	4,180 (18%)
Margin for period 2004/05 to 2025/26	-1,445 (-5%)

- 8.3** New homes (in addition to those required to meet household growth) will also be provided to replace those lost through demolition or conversion. Annual rates of demolition are expected to average around 400 homes per year over the period 2004 to 2016 but much of that demolition will be concentrated in the first three years of that period. Annual rates of demolition are uncertain after 2016. It has been assumed that any replacement housing will be accommodated on sites arising from demolition (i.e. at least one-for-one replacement) but actual levels of demolition and replacement will be monitored.
- 8.4** The figures in Table 8.1(b) are based on the potential housing land supply identified in the Sheffield and Rotherham Strategic Housing Land Availability Assessment (2008). National planning policy permits an allowance to be made for windfall sites where it is possible to provide robust evidence of genuine local circumstances that prevent specific sites being identified. Renewal and recycling of land are central to Sheffield's strategy. In the longer term, additional supply will therefore also be brought forward in parts of the city where significant regeneration and change are taking place. No allowance has been made in the supply figures for development on small windfall sites but it is estimated that a further 4,200 dwellings could be provided on small sites over the period to 2025/26. These, and other larger windfalls, provide flexibility and mean that some of the identified supply may not be needed until later than shown.
- 8.5** The requirement figures are based on the Regional Spatial Strategy to 2026. Future reviews of the Regional Spatial Strategy could, of course, increase the requirement to a level that would exceed the capacity from the proposed land supply and this would trigger a review of the Core Strategy. Monitoring of windfalls and the supply from deliverable sites will be important in assessing whether an increased housing requirement could be accommodated. Any additional capacity should be considered in the light of the policies in the reviewed Regional Spatial Strategy.

Figure 8.1 Gross Housing Trajectory 2004/5-2025/26



CS23 Locations for New Housing

8.6 The overall approach to the location of land for housing follows from the spatial strategy with its focus on development in the main built-up area of the city. The locations have been subject to sustainability appraisal and reflect the two key themes of transformation and sustainability. They particularly support the objectives of making efficient use of previously developed land and infrastructure (especially public transport).

Policy CS 23

Locations for New Housing

New housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure. In the period 2008/09 to 2020/21, the main focus will be on suitable, sustainably located, sites within, or adjoining:

- a. the main urban area of Sheffield (at least 90% of additional dwellings); and
- b. the urban area of Stocksbridge/Deepcar.

After 2020/21, and before then as opportunities arise, additional housing growth will occur in parts of the city where significant change and regeneration are taking place. This will be primarily in the main urban area of Sheffield (with an emphasis on the Lower Don Valley and North East Urban Area) and Stocksbridge/Deepcar.

In Chapeltown/High Green and in the larger villages of Oughtibridge, Worrall and Wharnccliffe Side housing development will be limited to suitable, sustainable sites within the existing built-up areas.

Outside the urban areas and larger villages, housing development will be limited to that which is consistent with policies for the Green Belt and countryside areas.

- 8.7 Current commitments will provide a large source of the supply needed in the period to 2015/16 but new allocations will also contribute to meeting the levels of development. The proportion of development indicated for the main area of Sheffield in the period to 2021 reflects the potential land supply identified in the Sheffield and Rotherham Strategic Housing Land Availability Assessment (2008).
- 8.8 In the main urban area of Sheffield, over a third of total supply is concentrated in the City Centre and concerns have been expressed about supply outstripping demand, though a recent study supports current confidence here. There is, however, a sufficient margin in the land supply in other areas to 2020/21 to compensate for any downturn in the City Centre market during that period. Housing clearance sites and other sites in the Housing Market Renewal Pathfinder Area (North-East and South-East Urban Areas) will provide a significant source of land supply in the period to 2015/16. Former employment land in parts of the Lower Don and Upper Don Valleys, in areas neighbouring the Sheaf Valley and at Stocksbridge/Deepcar will also make an important contribution to supply, both before and after this date.
- 8.9 The areas identified for development after 2021 (and earlier as opportunities arise), reflect strategic and regeneration priorities. Housing in the northern part of the main urban area will be accessible in relation to the major employment areas, reducing the need to travel and it will take forward the area transformation programme already underway. These are also areas where a significant amount of additional land is expected to be released through urban renewal, which will continue to be central to the city's spatial strategy.

- 8.10** The Housing Land Availability Assessment identified only limited opportunities for new housing development in Chapeltown/High Green and in the larger villages of Oughtibridge, Worrall and Wharncliffe Side (which are inset within the Green Belt). Most of the land outside the existing built up areas is designated as Green Belt but other areas of countryside around the city are also protected from development (see policy CS72). This limits the scope for peripheral growth outside the existing built-up areas.

