

Chapter 9 : Providing for Opportunities, Well-Being and Quality of Life for All



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CS40 Affordable Housing

- 9.1** A significant potential shortage of affordable homes has been projected and these will be needed in all parts of the city. The Regional Spatial Strategy indicates that between 30% and 40% of all new homes should be affordable (which would be up to 730 homes per year). The 2007 Strategic Housing Market Assessment identifies a need for 729 net affordable homes per year, in addition to around 350 dwellings to be provided through the National Housing Programme. The planning process is expected to secure a proportion of affordable homes as part of open-market housing developments, although there will also be a contribution to new affordable homes through the National Affordable Housing Programme, and other mechanisms.

Policy CS 40

Affordable Housing

In all parts of the city, developers of all new housing developments will be required to contribute towards the provision of affordable housing where this is practicable and financially viable.

- 9.2** The requirement applies to all areas in order to help deliver the required number of affordable homes across the city.
- 9.3** The policy will be delivered through the companion policy in the City Policies document and a Supplementary Planning Document. The companion policy will indicate the precise size thresholds for applying the policy, the proportions of affordable housing that are required in different types of area and the ways in which they might be provided. This will reflect both need and what can realistically be delivered. The Supplementary Planning Document will include separate targets for provision of social rented and intermediate affordable housing and the types likely to be needed in particular locations. Evidence for changes to the percentage targets and tenure requirements in different parts of the city will be based on successive Housing Market Assessments, which will be updated regularly.

CS41 Creating Mixed Communities

- 9.4** The strategy aims to help reduce the segregation of different types of housing between areas of the city and to reduce concentrations of particular types of housing that can create problems for their neighbourhoods.

Policy CS 41

Creating Mixed Communities

Mixed communities will be promoted by encouraging development of housing to meet a range of housing needs including a mix of prices, sizes, types and tenures, and

- a. providing housing for a broad range of smaller households in the City Centre and other highly accessible locations where no more than half the new homes in larger developments should consist of a single house type;
- b. requiring a greater mix of housing in other locations, including homes for larger households, especially families;
- c. providing new purpose-built student accommodation as part of a mix of housing development, with a mix of tenures and sizes of unit on larger sites, primarily in the City Centre and the areas directly to the north west and south of the City Centre;
- d. limiting new or conversions to hostels, purpose-built student accommodation and Houses in Multiple Occupation where the community is already imbalanced by a concentration of such uses or where the development would create imbalance.

- 9.5** A single house type is defined as one with the same number of bedrooms and of the same design or generally similar characteristics (eg 4-bedroom houses, 1-bedroom flats, student cluster flats). Larger developments are those consisting of 60 or more new dwellings (or smaller schemes that would exceed the threshold when combined with an adjoining site). The objectives of this policy will be partly achieved by limiting the forms of housing set out in part (d) where more than 20% of residences within 200 metres of the application site are shared housing, and by working with the universities and providers of student accommodation to ensure that their needs are met in appropriate locations, including those identified in the policy. 'Shared housing' is defined as housing that is recorded by the City Council as local housing authority for the purposes of legislation and monitoring. This includes properties which are not classed as Houses in Multiple Occupation for the purposes of the planning system. The policy will be implemented principally through the development management process.

CS42 Locations for Gypsy and Traveller and Travelling Showpeople Sites

- 9.6** A need has been identified for additional locations for accommodating gypsies and travellers and the Core Strategy is required to provide for this. There is also a shortfall in site provision for Travelling Showpeople.

Policy CS 42

Locations for Gypsy and Traveller and Travelling Showpeople Sites

Sufficient permanent sites will be made available to accommodate the caravans of Gypsies and Travellers residing in, or resorting to, Sheffield and Travelling Showpeople residing in Sheffield. The first priority will be refurbishment of existing pitches where necessary, to increase effective capacity.

New sites for Gypsies and Travellers will be in areas where housing (Use Class C3) is an acceptable use, and will be subject to the same requirements as for other development in those areas. Preferred locations will:

- a. be within safe walking distance of essential services or high frequency public transport routes; and
- b. have good access to strategic road networks where being allocated for transit site provision.

