

HOUSING

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Housing

Housing is the largest single land use in Sheffield, covering half the City outside the Green Belt. The first concern of most people is likely to be their home and its immediate surroundings. The Unitary Development Plan (UDP) aims to ensure that there is enough good quality housing for everyone, including those with special needs, and that housing areas are pleasant and convenient places to live in.

HOUSING REQUIREMENT AND PROVISION OF LAND

The number of people living in Sheffield is expected to fall from 529,300 in 1991 to around 523,400 by the end of the century. Even so, there is a need to continue to provide new housing because:

- *on average each home will be occupied by fewer people than before.*
- *some houses and flats are reaching the end of their useful life and need to be replaced.*
- *a lot of existing housing does not meet the needs of many groups of people.*

Some of this need can be met by refurbishing older housing instead of replacing it. This is often a better use of resources than demolition and rebuilding. It also has many social advantages and helps to preserve the character of long-established housing areas. This kind of urban regeneration is one of the aims of the Plan, in line with the Government's strategic planning guidance.

Land will, however, continue to be needed for building new houses. The Government's strategic guidance sets out three principles on this:

- *providing a wide range of sites to satisfy the different demand requirements for housing;*
- *minimising levels of out-migration, to help regeneration;*
- *retaining the extensive area of Green Belt.*

The Secretary of State for the Environment regarded the last of these as overriding, even though it limits the scope for meeting housing demand within the District. The Plan has accepted this constraint on future house building. Policies for conserving countryside around the urban area are covered in the Green Environment chapter (pages 87-119).

The Government's strategic guidance also states that, in meeting housing demand, UDPs should ensure that development takes place, as far as possible, where it can contribute to the regeneration of urban areas. One of the aims of the UDP is to bring new life into the older inner areas. This includes providing land there for new housing.

HI LAND NEEDED FOR NEW HOUSING

Land will be provided to allow 10,700 dwellings to be completed in the period 1991-2001 (10 years).

Reasons for the Policy

The Government's strategic guidance states that 15,000 houses should be built in the period 1986-2001. It is estimated that 10,700 dwellings need to be completed in the 10 years from 1991 to 2001. This figure takes account of final results from the 1991 Census and the Government's mid-1992 based household formation rates for Sheffield.

Sheffield's population is forecast to decline as people move to houses outside the City boundary or take jobs in other regions. To some extent this population decline is offset by increases in numbers of students coming to Sheffield's two Universities. But the number of households is expected to increase. This is because households will continue to become smaller on average as more people live on their own, households break up through divorce and more one-parent families form new households.

However, it is expected that in future the growth in households will happen at a slower rate. This means that fewer additional houses will be needed than in recent years.

There will continue to be a need to demolish and replace Council-owned houses and flats.

Very few privately-owned houses are being knocked down at present. People in the City's areas for housing renewal have been keen to see existing houses refurbished rather than replaced, though the amount of demolition will depend on Government controls on the funding of renewal.

There are many uncertainties in the calculation of housing requirements. The need for extra and replacement housing will be checked as new information becomes available.

How will it be put into practice

By:

Deciding planning applications.

Identifying land for future house building (see Policy H13, page 159).

H2 LOCATIONS FOR HOUSING DEVELOPMENT

The main locations for housing development will be:

- (a) Inner Sheffield and the City Centre**
- (b) Mosborough.**

Opportunities will be taken to provide more land for housing

Other information

For the Government's strategic guidance, see Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire, Department of the Environment, 1989, paragraph 12 and Appendix.

Definition

'Significantly harm' - as set out in Policies for the Built and Green Environment, pages 59-119.

Other information

For the Government's strategic guidance, see Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire, Department of the Environment, 1989, paragraphs 2 and 12 and Appendix, paragraph 3.

For land identified in the Plan, see Policy H13, page 159 and Map 9, facing page 160.

Definitions

'Enough land for the next five years' - as for Policy IB4, page 126.

'Available' - includes land:

- which is allocated or has planning permission for ➤

in other parts of the City where this would not significantly harm the built or natural environment.

Reasons for the Policy

The Government's strategic guidance states that housing development should take place, as far as possible, where it can contribute to the regeneration of urban areas. This means providing for a significant amount in the inner areas.

Housing in the inner areas will cater for a wide cross-section of people including people in disadvantaged groups. These areas are often accessible for jobs and services by people depending on public transport.

Development in the inner areas will help public transport to operate more efficiently and reduce the amount of travel throughout the City.

The City Council has a longstanding commitment to development in the Mosborough area. This was transferred from Derbyshire specifically to allow more of the City's need for new housing to be met within its own boundary. Most of Sheffield's greenfield sites are found here.

There is less land for house building in other parts of Sheffield. The Government's strategic guidance states that a wider range of sites will be needed to satisfy the different demand requirements for housing. Sites in areas where demand is high will also help reduce the need for people to seek new housing outside Sheffield. But this has to be balanced with the Government's guidance on the Green Belt and conserving the countryside and urban heritage.

The Government's strategic guidance recognises the overriding importance of Sheffield's Green Belt and that, therefore, the scope for catering for housing demand in the City is limited. It states that any shortfall identified within the District should be met elsewhere in South Yorkshire.

How it will be put into practice**By:**

Deciding planning applications.

Providing appropriate advice to developers which could include supplementary planning guidance or planning briefs.

H3 LAND FOR HOUSING

Action will be taken to ensure that there will be enough readily available land for housebuilding for the next five years. Land will be made available by:

- (a) releasing sites in suitable areas where housing or other buildings have been demolished; and
- (b) releasing allocated sites which have not previously been developed; and

- (c) **in exceptional cases, releasing recreation space, but only if an equivalent replacement is provided in an appropriate location; and**
- (d) **providing access and utility services.**

Reasons for the Policy

The Government's national planning guidance states that it is important that enough land is genuinely available to allow the Plan's policies and proposals to be carried forward. Local authorities should aim to ensure the availability of five years' supply of housing land judged against the general scale and location of housing provided for in the Plan.