CS24 Maximising the Use of Previously Developed Land for New Housing

- 8.11** The focus on the urban area and the emphasis on sustainable use of resources and efficient use of existing infrastructure mean that priority is given to building new housing on previously developed land.

Policy CS 24

Maximising the Use of Previously Developed Land for New Housing

Priority will be given to the development of previously developed sites and no more than 12% of dwelling completions will be on greenfield sites in the period between 2004/05 and 2025/26.

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

- a. 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
- b. on small sites within the existing urban areas and larger villages, where it can be justified on sustainability grounds; and
- c. in the Owlthorpe township; and
- d. in sustainably located larger sites within or adjoining the urban areas and larger villages, if annual monitoring shows that there is less than a 5-year supply of deliverable sites.

- 8.12** This will be achieved through allocations and decisions about applications for planning permission. Greenfield sites will be allocated for housing where there are sustainability benefits and where land is not of high ecological, landscape or recreational value. No difficulty is anticipated in achieving this target in the short and medium term and even with the greater uncertainties about markets and funding over the longer term it is expected that it will continue to be achievable. The sequence for using sites should reflect that set out in the Regional Spatial Strategy (policy YH7).
- 8.13** Permitting some development on greenfield sites in Housing Renewal areas and on sustainably located small greenfield sites (fewer than 15 units) is unlikely to prevent the

88% target from being met. Valued urban green spaces are protected by policies which safeguard open space (see policy CS47).

- 8.14** The monitoring process will be used to assess performance against the target for development on previously developed land. If the overall required minimum level of net dwelling completions since 2004 (see policy CS22) has been achieved but the proportion of completions on previously developed land is below 88%, planning permission for development on larger greenfield sites (15 or more new homes) will usually be refused. However, the policy would maintain overall housing delivery over the next 5 years. If completions on previously developed land over the previous 5 years fall below 88%, the Council will take steps to improve delivery of previously developed sites (e.g. through land assembly, compulsory purchase orders).

CS25 Priorities for Releasing Land for New Housing

- 8.15** The objectives for transforming housing markets mean supporting areas where demand is weak and this includes phasing the release of land to avoid problems of over-supply. This accords with national planning policy and the Regional Spatial Strategy says that permissions for new homes should support the interventions in the housing market proposed by Transform South Yorkshire (the South Yorkshire Housing Market Renewal Pathfinder body).

Policy CS 25

Priorities for Releasing Land for New Housing

The release of allocated sites will be phased as follows:

Phase 1: to meet the housing requirement from 2007/08 to 2015/16

Phase 2: to meet the housing requirement from 2016/17 to 2025/26

The priority locations for new housing development are:

- a. housing renewal areas in the Housing Market Renewal Pathfinder area; and
- b. other housing renewal areas; and
- c. the City Centre (but only where it would involve mixed-use development that would support economic regeneration).

Sites in priority locations that are outside zones with a high probability of flooding and are free of other development constraints will be included in Phase 1 (up to, and including, 2015/16). Sites outside the priority locations will be included in Phase 2 unless:

- d. there would be insufficient sites in the priority locations to meet the net housing requirement; or
- e. there are overriding sustainability benefits associated with bringing forward a site earlier.

If there are insufficient sites in the priority locations to meet the net housing requirement, the most suitable sites in other locations that are outside zones with a high probability of flooding and that are free of other development constraints will be included in Phase 1.

Phase 2 sites may be released before 2016/17 if the development would not prejudice targets for the Housing Market Renewal Area.

8.16 A considerable amount of land is already committed outside the Housing Market Renewal Area, particularly in the City Centre, the west of the city and the outer suburbs. Relatively little recent building has taken place in the Housing Market Renewal Area although it covers nearly half the urban area. The policy will help to ensure a more appropriate balance over the course of the plan period. The priorities also take account of the opportunities for City Centre housing to support employment-related schemes and provide for the needs of specific groups.

8.17 The priorities for release of sites will be set out more specifically in the City Sites document. The process will be managed through the phasing policy in the City Policies document, which will inform individual decisions about applications for planning permission. The release and development of viable sites in the Housing Market Renewal Area will be secured by Transform South Yorkshire and its partners.

CS26 Efficient Use of Housing Land and Accessibility

- 8.18** Building at high densities helps to make more efficient use of available land in the urban area and may contribute to more viable public transport services. But high densities are not acceptable where they would be out of character with the rest of the area or where they would not be high enough to support a sufficiently frequent public transport service.

Policy CS 26

Efficient Use of Housing Land and Accessibility

Housing development will be required to make efficient use of land but the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities.

Subject to the character of the area being protected, densities will vary according to the accessibility of locations, with the highest densities in the City Centre and the lowest in rural areas. Density ranges for new housing development will vary, in decreasing order of intensity, according to whether a development is:

- a. within or near to the City Centre – at least 70 dwellings per hectare;
- b. within or near to Meadowhall or a District Centre – 50 to 80 dwellings per hectare;
- c. near to Supertram stops and high-frequency bus routes in the urban areas – 40 to 60 dwellings per hectare;
- d. in remaining parts of the urban area – 30 to 50 dwellings per hectare;
- e. in rural areas – 30 to 40 dwellings per hectare.