Sites for Travelling Showpeople will be in areas where any ancillary yards for business use would be acceptable.

All sites will be well designed and landscaped to give privacy between pitches and between the site and adjacent users.

Where sites contain work areas, use of these areas should not lead to unacceptable air pollution, noise or other nuisance or risk to health and safety to residents.

9.7 This broad statement of location will help to ensure that people in these groups are not disadvantaged and that environmental considerations are satisfied. The scale of the requirement will be set out in successive separate assessments of need.

9.8 Sites will be allocated in the City Sites document. Some will be developed by private individuals, who will receive additional support in submitting planning applications, and others will be the subject of bids for funding to the Regional Housing Board.

CS43 Schools

9.9 Provision of schools where they are needed and their development to meet the demands of a modern curriculum are important aspects of the city's aspirations for successful neighbourhoods and learning. Planning for schools is for a shorter period than for the Core Strategy in order to be responsive to changes in need and resources. Precise locations have still to be selected but broad areas of provision have been identified.

Policy CS 43

Schools

Provision of sufficient modernised education facilities will include:

- a. the redevelopment and refurbishment of all secondary schools and significant investment to upgrade some primary schools;
- b. new education provision for ages 14-19 in the north-west and Mosborough/Woodhouse;
- c. two new Special Education Needs schools in the North-East Urban Area;
- d. expansion of schools, to be funded by developers where there is insufficient local space for demand arising from new housing developments.

9.10 This will happen through the Building Schools for the Future Programme and Primary Capital Programme, and the Learning Difficulties and Disabilities Strategy, and by negotiating planning obligations for additional facilities where needed to allow additional housing to go ahead. The assessment of need for such expansion and any implications for developer contributions will be set out in more detail in the City Policies document and a Supplementary Planning Document. School expansion would most often be needed for the primary school sector, but additional provision may be required for nursery education for children aged 3+ and secondary schools.

CS44 Health Centres

9.11 Provision of healthcare is an important aspect of the objectives for health and well-being.

Policy CS 44

Health Centres

Primary Health Centres will be developed in local communities with the highest level of needs or with changing or growing needs.

Additional health facilities will be provided, subject to funding and need materialising:

- a. in the City Centre, to meet city-wide needs, particularly of vulnerable people, as well as of workers, residents and other users of the centre;
- b. in areas of large new housing development, including Stocksbridge/Deepcar, Darnall and the City Centre, to be funded by developers where there is insufficient local space for demand arising from new developments.

- 9.12** Primary Health Centres, with clustered primary health and social care services, are expected to be one element of the Enhanced Public Health Programmes focussing on most deprived one third of neighbourhoods in the city. Locations being considered include Parson Cross, Darnall and Manor Park.
- 9.13** The scale of provision is subject to available resources. In the case of expansion of existing facilities required to meet the need of additional housing, this will be negotiated through planning obligations. The assessment of need for such expansion and any implications for developer contributions will be set out in more detail in the City Policies document and a Supplementary Planning Document.

CS45 Quality and Accessibility of Open Space

- 9.14** Green and open space is a vital and much valued part of the city, contributing to health and well-being and the distinctive character of neighbourhoods. Provision for open space may be made by creating new areas or improving or safeguarding what we already have. Creation and improvement, being more proactive, have a stronger spatial character. The strategy recognises the constraints on creating new open space, both physical and budgetary, and the potential for improvement wherever open spaces already exist.

Policy CS 45

Quality and Accessibility of Open Space

Safeguarding and improvement of open space will take priority over creation of new areas. Priority for improvement of open space and related sports and recreational facilities will be given to:

- a. district parks and open spaces, including the City Centre Sheaf Valley and Parkwood Springs; and
- b. areas that are more than 1200 metres from a district park or open space that both delivers a range of formal and informal recreational opportunities and is managed to nationally recognised quality standards such as Green Flag.