One of the objectives of the Government's strategic guidance is to revitalise the built-up areas. Housing redevelopment will contribute to the economic regeneration of Sheffield and prevent dereliction.

Redevelopment sites will not provide enough land for all of the City's needs. So the UDP specifies where new land should be set aside for housebuilding.

Because the supply of greenfield sites for housing is decreasing, recycled land will become increasingly important in future decades.

Land may become available for housebuilding where buildings other than houses have come to the end of their useful life and sites are suitable for housing. Hospital sites at Middlewood and Lodge Moor and the University Campus at Totley are examples of this.

New houses should not be built at the expense of the quality of life of people already living in the City. So recreation space will not be made available unless it can be replaced. The replacement arrangement could lead to more open space being provided in the inner areas while allowing more housing where there is already enough open space. This will normally depend on redevelopment providing the opportunity to create new space in the built-up area (see Policy LR7, page 228).

Development sites need to be provided with vehicle access and services such as drainage, electricity, gas and water.

How it will be put into practice

By:

Deciding planning applications.

Continuing to make many of the clearance sites which the City Council owns available for new housing and associated uses.

Allowing housing on suitable sites which become available in addition to those proposed in the Plan. These are often called 'windfalls'.

Advising developers, including housing associations, on their proposals for creating replacement open spaces.

Monitoring the creation and loss of recreation space.

Negotiating with developers and entering into legal agreements to

- housing, or where building is already taking place; and
- which is free, or easily freed, from planning, physical and ownership constraints; and
- where houses could be built economically and would be saleable.

Allocated sites - as in Policy H13, page 159.

'Recreation space' - as for Policy LR7, page 229.

'Equivalent replacement' - complying with Policy LR7, page 228.

Other information

For the Government's national planning guidance, see *Planning Policy Guidance Note PPG3 (revised), Housing*, Department of the Environment, 1992, paragraphs 2, 45 and 46.

For the Government's strategic guidance, see *Regional Planning Guidance Note RPG5, Strategic Guidance for South Yorkshire*, Department of the Environment, 1989, paragraph 2.

For areas where housing is the preferred use, see *Policies H10 to H13*, pages 154-161 and, also, *MU4, MU5, MU7 and MU9*, pages 207, 209, 212 and 214.

For detailed information on housing sites, see the latest edition of the *City Council's Housing Land Survey and the Joint Study on Housing Land Availability in Sheffield, 1991*, Department of Land and Planning, Sheffield City Council and the House Builders Federation, 1992.

provide access and services.

Acquiring land and helping to provide services where it is not possible or appropriate for private developers to do so.

Continuing to update the Housing Land Survey. This is a survey of land allocated or having planning permission for housing.

Consulting the House Builders Federation on the availability of allocated land.

HOUSING FOR PARTICULAR GROUPS OF PEOPLE

The Government's strategic guidance highlights the need to satisfy the different demands for housing. A significant number of people find difficulty in paying for housing. Some have needs which existing houses do not satisfy. So, particular attention is given to the needs of people on low incomes, people with disabilities or elderly or homeless people. Provision is also made for travellers.

Policies H4 to H9, below, are about the provision of housing for specific groups of people. The Directorate of Housing and Direct Services within Sheffield City Council is responsible for assessing housing need. Planning has a role to play in helping to ensure that this need is provided for. It can be met through the refurbishment of older housing as well as by the provision of land for new building.

H4 HOUSING FOR PEOPLE ON LOW INCOMES

The development of affordable housing for people on relatively low incomes will be promoted. When a need is identified, the provision of affordable housing will be encouraged as a proportion of large housing schemes, the scale and means of provision to be negotiated with the developer.

Reasons for the Policy

Affordable housing is not a separate use class, and so it is not possible to allocate specific sites or make house price or type the subject of planning conditions. However, the Government's national planning guidance acknowledges that the need for affordable housing is a material consideration. Where local authorities can identify a need, they may negotiate for affordable housing to be included as part of a planning agreement.

In Sheffield, the need is partly being met by Registered Social Landlords building rented or shared-ownership housing and by Sheffield Joint Venture Company Limited building low-cost housing for sale, usually on Council-owned land. Development by Registered Social Landlords is

Definitions

'Low incomes' - as a guide, less than 68% of gross average earnings as specified in the New Earnings Survey for South Yorkshire. The 68% figure is a recognised Council of Europe definition.

'Affordable housing' - that which is accessible to people whose incomes are insufficient to enable them to afford adequate housing locally on the open market.

'Large housing schemes' - over 1.5 hectares or 40 dwellings, whichever is the greater. ➤

constrained by funding and by the cost and supply of land if they have to compete with private housebuilders for sites. The Policy aims to alleviate that situation.

Although some parts of the City have a relatively plentiful supply of low-priced older housing, this restricts people on low incomes to living in certain areas, and to buying older and probably lower quality housing. They should be given the opportunity to buy good quality new housing, close to their families, friends or workplaces.

How it will be put into practice

By:

Monitoring the need for affordable housing and identifying parts of the City where it could be met.

Negotiating, where appropriate, the maximum feasible proportion of low-priced housing for rent or sale in new or refurbished development.

Negotiating and exercising City Council nomination rights.

Ensuring that, as a minimum, there is enough land for the Registered Social Landlords' programme for rent and the Sheffield Joint Venture Company Limited programme for low-cost homes for sale.

H5 FLATS, BED-SITTERS AND SHARED HOUSING

Planning permission will be granted for the creation of flats, bed-sitters and the multiple sharing of houses only if:

- (a) a concentration of these uses would not cause serious nuisance to existing residents; and**
- (b) living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours; and**
- (c) there would be appropriate off-street car parking for the needs of the people living there.**

Reasons for the Policy

Flats, bed-sitters and shared houses are an important source of low-cost housing.