Densities outside these ranges will be allowed where they achieve good design, reflect the character of an area or protect a sensitive area.

- 8.19** The proposed density patterns will be achieved through the guidance in Area Action Plans and planning briefs and through decisions about applications for planning permission. More detailed guidance about where it will be necessary to vary densities in order to achieve good design or protect a sensitive area and how the policy would be applied in relation to the definition of sites and how densities might be varied between sites to achieve minimum density requirements across a larger area will be provided in a Supplementary Planning Document.
- 8.20** 'Near to' is defined as within an easy walking distance, being 400 metres to a high frequency bus route or 800m to a Supertram stop, taking into account barriers such as railways or rivers.

- 8.21** 'A sensitive area' is defined as an area that is sensitive for reasons of architecture, heritage, landscape or ecology.

CS27 Housing in the City Centre

- 8.22** The City Centre has an important contribution to make towards meeting the requirement for housing (see policy CS23). It has a distinctive contribution to meeting the growing needs of smaller households (policy CS41) and it is the location where the highest densities are appropriate (see policy CS26). Residential development in the right location also adds to the vitality and viability of the City Centre and living close to work and other facilities helps to reduce carbon emissions. However, it needs to be provided for in a way that does not lead to the loss of locations that are required for uses more directly related to the centre's core city role or prejudice the city's economic transformation.

Policy CS 27

Housing in the City Centre

Further expansion of City Centre living, with a mix of tenures and sizes of unit, including affordable housing, will form part of a mix of uses:

- a. at Kelham/Neepsend and Wicker/Nursery Street
- b. between Netherthorpe Road and Edward Street
- c. between Netherthorpe Road and St. Vincent's Church
- d. at West Bar, north of the Crown Courts
- e. around Devonshire Green
- f. on upper levels along the Moor and in the New Retail Quarter
- g. around the Peace Gardens
- h. at Victoria Quays/Castlegate
- i. within the Cathedral Quarter
- j. within the Cultural Industries Quarter.

Limited housing will also be appropriate in other parts of the City Centre where needed as part of mixed schemes to achieve a viable balance of uses.

- 8.23** The locations identified for housing are those where the environmental and locational benefits are greatest and where the needs of residents would not conflict with other uses, such as night-time uses. Housing would make an important contribution to the vitality of the areas

within which it is proposed, as part of the wider mix of uses. But the precise locations of housing and its phasing, particularly in riverside locations, will be subject to the conditions in policy CS67 on Flood Risk Management. This means that sites not having a current planning permission in the highest risk areas of Kelham/Neepsend and Wicker/Nursery Street would be developed for housing only from 2016/17, and then only subject to adequate safeguards being ensured.

- 8.24** There is evidence of demand for City Centre living continuing to increase through market demand but the success of new housing here will depend on a broadening of the range of types of accommodation and improving the quality overall. This should include the provision of environmental improvements, services and facilities and open space as part of the new developments. This will be encouraged by negotiation with developers and based on up-to-date assessments of housing market demand.
- 8.25** The new housing will need a range of services. So, for example, policy CS44 provides for health facilities in the City Centre to meet the needs of residents as well as other users.

CS28 Housing in Attercliffe and Darnall

- 8.26** Attercliffe originally contained a large amount of housing, which was cleared in the 1970s, and there is renewed demand to bring it back in the area bordering Darnall. Housing Market Renewal plans provide an opportunity to include residential uses with others appropriate to the area, which would be conveniently located for people working in the Valley and travelling by tram or on the Key Routes.

Policy CS 28

Housing in Attercliffe and Darnall

A mix of uses including housing, services and employment will be promoted around the canal between Attercliffe and Darnall and the extension of this development will be encouraged, as opportunities arise, in the direction of the City Centre.

Public transport links will be improved between this area and the City Centre and to employment opportunities in the Valley.

- 8.27** The location takes advantage of the canal-side frontage, enabling new types of living and working environment to be created. It would share community facilities with the existing housing area and help to support new facilities and the currently run-down Attercliffe centre. Any extension of the housing toward the City Centre would need to be integrated with the existing community.
- 8.28** The new housing will be delivered through Housing Market Renewal schemes and new bus routes will be implemented as part of the initiative to improve north-south links across the Valley, promoted through Local Transport Plan funding.

CS29 Housing in the Upper Don Valley

- 8.29** Housing could contribute to the regeneration of the Valley and the meeting of local and city-wide requirements (see policy CS23). The policy identifies those areas where it could be provided whilst meeting the requirement for a satisfactory living environment and not prejudicing the provision of sufficient employment land.