- 9.15** District parks and open spaces offer opportunities for a wide range of facilities without sacrificing too much accessibility and their facilities are more cost-effective than for a lot of small spaces. Significant investment is already proposed in the City Centre Sheaf Valley and at Parkwood Springs (see policies CS48 and CS50, respectively). But, areas without formal parks also deserve comparable improvement. Specific needs will be identified locally by Area Panels and city-wide by a series of audits of different types of provision (e.g. playgrounds, sports pitches and allotments). These will also inform Sheffield's Green and Open Space Strategy, which will help to rationalise the allocation of resources, to meet local need and improve open space.

- 9.16** Improvements will be achieved through design and the provision of facilities, supported by associated management measures aspiring to nationally recognised quality standards. Funding may be through area renewal schemes or, on occasions, developer contributions. Improvements will be delivered by the developer or the Parks and Countryside Service.
- 9.17** Sports facilities also need to be accessible but this will mean different requirements for different facilities. These will be fully investigated through specific audits and assessments, which will inform priorities for upgrading the quality of facilities. Improvements may be delivered through grants, Private Finance Initiatives (PFI) (where the facility is an extended school) or, where it is reasonable, developer contributions.

CS46 Quantity of Open Space

- 9.18** Although the strategy focuses on improvements to the district scale of open space, there is a case for creating new open space in certain circumstances.

Policy CS 46

Quantity of Open Space

As opportunities arise, new open space will be created:

- a. where a quantitative shortage of open space per head of population is identified in the local area;
- b. where it is required for extending the City's Green Network.

- 9.19** Local provision is still important for many people who can not get about easily. So, quantitative shortages (defined as 4 or less hectares per 1,000 people) should be made good wherever possible. This criterion will also be used in more specific policies in the City Policies document for safeguarding open space. Neighbourhoods with significant shortages of open space occur across extensive areas of older housing in west Sheffield and in Wadsley, Parson Cross, Southey Green, Firth Park and Firvale in the North-East Urban Area. However, it is recognised that opportunities for creating new spaces here will be limited, especially as these areas include some of the most densely developed neighbourhoods. Specific open space and indoor sports facility needs will be identified through the audits and assessments, which will, in turn, inform Sheffield's Green and Open Space Strategy.
- 9.20** Possible means of delivery will be developer contributions, as set out in the City Policies document, and redevelopment through Housing Market Renewal. Opportunities that arise to complete links in the Green Network (see policy CS73 below), though they may be few, should be taken, wherever practicable, for example, through determining planning applications.

CS47 Safeguarding Open Space

9.21 One of the most significant contributions of planning to open space provision in the city is the safeguarding of what we already have. Once built upon, open space is likely to be lost to the community forever. Safeguarding open space is therefore vital in ensuring that there is sufficient quantity, and especially to meet the needs of local people. National planning policy presumes against building on open spaces and the sites of sports and recreational buildings for non-recreational uses unless the spaces are proved to be surplus to requirements. The policy below indicates the criteria for considering open space to be surplus.

Policy CS 47

Safeguarding of Open Space

Development of open space will not be permitted where:

- a. it would result in a quantitative shortage of either informal or formal open space in the local area; or
- b. it would result in the loss of open space that is of high quality or of heritage, landscape or ecological value; or
- c. people in the local area would be denied easy or safe access to a local park or to smaller informal open space that is valued or well used by people living or working in the local area; or
- d. it would cause or increase a break in the city's Green Network.

Development that would still result in the loss of open space will only be permitted where:

- e. as soon as practicable, equivalent or better replacement open space would be provided in the local area; or
- f. the site is identified as surplus for its current open space function and:
 - i. a proposed replacement would, as soon as practicable, remedy a deficiency in another type of open space in the same local area; or
 - ii. it could not fulfil other unsatisfied open space needs; or
- g. the development would be ancillary to the open space and have a minimal impact on the use or character of the open space.

Open space or sports and recreational facilities of importance beyond the city will be safeguarded and development or redevelopment will be permitted only where it would improve the quality of facilities provided in the city.