A rise in student numbers has been occurring during the 1990s which will create demand for private rented accommodation.

The lifestyle of young, mobile people can conflict with that of older people and families.

How it will be put into practice

By:

Deciding planning applications.

Other information

For the Government's national planning guidance, see Planning Policy Guidance Note PPG3 (revised), Housing, Department of the Environment, 1992, paragraphs 38-44 and Department of the Environment Circular 13/96, Planning and Affordable Housing, 1996.

For a general assessment of need, see the latest edition of the Housing Strategy Statement, Directorate of Housing and Direct Services, Sheffield City Council.

Definitions

'Multiple sharing' - where seven or more non-related people are living in a single dwellinghouse. (This is based on the Government's definition.)

'Bed-sitter' - a single room where the household does not have exclusive use of bath or inside toilet.

'Appropriate off-street parking' - as set out in Policies T21 to T25, pages 276-282.

Other information

For parking provision in new development, see Parking Guidelines, pages 288-297.

Definitions

'Short-term accommodation' - refers to both hostels and core-and-cluster units. They are non-institutional, providing personal security and privacy and as much independence as possible. They provide short-stay accommodation and support for homeless people who are not necessarily eligible for rehousing under the Housing Act 1985.

Other information

For Policy H14, see page 161.

Making adequate sound insulation a condition of planning permission, where it is needed to prevent neighbours from being disturbed.

Providing appropriate advice to developers which could include supplementary planning guidance.

Complying with standards set out in the Housing Act 1985 and the City Council's Registration Scheme, administered by the Directorate of Housing and Direct Services and Environmental and Regulatory Services.

H6 SHORT-TERM ACCOMMODATION FOR HOMELESS PEOPLE

The development of good quality short-term accommodation for homeless people will be permitted where it would:

- (a) be within easy reach, by foot or bus, of a shopping centre; and**
- (b) be within easy reach of existing or proposed housing; and**
- (c) have facilities for people with disabilities; and**
- (d) comply with Policy H14.**

Reasons for the Policy

The problem of homelessness has been getting steadily worse since the 1980s. This is due to lack of adequate and secure rented accommodation, insensitive social security regulations, inadequately funded policies for care in the community and narrowing of tenure choice.

Local government has little direct control over many of these causes. But it has a duty to help those who suffer as a result.

Homeless people need temporary accommodation which provides security and support.

Hostels and homes need to be designed to ensure that homeless people with disabilities are not put at a disadvantage in finding somewhere to live.

Homeless people get to know an area and make friends while they are in short-stay housing. It is a great help if these can be maintained by remaining in the area.

How it will be put into practice**By:**

Deciding planning applications.

Negotiating with the providers of accommodation for homeless people, including Registered Social Landlords, voluntary agencies, charities, the non-statutory sector and other public agencies.

Issuing specific design guidance, based on existing information and

consultations with representatives of homeless people.

Making available, in suitable locations, land and buildings owned by the City Council.

H7 MOBILITY HOUSING

In all new or refurbished housing the provision of a proportion of mobility housing to meet local need will be encouraged except where the physical characteristics of a site or existing buildings make it impracticable.

Reasons for the Policy

Most housing development is built to standard designs. But these do not take account of the needs of people with impaired mobility. Whilst standardisation can reduce total costs, it can actually increase them for people for whom the basic unit is unsuitable.

Adaptation by the builder can meet the needs of a particular buyer with disabilities but people who become disabled whilst living in a standard house face heavy costs to adapt it to their changing needs. By designing easily adaptable houses for everyone, costs can be kept down.

The Government's national planning guidance states that planning policies should take account of general needs and the wide variety of market demand. Together with this an allowance should be made for housing for people with disabilities where there is clear evidence of local needs.

Figures derived from a Census Office study on disability showed that 15% of people in Sheffield are in need of mobility housing. The figure of 25% given in the definition of 'a proportion' includes an allowance of 10% to remedy the lack of existing suitable housing.

Very few existing houses or new conversions are suitable, for example, for people who are wheelchair users. This creates problems not only for the occupants but also for visitors. Designing for mobility will give people with disabilities a choice of housing of different types and tenures, enable more people to remain in their homes if they become disabled and enable individuals to live as independently as possible in the community.

Single-storey houses and flats are likely to be particularly attractive to people with impaired mobility and can readily be adapted to meet their needs.

How it will be put into practice

By:

Monitoring the provision of mobility housing.

Discussing with developers how best to provide housing which can meet a wide range of needs.

Identifying suitable sites in areas where opportunities for adapting existing houses are limited.

Definitions

'A proportion' - a minimum of 25%.

'Local need' - in this Policy, need in the City as a whole.

'Mobility housing' - general purpose housing built to certain basic standards so that it can be easily adapted without major structural alterations to be lived in by people with disabilities. Its main features have been set out in supplementary planning guidance.

'Impracticable' - where it is impossible to include:

- plots on roads with gradients not exceeding 10%;
- a ramp to the principal entrance to a house without the creation of more than one rest platform along its length.

Other information

For the Government's national planning guidance, see Planning Policy Guidance Note PPG3 (revised), Housing, Department of the Environment, 1992, paragraphs 7 and 8.

Other information

See also *Mobility Housing, Policy Background Paper No. 13 and Mobility Housing, Supplementary Planning, Guidance, Department of Land and Planning, Sheffield City Council, 1994.*

Definitions

'Supportive accommodation' - purpose-built or converted exclusively for specific groups of people, consisting of grouped self-contained accommodation or a shared house with resident or visiting caring support.

'Sheltered accommodation' - purpose-built or converted exclusively for elderly people, with various management services, consisting of grouped, self-contained accommodation with an emergency alarm system and usually with communal facilities and normally a resident warden.

'Care homes' - properties (for more than six residents, including staff) providing accommodation and care for people in need of general supervision but not medical care.

'Nursing homes' - designed to provide 24-hour nursing care, often for people who need treatment, care and support.