Policy CS 29

Housing in the Upper Don Valley

New housing (including student housing and with a mix of tenures and sizes of unit) will be developed in areas of the Upper Don Valley that are close to the City Centre and the Infirmary/Langsett Road corridor.

- 8.30** The City Centre is already becoming an established residential location and this is beginning to extend into the Upper Don Valley in the Infirmary/Langsett Road corridor. The character of this area is changing as employment uses give way to housing. This is a sustainable location for residential development, directly on the tram route, also identified for bus priority measures, and close to Hillsborough District Centre and established residential neighbourhoods. The corridor would also be an appropriate location for relatively high-density housing (see policy CS26). Shalesmoor is specifically identified as an area where purpose-built student housing would be appropriate as part of a mix of housing types (policy CS41).
- 8.31** Housing sites are allocated in the City Sites document and developer contributions will be negotiated to help secure environmental improvements.

CS30 Jobs and Housing in the Sheaf Valley and Neighbouring Areas

- 8.32** The spatial strategy for the city indicates provision for employment and services that help reduce the need to travel and these locations have an important role in continuing to provide jobs for people living in the south and south-west without having to make trips across the busy Inner Ring Road. The existing mixes of land uses mean that the strategy has to provide for different balances in different areas to meet the objectives of the strategy. Policy CS3 indicates that locations on the edge of the City Centre may be suitable for office development and it would support small-scale offices in the high-frequency public transport corridors through this area. Policy CS5 identifies the Heeley area of the Sheaf Valley as a location for manufacturing, distribution/warehousing and non-office businesses.

Policy CS 30

Jobs and Housing in the Sheaf Valley and Neighbouring Areas

A mix of uses including employment will be provided for in the Sheaf Valley and neighbouring areas that makes jobs available for residents of south and south-west Sheffield seeking local employment:

- a. in the Lower Porter Valley, offices will be promoted, mixed with new housing including new purpose-built student accommodation as a secondary land use;
- b. the Bramall Lane/John Street area will be promoted as an area of transition with new residential development, including new purpose-built student accommodation along with compatible businesses and activities;
- c. the Queens Road corridor will be non-residential and will accommodate business and industry and large-format retailing and leisure outlets not appropriate to a City Centre or district centre location;
- d. in the Sheaf Valley, the existing business and industry areas will continue to provide for local jobs and enterprises.

- 8.33** The Lower Porter Valley lies between Ecclesall Road District Centre to the west and London Road District Centre to the east, and between Ecclesall Road to the north and Cemetery Road to the south. It is already an established office location, close to the City Centre and both universities, within walking distance of high-density residential neighbourhoods and readily accessible from south-west Sheffield. There is also demand for new housing development, which would be highly sustainable in this location, with opportunities for student housing. Housing development would help to make new business development viable and the mix of uses will help create a more vibrant neighbourhood. Priority will be given to regeneration of the Lansdowne and Leverton Estates and renewal areas in Sharrow (policy CS25) and the higher densities in the high-frequency public transport corridors (policy CS26) will help to support the District Centre at London Road (see policy CS34).
- 8.34** The Bramall Lane/John Street area lies between London Road District Centre to the west and Shoreham Street to the east, and between the Inner Ring Road to the north and Hill Street to the south. The proposed emphasis on housing follows the pattern that has already started, of residential developments replacing traditional industry and warehousing. Policy CS41 indicates that the mix of housing types would include purpose-built student accommodation and connections with the universities would be strengthened with the improvement and development of cycle routes, including Bramall Lane and Charlotte Road (policy CS55). New housing would also support policy CS34 by enhancing demand for the District Centre at London Road, by increasing the local population, which, in turn, would help support environmental improvements.
- 8.35** However, small-scale business activity continues and the area's closeness to the Cultural Industries Quarter offers opportunities for small firms in the creative sector to network and grow. The area contains Sheffield United's football stadium on Bramall Lane where the

club has long-term regeneration proposals aimed at improving football facilities and diversifying its leisure and entertainment offer. But, the emphasis on housing would rule out new industry.

- 8.36** The Queens Road corridor lies between Duchess Road and Queens Road to the west and the railway to the east, and between the ring road/Granville Road to the north and Heeley Bridge to the south. It accommodates a broad range of non-residential uses at present and, as a major transport route, it can cater for traffic generated by businesses and activities in the corridor. Large-format retail or leisure developments that would attract users mainly from other parts of southern Sheffield may be located here, as proposed in policy CS15. But, new housing would not be built on Queens Road as the environment is unsatisfactory and it would deter more appropriate uses for this area.
- 8.37** The Sheaf Valley, for the purposes of this policy, is the existing business and industry area between East Bank Road to the north and Archer Road to the south and flanking stretches of the River Sheaf and railway. The area is well located to continue providing for a range of enterprises and employment uses serving south and south-west Sheffield. There are development pressures for housing but much of the local environment is not good enough for residential uses, the area does not offer highly sustainable locations for housing, and introducing housing would reduce the scope for employment uses and enterprises.
- 8.38** Both the Lower Porter Valley and the Bramall Lane/John Street area are within the peripheral residential controlled parking zone (see policy CS53), making it practicable to manage travel and parking demands generated by new developments.
- 8.39** The balance of employment and housing uses in each area will be achieved through decisions about applications for planning permission.