- 9.22** Open space makes a valuable contribution to local communities and should not be sacrificed for development where it is required to fulfil a local open space need. A community's use of open space depends on the quality of the open space, the amount of open space and how easy it is for people to get to it. The policy therefore ensures that open spaces are safeguarded where they are of particular intrinsic quality or are well used by people in the area, and so would be difficult to recreate. People should have access to a certain amount of open space and the loss of open space will not be allowed in areas where there is an identified quantitative shortage of open space.
- 9.23** However, there are circumstances where the development on open space would generate benefits for the local community. It may be appropriate that open space is developed where it is proposed to directly replace open space within the local area. Any such replacement should be equivalent to or better than the open space that is lost, in terms of its quantity and quality, as well as being at least as accessible. Similarly, it may be appropriate that part of an open space is developed if it secures improvements to the quality of the remaining open space.
- 9.24** It is recognised that open spaces can provide for a variety of recreational functions and an open space should not be developed if it is required to fulfil an alternative open space function. In situations where there is sufficient open space to cater for local needs, some open spaces of poor quality from which the community derives little benefit may be considered surplus to requirements, and their loss acceptable. This will require careful consideration of the local context and the potential benefits that could be achieved through development.
- 9.25** The delivery of the policy will be informed by audits of open space that will identify local needs, highlight areas deficient in certain types open space and indicate the merits of specific open spaces. Through the process of development management, improvements to the quality and accessibility of local open spaces or the provision of new open space will be achieved through developer contributions. A Supplementary Planning Document will give further detail about appropriate open space contributions.
- 9.26** The policy requires explicit definitions in order to be implementable. These are as follows:

Open space – *a wide range of public and private areas that are predominantly open in character and provides, or have the potential to provide direct or indirect environmental, social and/or economic benefits to communities. For the purpose of assessment, this includes ancillary buildings that contribute to the use of an area as open space.*

This comprises:

Formal Open Space:

- *outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned) - including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields, and other outdoor sports areas;*
- *provision for children and teenagers - including play areas, skateboard parks, outdoor basketball hoops and teenage shelters*

Informal Open Space:

- parks - including urban parks, country parks and formal gardens (these may also consist of elements of formal provision);
- natural and semi-natural urban open spaces – including accessible natural green space, woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons and meadows), wetlands, open and running water, wastelands and derelict open land and rock areas;
- river and canal banks, cycleways, and rights of way;
- small green or landscaped areas (public or private) which provide a setting for built development and which may offer opportunities for informal recreation close to home or work;
- allotments, community gardens, and city (urban) farms;
- churchyards, cemeteries and gardens of rest (associated with crematoria);
- accessible countryside in urban fringe and rural areas – including woodlands, agricultural land with public rights of way and publicly accessible areas with a right to roam;
- civic spaces, including civic and market squares, and other hard surfaced areas designed for pedestrians.

A quantitative shortage – less than 4 hectares of open space per 1,000 people and comprising:

1.3 hectares of formal open space and sports and recreational facilities that may include:

- Youth/adult outdoor sports provision which can be used by the public (excluding golf courses)
- Children's play space

2.7 hectares of informal open space and sports and recreational facilities that may include:

- Parks and gardens, natural and semi-natural green spaces and woodland
- Cemeteries and graveyards
- Allotments

Assessments of open space provision in accordance with the standard will be complemented by information from audits of open space provision.

Local area – typically within 400 metres (approximately a 5 minute walk) of the site, though in the case of youth/adult sports provision this would be extended to 1200 metres (approximately a 15 minute walk).

CS48 Open Space and Riversides in the City Centre

9.27 There is a need to increase the amount of green space in the City Centre, reflecting the environmental objectives of the strategy, reinforcing the distinctive character of the city at its centre, encouraging wildlife and creating an agreeable place for the increased number of workers, visitors and residents to pause or relax. For City Centre living to be sustainable over the longer term, open space and a greener environment need to be created as an integral part of new development.

- 9.28** Policy CS45 specifically identifies the adjoining Sheaf Valley as an area of open space to be improved and the City Centre is among the areas with a significant quantitative shortage and a requirement for opening up the Green Network, where new open space will be created as opportunities arise (see policies CS46 and CS73).

Policy CS 48

Open Space and Riversides in the City Centre

A network of informal, public open spaces in the City Centre will be provided and enhanced to cater for residents, workers, shoppers, tourists, students and other visitors.