These four types of accommodation fall within the C2 use class which is termed 'residential institutions'.

'Suitable areas' - Housing Areas, Fringe Industry and Business Areas, Shopping Areas and most Mixed Use ➤

Negotiating with developers on all schemes to provide the maximum feasible proportion of housing which is easily adaptable for people with disabilities.

H8 HOUSING FOR PEOPLE IN NEED OF CARE

New and refurbished housing in the form of supportive accommodation, sheltered accommodation, care homes and nursing homes will be permitted in suitable areas provided that it would:

- (a) **be within easy reach of a shopping centre and public transport; and**
- (b) **be suitable for people with disabilities; and**
- (c) **provide a reasonable and attractive area of accessible private open space or be immediately next to an area of public open space; and**
- (d) **not involve extensions which would remove essential open space; and**
- (e) **comply with Policies IB11, H14, CF8, S10 or MU11, as appropriate.**

Reasons for the Policy

The Community Care Policy of the Health Authority and the City Council involve a programme for closing institutional accommodation. This creates a need for suitable accommodation and housing, with appropriate support, in the community. Over the next 10 years the number of very elderly people in Sheffield will increase by nearly one third. Many will need special accommodation to provide care or support.

Local authorities are now limited in their scope to provide special needs housing. So the responsibility must be shared with the private sector, which has valuable expertise and resources to offer.

There is increasing demand for accommodation which meets the needs of a range of people in the community (including, for example, the special needs of elderly members of ethnic minority groups) as a result of the Community Care Policy of the Health Authority and the City Council.

Residents of accommodation for people in need of care should be able to enjoy a good quality of environment. People living in nursing homes and sheltered accommodation may not be able to get out as much as others and so the view and access to nearby open space are important.

People who can get about but with difficulty need shops, services and bus stops to be close by.

Accommodation which provides housing and care for seven or more people in need of care comes under direct planning control. According to planning regulations, small-scale accommodation providing care for up to six people is classed as an ordinary dwelling (C3). This means that

Areas:

Other information

For Policies IB11, H14, CF8, S10 and MU11, see pages 136, 161, 178, 199 and 217 respectively.

planning permission is not needed for the use of a dwelling as a small group home. However, registration will be required with the Health Authority or the Housing and Direct Services or the Social Services Directorate of the City Council.

How it will be put into practice

By:

Deciding planning applications.

Monitoring the provision of various types of housing.

Identifying suitable sites in areas where opportunities for adapting existing houses are limited.

Making available, in suitable locations, land and buildings owned by the City Council.

Negotiating with developers and other agencies, including Registered Social Landlords and the Health Authority.

H9 SITES FOR TRAVELLERS

Sufficient permanent sites will be made available to accommodate the caravans of travellers residing in or resorting to Sheffield.

All permanent sites for travellers should:

- (a) not be affected by pollution or other environmental factors that would result in unacceptable living conditions; and**
- (b) be within easy reach of community and other facilities by foot and bus; and**
- (c) have a good standard of facilities; and**
- (d) be well designed and landscaped to give privacy between pitches and between the site and adjacent users; and**
- (e) have appropriate work areas, where required, so long as their use would not lead to unacceptable air pollution, noise or other nuisance or risk to health and safety, to people living on or near the site; and**
- (f) be in areas where housing is an acceptable use.**

Reasons for the Policy

People in mobile homes have as much right to a satisfactory environment and acceptable living conditions as those living in permanent homes.

Where work areas are needed on the site, people living nearby need the same protection from pollution or disturbance as from any other business or commercial activity near people's homes.

Definitions

'Travellers' - 'people of nomadic habit of life' provided for by the Caravan Sites Act 1968 and subsequent rulings, whose traditional culture or livelihood depends on living in mobile homes.

'Residing in and resorting to' - includes both long-stay and shorter visits.

How it will be put into practice**By:**

Deciding planning applications for both public and private sites.

Continuing to identify new permanent sites and progressing the development of sites already identified, in consultation with the travelling community.

Continuing to monitor and review the number of traveller families and provide additional sites, if the number of travellers is consistently above the capacity of available permanent accommodation in Sheffield.

LAND USES IN HOUSING AREAS

Housing Areas are those parts of Sheffield where housing will be the most important use of land. Decisions about further development in these Areas will depend on the effects on people living there and on meeting the need for new housing. The overriding concern of Policies for these Areas is creating or preserving a good quality environment for present and future residents.

Housing is not the only use of land in these Areas. People living there need a range of services and facilities, like open space, local shops and community centres. And, because Housing Areas are so extensive, there are demands for many other types of building. These are sometimes acceptable even though they do not directly meet local needs (like small hotels and offices) as they can be a useful source of local jobs particularly for women who may be unable to travel far to work. The Policies for Housing Areas set out which types of development will be allowed and under what conditions.

H10 DEVELOPMENT IN HOUSING AREAS

In Housing Areas, except the Nether Edge and Broomhall Areas, the following uses will be:

Preferred

Housing (C3)

Acceptable

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Business (B1)

Hotels (C1)

Residential institutions (C2)

Community facilities and institutions (D1)

Definitions

'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the Area.

Leisure and recreation facilities (D2)**Open space****Hostels****Unacceptable**

Other shops (A1) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre.

General industry (B2)**Warehouses and open storage (B8)****Amusement centres****Car showrooms****Garage and transport depots****Petrol filling stations****Scrapyards****Taxi and vehicle hire businesses**

Development proposals for uses not listed will be decided on their individual merits.

All new development must comply with Policies H12 to H16 and S5, as appropriate.

Reasons for the Policy

Housing is preferred in existing Housing Areas because:

- the Areas generally provide adequate living conditions already;
- houses could not be guaranteed a satisfactory environment in most other parts of the built-up area;
- conversion of existing houses to other uses would lead to a loss of housing.

New housing needs a large amount of land. The release of sites in Housing Areas would:

- reduce demand for building on greenfield sites and open space in the built-up areas;
- take pressure off land where other uses are more suitable (such as business, industry or leisure).