CS31 Housing in the South West Area

- 8.40** The high demand for housing in this sector (between the Manchester Road (A57) and Abbeydale Road (A621) corridors) reflects its major contribution to supporting economic transformation. It also contains extensive areas with distinctive townscape and natural features that merit safeguarding and enhancing, in keeping with objectives for natural and landscape features and enhanced local character, conservation of heritage and safeguarding of environment. The spatial strategy identifies the south-west sector as an area where the emphasis should be on respecting its existing character. The level of development also needs to take account of the capacity of the transport corridors and the need to stimulate demand in other parts of the city.

Policy CS 31

Housing in the South-West Area

In South-West Sheffield, priority will be given to safeguarding and enhancing its areas of character. The scale of new development will be largely defined by what can be accommodated at an appropriate density through infilling, windfall sites and development in district centres and other locations well served by public transport.

- 8.41** Priority is given to safeguarding and enhancing the character of the south-west because of the concentration of attractive and distinctive neighbourhoods, which are one of the reasons for the strong demand for housing here. This area has a strong concentration of features that are distinctive to Sheffield and which should be safeguarded and enhanced. This includes the area's natural setting, the parks, open spaces, trees and mature gardens, the stone-built houses of the older suburbs (see policy CS74). Sites are already committed here and the policy allows for unforeseen sites that may arise over the plan period, though this capacity is likely to be limited. In recent years there has been a tendency to increase the volume of housing here through higher densities, including the construction of apartments, but respecting the character of the area means that the density of new developments should be in keeping with it. In many parts of the south-west, such as the Victorian suburbs and other areas with distinctive townscape, this will place significant limits on higher densities (see policies CS26 and CS74). Higher densities would be confined to areas close to district centres and high-frequency bus routes.
- 8.42** Managing the overall scale of development in the south-west will help to stimulate demand in other parts of the city. It is economically as well as environmentally unsustainable to meet all the latent demand in this finite area and there are other parts of the city with attractive residential areas. The policy also reflects the constraints on road capacity in the area. Each of the major corridors has significant congestion problems and there is limited physical capacity to overcome them. The generation of more traffic through significant housing growth would increase the problems of delay and of conflict with shops and services that are served by these routes. Some of the most serious congestion hotspots on the Inner Ring Road are at the intersection of routes from the south-west and significant growth could worsen this, with wider implications for the City Centre economy.
- 8.43** The policy will be implemented through the limited allocation of sites in the City Sites document. Decisions about the suitability, density and design of specific development proposals will be made by applying policy CS26 and the criteria in the City Policies document, to ensure consistency across the city.

CS32 Jobs and Housing in Chapeltown/Ecclesfield

- 8.44** Chapeltown/High Green has grown considerably over the past 30 years and there is very limited remaining capacity for new housing. Employment areas here and in neighbouring Ecclesfield are coming under pressure for housing but the strategy is to retain local opportunities for jobs in the area, helping to reduce the distances local people need to travel.

Policy CS5 proposes non-office businesses and industry within the Chapeltown/Ecclesfield area and policy CS3 would support smaller-scale office development in Chapeltown District Centre. The life and sustainability of the settlement depends on the vitality of the District Centre and the continuing relationship with the neighbouring main built-up area requires good transport links.

Policy CS 32

Jobs and Housing in Chapeltown/Ecclesfield

Business and industrial development will be located at Thorncliffe, Ecclesfield Common and Smithywood on brownfield land. New housing development will be limited to infilling and windfall sites within the existing residential areas and the surrounding countryside will be protected.

The District Centre will be promoted as opportunities arise, through redevelopment, environmental improvement and measures to remove traffic that does not need to be in the Centre.