In particular, new spaces will be provided in the following locations:

- a. Nursery Street
- b. Market Square/Sheffield Castle
- c. St. Vincent's Park
- d. Porter Brook
- e. West Bar
- f. Sheaf Valley Park

Improvements will be made to the environment and accessibility of all rivers and riversides and the canal and canal-sides, opening up culverted rivers and providing walkways where appropriate.

- 9.29** The new spaces will particularly serve workers, residents and visitors attracted to new development in the area. Rivers and riversides in the City Centre are an underused natural resource. But, they have a key role to play at the convergence of several links in the Strategic Green Network and could contribute a distinctive quality to open space areas. Open space at riversides may contribute to strategies to manage flood risk. The Sheaf Valley Park is outside of the defined City Centre, but will also serve City Centre residents and visitors.
- 9.30** Open space areas to be created, safeguarded and enhanced will be identified in the City Sites document and Area Action Plans and delivered through public funding and developer contributions. Area Action Plans will propose the opening up of riversides in specific locations.

CS49 Education and Leisure in the Upper Don Valley

- 9.31** A cluster of leisure and education uses (including Hillsborough College), in and around Livesey Street close to Hillsborough, provides a different environment from the surrounding areas. The city-wide policy for leisure development indicates that the Upper Don Valley is

appropriate for facilities serving the north of the city that could not be located in an existing centre.

Policy CS 49

Education and Leisure in the Upper Don Valley

New education and training uses and leisure that would not be appropriate in the City Centre or district centres, will be consolidated and encouraged in the Livesey Street area alongside existing business uses and where the two types of use would be compatible. The pedestrian environment and links with Hillsborough Centre will be improved.

- 9.32** The area is well served by public transport and could attract people who might also use the neighbouring Hillsborough District Centre. The pedestrian routes and spaces need to be improved to create a more welcoming campus environment and improve connections with the District Centre (pedestrian route improvements are indicated in policy CS54). However, industrial and business uses may still be appropriate here and future investment or expansion need not be restricted. New non-industrial development will need to take account of established business and industrial uses and not prejudice their existing or future operations.
- 9.33** Delivery of this policy will be supported by funding for the Local Transport Plan, the Upper Don Valley Walk and other sources. The City Council are engaging with local landowners, community groups, Sheffield First for Investment and Yorkshire Forward to facilitate future investment and improvements in this part of the Valley.

CS50 Parkwood Springs and the Parkwood Landfill Site

- 9.34** Parkwood Springs, overlooking the Upper Don Valley on its eastern side, is identified in policy CS45 as a location for improvement of open space. Here it will make a major contribution to Housing Market Renewal in the north of the city, which forms part of the spatial strategy (see paragraph 4.19) and to enhancing the neighbouring link of the Green Network. It includes beautiful ancient woodland, two Geological Sites of Special Scientific Interest, meadows and springs and a historic graveyard at Wardsend as well as the Ski Village and Parkwood Landfill Site.

Policy CS 50

Parkwood Springs and the Parkwood Landfill Site

Over the medium to long term, Parkwood Springs will be developed into a City Park. Sport and leisure uses could also be located at Sheffield Ski Village if they are needed to support the development of sport and recreation facilities there.

- 9.35** At around 140ha in size, the Parkwood Springs area is a very large green space for an urban area, but it is currently underused, with a large section of the site being occupied by the landfill site. The landfill site is a temporary use and it is expected that it will be full and that tipping operations could cease within the period covered by this strategy. Even before it is full, there are parts that could and will be given back to public use. (For the use as a waste management site in the intervening period, see policy CS69). Open space is proposed as the dominant use because the site is very prominent on the hillside, it has much wildlife, the area is short of open space and it is accessible from other parts of the city. The urban park might include leisure and recreation facilities, education/visitor facilities, agriculture, woodland and forestry, allotments, water areas for wildlife or for sports use, renewable energy generation. The provision for sports and leisure facilities at the ski village reflects the opportunities associated with the existing facilities.
- 9.36** The precise means of delivery and funding will be worked out in a masterplan for the area.