However, many other land uses and developments can be accommodated in Housing Areas. But this is possible only if they are not so large or numerous that they damage the appearance and residential character of a Housing Area or cause disturbance to people living there.

Small shops and ancillary uses are needed to meet local needs, serving people who wish to shop near their homes. But large shops are not suitable in Housing Areas. They usually:

- serve non-local needs and attract traffic and other disturbance for people living nearby;
- are generally more accessible for shoppers if sited in shopping centres.

Larger shops may be appropriate where they would enable a Shopping Centre to expand and improve the service to people in the

Other information

The codes in brackets in the Policy, for example (A1), tell you which class each land use belongs to. For more information, see Appendix 2.

For development in Nether Edge and Broomhall, see Policy H11, below.

For Policies H12 to H16 and S5, see pages 158-164 and 191.

For identified housing sites, see Policy H13, page 159. For other areas where housing may be acceptable, see Policies IB6 and IB7, pages 130-133, CF6 and CF7, pages 176-178, S3 and S7, pages 187 and 194, and MU4 to MU10, pages 207-217.

neighbourhood.

As food and drink outlets can cause problems for people living nearby, they need to be sited carefully. Where they would not cause disturbance, local facilities may be appropriate so that people can reach them on foot.

Businesses are acceptable in order to:

- allow those that have started out as home-working and need to stay in the area where they began;
- provide local jobs, so reducing the need to travel far to work.

Small hotels, hostels and boarding and guest houses may fit in with residential surroundings. Large developments are likely to cause problems of noise, traffic and parking especially where conference and banqueting facilities are involved. They are better sited in Business: Institution: Leisure Areas (see Policy LR3, page 223).

Residential institutions in Housing Areas allow residents to live in the community and enjoy the same housing environment as everyone else (see also, Policy H8, page 152).

Community facilities generally meet local needs and people usually travel to them from home. Where this is the case, they should be in Housing Areas. However, large-scale facilities do not need to be as close to people's homes and are less likely to be compatible with neighbouring houses.

Similarly, leisure and recreation facilities are acceptable in Housing Areas. If they are small-scale, meeting primarily local needs, people living nearby should not be disturbed.

Open space is a welcome ancillary use in Housing Areas, and Policy H16, page 164, covers the provision of new open space as part of development.

The uses listed as unacceptable in the Policy are not needed in Housing Areas and:

- would harm living conditions for people living nearby;
- would lead to a loss of housing land;
- are provided for in other, more suitable, parts of the City;
- would attract frequent use of heavy vehicles in Housing Areas;
- are liable to cause noise, smells or air pollution;
- are generally obtrusive in scale and design;
- are out of character with residential areas.

How it will be put into practice

By:

Deciding planning applications.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Advising developers about other areas of the City where development which is unacceptable in Housing Areas might be allowed.

H11 DEVELOPMENT IN HOUSING AREAS IN NETHER EDGE AND BROOMHALL

In the Nether Edge and Broomhall Housing Areas, the following uses will be:

Preferred

Housing (C3)

Acceptable

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Residential institutions (C2)

Community facilities and institutions (D1)

Open space

Hostels

Unacceptable

Other shops (A1) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre

Business (B1)

General industry (B2)

Warehouses and open storage (B8)

Hotels (C1)

Leisure and recreation facilities (D2)

Amusement centres

Car showrooms

Garage and transport depots

Petrol filling stations

Scrapyards

Taxi and vehicle hire businesses

Development proposals for uses not listed will be decided on their individual merits.

All new development must also comply with Policies H12 to H16 and S5, as appropriate.

Reasons for the Policy

Over the last 20 years, large numbers of non-residential uses have developed in Nether Edge and Broomhall. In Nether Edge, hotels and offices have grown particularly rapidly. In Broomhall, major concentrations of offices have developed.

These uses, in combination, are becoming so concentrated that the residential character of the Areas is beginning to be undermined. Problems of inadequate car parking, noise, traffic and general disturbance have led the City Council to treat these Areas differently from other Housing Areas.

There is adequate provision for non-residential uses to expand, both in

Definition

'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the Area.

Other information

For Policies H12 to H16 and S5, see pages 158-165 and 191.

Other information

See also the Policy for the nearby Mixed Use Area, MU6, page 210.

Definitions

'Sustainable communities' - communities in residential neighbourhoods where size, design, living conditions and relationship with neighbouring uses will ensure that people will choose to continue living there.

'A significant proportion' - normally at least half of the net floorspace.

other Housing Areas and in Industry and Business, Shopping and Mixed Use Areas.

How it will be put into practice**By:**

Deciding planning applications.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Monitoring the number of new non-housing uses in these Areas.

Advising developers about other areas of the City where development which is unacceptable in these Housing Areas might be allowed.

H12 HOUSING DEVELOPMENT IN THE CITY CENTRE

Housing (C3) will be promoted in the City Centre where it would:

- (a) help to strengthen existing communities in areas where housing is already established;**
- (b) create new sustainable communities in areas which would not suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety.**

In the City Centre Housing Priority Zone, housing (C3) will be expected to form a significant proportion of any new development.

Reasons for the Policy

Housing plays an important part in the City Council's plans to make the City Centre more lively, safer and more interesting and a place where more people want to live. It will help to prevent 'dead' areas occurring when shops and offices are closed.

City Centre flats and houses can meet the particular needs of students, single people and childless couples.

Housing is also a good way of using space above shops and offices.

New housing can increase the vitality of areas which are primarily intended for other uses. However, in some parts of the City Centre, where industry predominates, environmental conditions will not normally be suitable for housing.

Housing is particularly appropriate in an area of the City Centre linking residential areas of west Sheffield to the heart of the Centre. This area is called the City Centre Housing Priority Zone.

Parts of the Zone are already in Housing Areas (see Policy H10, page 154) which means that housing is already the preferred use. Elsewhere

in the Zone there are opportunities to promote housing as part of a mixed development.