- 8.45** Thorncliffe, an existing industrial estate has recently seen the completion of several new developments. Smithywood, a large development site is close to starting construction of its first phase of development to provide new general industrial and warehousing units in a range of sizes. Thorncliffe and Smithywood make a significant contribution to meeting city-wide needs for industry and business development. The Ecclesfield Common area contains long established businesses in older stock. Some of this stock has been replaced by housing and other non-business use but the remaining land should be retained for employment for local needs, being very accessible on a Key Route with high-frequency bus services.
- 8.46** The business and industry development will be implemented through current regeneration initiatives at Smithywood, the allocation of business and industrial sites in the City Sites document and decisions about applications for planning permission for both housing and business uses.
- 8.47** Previously developed land in the residential areas will continue to be the most suitable locations for new housing development (see policy CS24). Expansion would mean encroaching into the countryside and Green Belt. Windfall infill sites within the built-up area of Chapeltown/High Green will accommodate some housing growth but there is sufficient land in the city as a whole not to require encroaching on the local Green Belt.
- 8.48** The District Centre provides an important focus for Chapeltown/High Green with its superstore, market and specialist shops at the local transport hub (see policy CS34). However, there is no evident physical capacity for significant expansion and roads through the centre are congested, especially at peak periods, which makes it less attractive for pedestrians. The strategic issue for the centre is how to maintain its role for shops and services as well as being a transport hub.

- 8.49** The policies in the City Policies document and Proposals Map would support new retail uses in units that are presently redundant. Improvement to traffic management in and around the District Centre will be implemented through Local Transport Plan investment, following the completion of ongoing traffic modelling work.
- 8.50** New industrial development in the area will give rise to further traffic as will any increase in commuting to the main built-up area. This makes it important to encourage the most sustainable forms of travel including better bus services. The area will benefit from recent improvements to bus services on the A6135 Key Route and complementing rail services from Chapeltown station. Early consideration will be given to possible integrated transport measures within Chapeltown and these will be tested for impact and feasibility early in the plan period.

CS33 Jobs and Housing in Stocksbridge/Deepcar

- 8.51** The choice for Stocksbridge is between seeking to support a degree of self-containment by attracting new jobs and services or accepting the town's future role as a largely commuter area, in its distinctive Pennine setting. The former option conforms to the strategy's objective to reduce the need to travel and recognises the relatively constrained transport networks that presently connect the town, with traffic congestion and only a medium-frequency bus service on the route to Sheffield. So policy CS5 identifies Stocksbridge as a location for manufacturing, distribution/warehousing and non-office businesses with smaller scale offices in the District Centre. However, this approach has to be tempered by the greater market demand for housing than for employment-related development and the willingness of many still to travel. This points to an increasing commuter function and this is reflected in the identification of Stocksbridge as an area for new housing (see policy CS23).

Policy CS 33

Jobs and Housing in Stocksbridge/Deepcar

Industrial land identified in Stocksbridge/Deepcar as surplus to operational requirements that could still provide employment and business opportunities for local people will be safeguarded for business development. New housing will be limited to previously developed land within the urban area.

Opportunities will be taken as they arise to improve the environment of Stocksbridge District Centre and to enable its improvement and expansion when land becomes available.

- 8.52** Some of the employment land that has become surplus to operational requirements has been retained for business development whilst some has been developed for housing. More land is likely to become surplus in the future and, where possible, this will be retained for employment uses. This will help to sustain the town's role as the principal service centre for its catchment and help to meet the City's targets for the supply of industrial land.

- 8.53** However, market demand is not expected to be sufficient to justify keeping all the employment land that is released. So, some will be made available for housing and related land uses if good living conditions can be achieved without constraining adjacent industry. The revenue from the sale of land for housing may be needed for existing businesses to continue investing in the area. New housing development would also help to meet the need for affordable housing for local people wishing to remain in Stocksbridge.
- 8.54** In principle, new housing would increase demand for local shops and services and this could contribute to greater self-containment of the area by reducing the need for shopping further afield, for example, at Hillsborough or Chapeltown. However, the future growth in population that could be achieved without major incursion into the Green Belt would probably not be enough to attract the scale of new development needed to revitalise the District Centre in a big way. Even so, the release of former employment land next to the District Centre could still help to bring about smaller-scale improvements that would contribute to making Stocksbridge a more sustainable community. Future housing growth will depend on the replacement Stocksbridge Sewage Treatment works having sufficient capacity to accommodate that growth. Policy CS44 also identifies the need to ensure sufficient health provision here along with the new housing.
- 8.55** There will still be a need for significant travel between Stocksbridge and the main built up area of Sheffield and this will be helped by recent improvements to the frequency of bus services to Middlewood tram terminus. The area will benefit from the Key Route status of the Manchester Road connection to Sheffield (see policy CS52), the proposed bridge at Claywheels Lane and new connection to Penistone Road in the Upper Don Valley within the main built-up area (see policy CS10), and any improvements programmed through the South Yorkshire Local Transport Plan for that corridor. The freight line to Stocksbridge is safeguarded (see policy CS16). Reinstatement for passengers would be very expensive but the route beyond, via Woodhead, could still feature in long-term national rail strategy.
- 8.56** The balance between employment and housing uses will be achieved through the City Polices and City Sites documents and Proposals Map.

CS34 District Centres

- 8.57** District Centres have an important role as focal points for areas within the city and for strengthening local identity. Although they developed in an age when people were less mobile than they are today, they have been adapting to recent changes and can help to reduce the need to travel. They are likely to have a more secure future if they can attract both public and private investment and, in some cases, perform distinctive roles. Centres will be strengthened by complementary small-scale offices and housing though shopping should remain their primary purpose. The following policy affirms the contribution of District Centres. It also identifies where significant renewal and expansion will support the renewal of housing areas and satisfy the need for superstore food sales floorspace in the city.

Policy CS 34

District Centres

The District Centres are:

- Banner Cross
- Broomhill
- Chapeltown
- Chaucer (proposed)
- Crookes
- Crystal Peaks
- Darnall
- Ecclesall Road
- Firth Park
- Heeley
- Hillsborough
- London Road
- Manor Top
- Spital Hill
- Stocksbridge
- Woodhouse
- Woodseats

District Centres will be encouraged in fulfilling their role of providing for everyday needs with a range of retail, leisure and community facilities, appropriate in scale and function to the role of the centre. They may also include concentrations of specific shops or services in response to the market in their particular area. Smaller-scale offices and residential development away from shop frontages will complement shops and services.

Centres at Darnall, Spital Hill and Manor Top will be improved and, where possible, expanded. A new centre will be developed at Chaucer.

- 8.58** Spending on food will increase over the plan period and Sheffield will need new food superstores to accommodate it. Superstores are best located in district centres, where they will be accessible and encourage people to link trips with other facilities in the centre, reducing the need to travel. The District Centres prioritised for improvement and, where possible expansion, are within the Housing Market Renewal areas. Investment here would benefit deprived areas, help regenerate the centres, create additional local jobs, strengthen the local housing market and improve the physical environment.
- 8.59** Some of the District Centres are on Key Routes, which makes them accessible but may lead to tensions between the objectives for promoting the centres and those for movement in the city. Whilst provision for free flow of traffic takes priority on these routes, it will be important to take measures to minimise adverse effects on the life of the centre. More specific provision for developing the District Centres in Housing Market Renewal Areas and peripheral settlements is set out in Part 3 of the Core Strategy. Development and improvement will rely mainly on private sector investment supported by Housing Market Renewal funding, for preparing plans and briefs, and appropriate developer contributions.

CS35 Darnall District Centre

- 8.60** The Darnall Terminus is the district centre for this area and a focal point, helping to strengthen local identity. It has a major potential contribution to the success of Housing Market Renewal in the area.

Policy CS 35

Darnall District Centre

Regeneration, renewal and expansion of the Darnall District Centre will be promoted to provide a wider range of retail and other services.

- 8.61** There is much scope for regeneration of the centre. Expansion may be achieved by intensification of uses through redevelopment of the core of the existing centre, to provide more modern and flexible retail and community space. This would be supported by improving the quality of the environment, the mixture of uses, and accessibility and safety for pedestrians.
- 8.62** Regeneration would be delivered through partnership working and the City Council and developers have already begun working together to develop ideas.

CS36 Hillsborough District Centre

- 8.63** Hillsborough District Centre is the 'hub' of this area, accessible to a wide area and the largest District Centre in the north of Sheffield (see policy CS34). It has been relatively successful but there are a significant number of run-down and vacant premises and the area is in need of environmental improvements. Through-traffic causes congestion and has an adverse effect on the environment of the centre but the proposals for Key Route improvements should bring relief and the interchange makes the location sufficiently accessible to be a location for new office development (see policy CS3).

Policy CS 36

Hillsborough District Centre

Hillsborough District Centre will be maintained and supported at around its present size by consolidating development and by continuing environmental improvements and centre management. The centre will be further supported by:

- a. high-density housing and offices close by
- b. improved links to the leisure and education area at Livesey Street
- c. reducing through-traffic.

8.64 Expansion is not considered appropriate given the existing size of the centre but the policy takes up opportunities to support the development of trade in the centre and improve its surroundings. Development of higher density offices and housing reflects the city-wide spatial policies (see policies CS3 and CS26) and this will help to support trade in the centre as well as public transport on the routes that converge here. Nearby former industrial areas, e.g. along Holme Lane and Infirmary/Langsett Road, are in a state of transition providing the opportunity for new uses to develop that will better support the District Centre. New development (particularly housing) also increases the possibility of high-quality developments and environmental improvements alongside, encouraging the use of previously developed sites that could otherwise be vacant or underused.

8.65 Implementation of improvements to the centre itself will be through the Hillsborough Town Centre Strategy and road improvements to relieve the traffic will be funded through the South Yorkshire Local Transport Plan.

CS37 Firth Park, Spital Hill and Chaucer District Centres

8.66 The three District Centres in the area are identified in policy CS34. Firth Park is the largest District Centre in the North-East Urban Area and plays an important role in providing services and facilities for many residents, particularly in the Firth Park and Shiregreen neighbourhoods. Spital Hill has potential to serve the southern part of the area. But, the housing estates to the north-west of the area are not adequately served by any existing District Centre.