There is a lot of pressure for commercial development in the Housing Priority Zone. Commercial uses are encouraged in those parts of the Zone which lie in Business and Shopping Areas (see Proposals Map 10). But it is important to include a suitable proportion of new housing.

The Zone has a generally satisfactory environment including some significant areas of open space which will be important for residents.

How it will be put into practice

By:

Deciding planning applications.

Preparing a City Centre Housing Strategy.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Negotiating with developers and entering into legal agreements to provide housing as part of mixed developments. In some cases a suitable alternative site within the Business or Shopping Areas of the City Centre Housing Priority Zone may be considered for the housing part of the scheme.

H13 HOUSING SITES

On the sites listed below only the following uses will be permitted:

- (a) **Housing (C3); and**
- (b) **Open space on sites over one hectare; and**
- (c) **Provided that the development would occupy only a small area:**
 - Small shops (A1)**
 - Community facilities (D1); and**
- (d) **Residential institutions (C2) provided that they would not occupy more than a small proportion of the total capacity of sites listed below.**

All other uses will be unacceptable.

Housing Sites

Stocksbridge (Proposals Map 1)

- **Coppice Close (1.2 hectares)**

North West (Proposals Map 2)

- **Middlewood Hospital (27 hectares)**
- **Oughtibridge Forge (1.7 hectares)**
- **Oughtibridge Station (0.5 hectares)**

Definitions

For the other uses acceptable in the City Centre Housing Priority Zone, see Policies IB7 and S3, pages 132 and 187.

For living conditions for people in need of care, see Policy H8, page 152.

For Open Space Areas, see Policies LR5 to LR8, pages 226-231.

Definitions

'Small area' - in the case of shops and community facilities, normally not occupying more than 5% of the area of each site.

'Small shops' - shops usually with not more than 280 sq. m. sales area, or which are ancillary to other acceptable uses in the Area.

'Small proportion' - not occupying more than 5% of the total capacity of the sites listed in the Policy.

Other information

For general locations of these sites, see Map 9, facing page 160.

For a further possible housing site, see Policy CF7, page 177. ➤

See also the latest edition of the City Council's Housing Land Survey, and the Joint Study on Housing Land Availability in Sheffield, 1991, Department of Land and Planning, Sheffield City Council and House-Builders' Federation, 1992.

- **Infirmery Road (7.8 hectares)**
- **Wood Lane Depot, Stannington (0.9 hectares)**
- **Bramwell Gardens, Netherthorpe (3.0 hectares)**

Chapel Green (Proposals Map 3)

- **Thorncliffe, High Green (4.6 hectares)**
- **Ecclesfield Allotments (4.7 hectares)**
- **Cross House Road, Grenoside (0.6 hectares)**
- **Thorncliffe Lane, High Green (0.5 hectares)**
- **The Common, Ecclesfield (0.7 hectares)**

North East (Proposals Map 4)

- **Grimesthorpe Road, Pitsmoor (1.4 hectares)**
- **Dunmow Road, Firvale (1.3 hectares)**
- **Fife Street, Wincobank (1.0 hectares)**
- **Pismire Hill, Firth Park (0.8 hectares)**
- **Lindsay Road School, Parson Cross (1.6 hectares)**

East End (Proposals Map 5)

- **Technology Park, Attercliffe (2.4 hectares)**
- **St. Lawrence Road, Tinsley (0.6 hectares)**

South East (Proposals Map 6)

- **Redevelopment sites on the Manor Estate (11.3 hectares)**
- **Craddock Road, Arbourthorne (0.6 hectares)**
- **Mather Road, Darnall (1.2 hectares)**







Mosborough (Proposals Map 7)

- **Stoneley Crescent, Charnock Hall (1.5 hectares)**
- **Woodhouse East (25.7 hectares)**
- **Beighton Road (next to 104), Woodhouse (2.7 hectares)**
- **Soaphouse Lane, Woodhouse (6.8 hectares)**
- **Woodhouse Lane, Beighton (1.3 hectares)**
- **Skelton Lane, Beighton (4.1 hectares)**
- **Owlthorpe (five sites: C2, C3, P8, P9, former school site - 18.6 hectares)**
- **British Oak, Mosborough Village (0.9 hectares)**
- **Queen Street, Mosborough Village (2.8 hectares)**
- **Bridle Stile, Mosborough Village (2.5 hectares)**
- **Mosborough Moor, (Site A), Mosborough Village (4.0 hectares)**
- **Mosborough Moor (Site B), Mosborough Village (5.7 hectares)**
- **Westfield School, Halfway (2.4 hectares)**
- **High Street, Mosborough Village (2.7 hectares)**
- **Rotherham Road, Halfway (0.5 hectares)**
- **Oxclose (3.1 hectares)**
- **Fox Lane, Frecheville (2.7 hectares)**
- **Moor Valley, Owlthorpe (4.9 hectares)**
- **Sheffield Road, Mosborough Village (2.4 hectares)**
- **Birley Spa Lane, Hackenthorpe (2.6 hectares)**