Policy CS 37

Firth Park, Spital Hill and Chaucer District Centres

Firth Park District Centre will be maintained and supported at around its present size with environmental and area management measures.

The Spital Hill District Centre will be expanded and renewed with a wider range of shops and services and other developments providing new jobs.

A new District Centre will be developed at Chaucer incorporating the existing Neighbourhood Centre.

- 8.67** The Firth Park centre has little physical scope for expansion and the most recent study did not indicate any gaps in the provision of convenience shopping. So no significant expansion is proposed and the emphasis will be on opportunities for improvements to the environment for users to support the vitality and viability of the centre. Improvements to bus access are already programmed. The approach will be kept under review as initiatives on Housing Market Renewal develop.
- 8.68** Spital Hill District Centre is currently one of the lowest-rated District Centres in the city in terms of its vitality and viability and needs intervention if it is to become the key service centre for Burngreave, as envisaged in Housing Market Renewal plans. There are also expected to be sites where expansion could occur. Although relatively close to the edge of the City Centre, it is still some way from the new Primary Shopping Area and relocated markets and many residents need more local facilities. Some of the renewal will be to meet the need for local jobs as well as shops (see policy CS11). Any expansion scheme will include measures to avoid unacceptable impacts on the road network. Improvements will be achieved by partnership working between stakeholders that has already begun through current regeneration programmes. Some developments would occur within five years whilst major schemes could take 5-10 years.
- 8.69** The new Chaucer District Centre will be based on a new superstore development but will include other more specialist shops. It will reduce the need to make long food shopping trips and help regenerate the area. The location is accessible, based on an existing neighbourhood centre, and is the option that will do least harm to existing centres. The development will complement the improvement and strengthening of other Neighbourhood centres in the Southey area (see policy CS39). Delivering the Chaucer centre strategy will be through partnership between the City Council, Homes and Communities Agency and the private sector.

CS38 Manor Top District Centre

- 8.70** Manor Top District Centre is the sole District Centre in this area (see policy CS34). It has the potential to contribute to the overall transformation of the Housing Market Renewal area, with its strategic location at the intersection of a major radial route with the Outer Ring Road (both Key Routes – see policy CS52) and served by tram and high-frequency bus services

with proposals for improvements (see policy CS56(e)). The scope for expansion of the centre is constrained by the potential impact on the movement of traffic. But, the centre still needs investment to improve its vitality and viability so that it can be a driver of regeneration and there is also physical scope for expansion or redevelopment.

Policy CS 38

Manor Top District Centre

Renewal and, where possible, expansion of Manor Top District Centre will be promoted with a wider range of retail and other services. Priority will also be given to improving its appearance and accessibility.

- 8.71** The centre offers a limited range of retail and other services, which means that residents in its catchment area have to travel further afield to meet their needs. There would be enough future spending to support more growth in centre uses but the centre is relatively unattractive due to the pedestrian severance caused by the layout of the road junction, the lack of convenient parking and its poor physical appearance. Ideally, expansion would include a superstore capable of offering more choice of goods than the existing supermarkets within the centre. However, this is dependant upon the local transport network being able to accommodate such an option without adversely impacting on public transport services through the centre or causing an appreciable increase in delays for general traffic movements on the primary road network. Given the results of independent feasibility work commissioned by the Council it is not clear how this can be achieved. Growth could be accommodated by more efficient use of land and buildings within the centre. Extension of the centre would need to be consistent with the capacity of the local transport network and this may point more towards mixed use development involving smaller scale retail development with commercial, leisure and some residential units.
- 8.72** Funding for works to public areas will be bid for and advice will also be given to potential developers on the reuse of redundant or vacant premises resulting from market change in the area.

CS39 Neighbourhood Centres

- 8.73** Neighbourhood Centres are a key to achieving the objectives for successful neighbourhoods. Their role is to provide a basic range of shops and services within walking distance and they provide for basic top-up needs and for people without their own transport. These centres may also give a sense of identity to local areas such as former villages. Demand for goods and services is declining in many Neighbourhood Centres because of the increased mobility of people living nearby and the lack of investment but they still merit support because of the benefits they bring. There are sometimes particular needs and opportunities for investment in Neighbourhood Centres in the Housing Market Renewal Areas.

Policy CS 39

Neighbourhood Centres

New development for local shops and community facilities to serve the everyday needs of the community will be encouraged in Neighbourhood Centres. The facilities of the most viable Neighbourhood Centres in Housing Market Renewal areas will be improved and strengthened and their environments improved.

- 8.74** The City Policies document will build on this policy to indicate the appropriate scale of development in terms of maximum floorspace. Implementation will depend on private sector investment supported by Housing Market Renewal funding for preparing plans and briefs, and appropriate developer contributions.