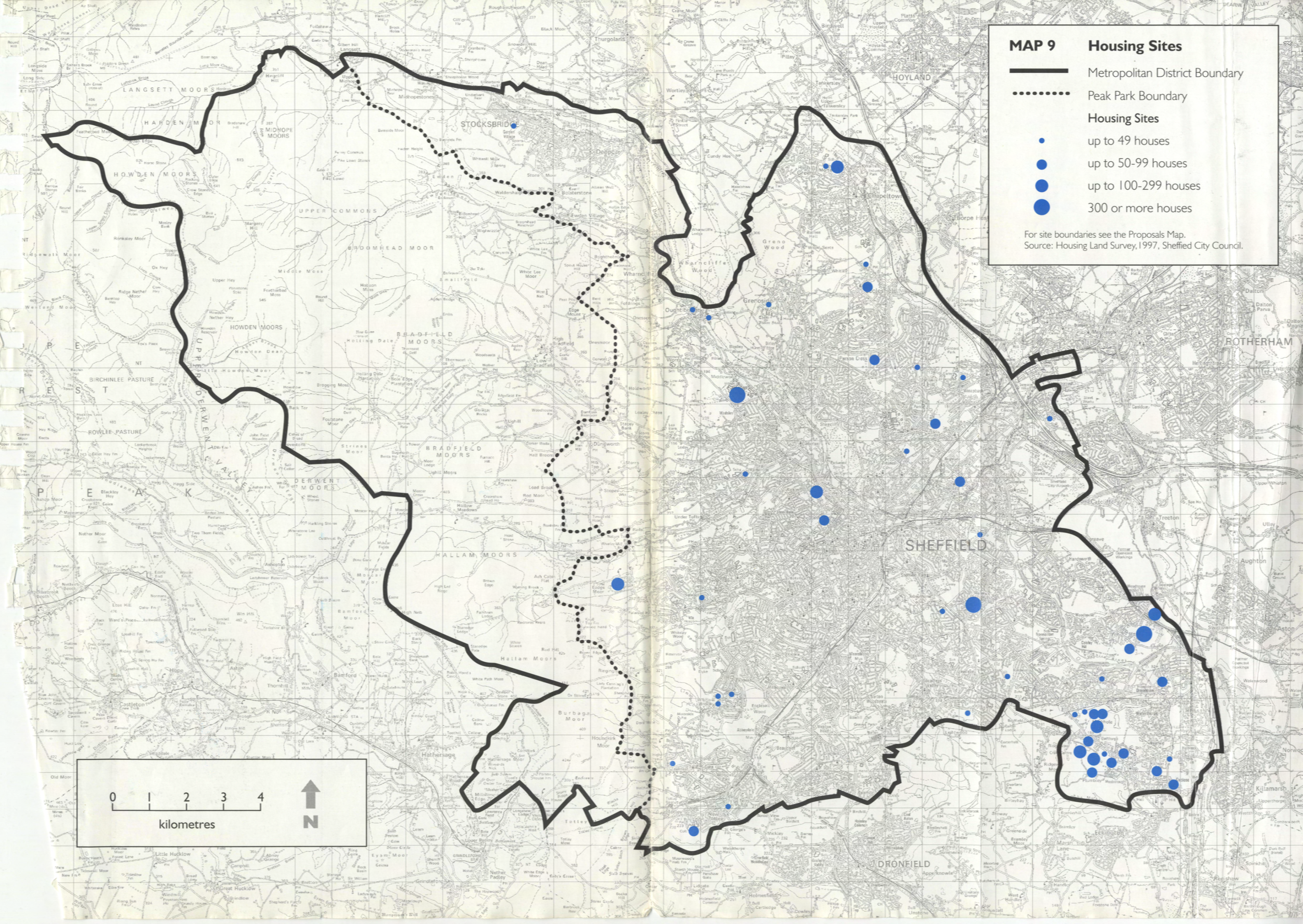
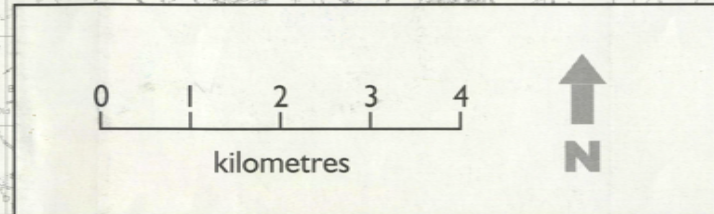
South (Proposals Map 8)

- **Laverdene Avenue, Totley (1.1 hectares)**
- **Totley Campus (5.8 hectares)**

MAP 9 Housing Sites

-  Metropolitan District Boundary
-  Peak Park Boundary
- Housing Sites**
-  up to 49 houses
-  up to 50-99 houses
-  up to 100-299 houses
-  300 or more houses

For site boundaries see the Proposals Map.
Source: Housing Land Survey, 1997, Sheffed City Council.



South West (Proposals Map 9)

- Knowle Green, Dore (2.2 hectares)
- Whirlow House, Whirlow (2.6 hectares)
- Whirlow Green, Whirlow (1.4 hectares)
- Clifford House, Whirlow (1.5 hectares)
- Lodge Moor Hospital (11.6 hectares)
- Willowcroft, Fulwood (0.8 hectares)

All new development must also comply with Policies H14 to H16, as appropriate.

Reasons for the Policy

Enough land must be set aside to meet the need for new housing in Sheffield (see Policies H1 and H3, pages 145 and 146).

Open space is also required on larger sites to provide a pleasant environment for the new houses and children's play space (see Policy H16, page 164).

A small proportion of land for local community services would cater for local needs. Preference is given to houses over residential institutions on these sites to help guarantee the availability of housing land (see Policy H3, page 146). But some allowance is made for the likely future demand for sites for residential institutions.

How it will be put into practice**By:**

Deciding planning applications.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

H14 CONDITIONS ON DEVELOPMENT IN HOUSING AREAS

In Housing Areas, new development or change of use will be permitted provided that:

- (a) new buildings and extensions are well designed and would be in scale and character with neighbouring buildings; and
- (b) new development would be well laid out with all new roads serving more than five dwellings being of an adoptable standard; and
- (c) the site would not be over-developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood; and
- (d) it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians; and

Other information

For Policies H14 to H16, see below.

Definition

'Well designed' - satisfies Policies BE5 and H15, pages 64 and 163.

'Appropriate off-street parking' - as set out in Policies T21 to T25, pages 276-282.

'Environmental buffer' and 'Sensitive uses' - as for Policy IB14, page 139.

Other information

For Policies for the Built and Green Environment, see pages 59-119. ➤

For Policies H16, LR8 and T28, see pages 164, 230 and 285, respectively.

Definition

'Meets primarily local needs' - includes small shops (A1), offices used by the public (A2), meeting rooms, advice centres, libraries, day centres, nurseries, health centres, surgeries, places of worship, primary schools, local housing offices.

Other information

For Policies H10 to H13, see pages 154-161, above.

See also, *Designing House Extensions, Supplementary Planning Guidance, Directorate of Planning and Economic Development, Sheffield City Council, 1996.*

For the design of roads, see *Design Bulletin 32 (2nd edition) Residential Roads and Footpaths: Layout Considerations, Departments of the Environment and Transport, 1992.*

For parking provision in new developments, see *Parking Guidelines, pages 288-297.*

For the Government's national planning guidance on pollution and planning, see *Planning Policy Guidance Note PPG23, Pollution and Planning Control, Department of the Environment, 1994.* This sets out the scope of the planning system in relation to separate legislation on pollution control (see, for example, paragraphs 1.31 - 1.37).

- (e) it would not suffer from unacceptable air pollution, noise or other nuisance or risk to health or safety; and
 - (f) it would provide, where appropriate, an environmental buffer to shield sensitive land uses; and
 - (g) it would comply with Policies for the Built and Green Environment, as appropriate; and
 - (h) it would comply with Policies H16, LR8 and T28;
- and, for non-housing (C3) uses, provided that it would also:
- (i) occupy only a small area and not lead to a concentration of non-housing uses which would threaten the residential character of the Housing Area; and
 - (j) not prejudice the provision of sufficient housing land for either the next five years or up to 2001; and
 - (k) not lead to air pollution, noise, smell, excessive traffic levels or other nuisance, or risk to health and safety for people living nearby; and
 - (l) be on a scale consistent with the residential character of the Area or meet primarily local needs or (in the case of uses other than shops) occupy an existing building set in its own grounds; and
 - (m) comply with Policies H10 to H13, as appropriate.

Reasons for the Policy

The conditions placed on developments ensure that new buildings or uses do not lead to an unsatisfactory environment for people living in Sheffield.

While housing is the dominant use in these Areas this does not mean over-developing at the expense of open space, natural features, gardens and existing buildings. People living in Housing Areas will all benefit from making new development attractive to look at.

It is essential for Housing Areas to be safe and healthy for people of all ages.

Conditions are needed to ensure that the benefits of local services, facilities and jobs do not detract from the residential character of Housing Areas or are not at the expense of people living nearby.

If commercial or institutional uses are allowed to grow unchecked Housing Areas will lose their residential character. If too many sites in Housing Areas are developed for other uses, this could lead to the City's overall housing need not being met. The acceptability of an individual proposal depends on how many already exist in the Area.

How it will be put into practice

By:

Deciding planning applications.

Assessing the demands of new development on transport (see Policy T28, page 285).

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Monitoring the number of new non-housing uses in each neighbourhood to identify when its residential character is threatened.

ENVIRONMENT OF HOUSING AREAS

Where building is permitted it is important for it to be well laid out and to fit into its wider setting. Allowance has to be made for the traffic it creates and for the open space which is needed. The Policies also deal with the priorities for improving the environment for housing.

H15 DESIGN OF NEW HOUSING DEVELOPMENTS

The design of new housing developments and residential institutions will be expected to:

- (a) provide easy access to homes and circulation around the site for people with disabilities or with prams; and**
- (b) provide adequate private gardens or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met for all residents; and**
- (c) provide uniform walls or fences around rear gardens next to roads, footpaths or other open areas; and**
- (d) provide pedestrian access to adjacent countryside where it would link with existing public open space or a footpath; and**
- (e) comply with Policies BE5, BE9 and BE10.**

Reasons for the Policy

Easy access to buildings and around the site allow more people with physical disabilities to remain living in and to visit in the community.

Gardens can contribute greatly to people's enjoyment of their homes. In some group-housing schemes communal space may be preferable, especially where it results in lower maintenance responsibilities for elderly people.

A mixture of different types of walls and fences creates an untidy appearance.

How it will be put into practice

By:

Deciding planning applications.

Other information

For other aspects of design, see Policies BE5, BE6, BE9, BE10 and BE12, pages 64, 65, 69, 70 and 73, and IB14, page 139.

For design in areas of architectural or historic interest, see Policies BE16 to BE21, pages 78-84.

Definitions

'Informal open space' - includes informal recreation space (see Table 1, page 229) and other incidental landscaped areas.

'Appropriate children's play facilities' - cater for each of the following age groups: under 5 year olds, 5-8 year olds, 9-12 year olds. 15 sq. m. of play space is required for each family home. For developments of 25 or more family homes, it means including some play equipment, laid out to British Standards with access for people with disabilities.

'A proportion of the site' - at least 10% of the site.

'Recreation space' and **'minimum guideline'** - see Policy LR7, page 228 and Table 1, page 229.

'Catchment area' - 400 metres for children's play space and informal recreation space, 1200 metres for youth/adult outdoor sports areas.

'Appropriate contribution' - either by direct provision or by a financial contribution, the scale of which shall be agreed through negotiations with the developer and the City Council. It should ➤

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

Consulting with groups representing disabled people.

HI6 OPEN SPACE IN NEW HOUSING DEVELOPMENTS

For new housing developments, developers will be required to ensure that there would be sufficient open space to meet the local needs of people living there.

The developer will be required to ensure that provision is made for:

- (a) well designed informal open space; and**
- (b) appropriate children's play facilities which are visible from nearby houses but not so close that they would cause disturbance; and**
- (c) outdoor sport.**

For sites over one hectare, a proportion of the site should be laid out as open space, except where:

- (d) provision of recreation space in the catchment area of the site would continue to exceed the minimum guideline after the development had taken place; and**
- (e) the developer makes an appropriate contribution, if needed, to the improvement of existing recreation space in the catchment area of the site;**

or

- (f) it would be more appropriate to provide or enhance recreation space off-site but in the catchment area of the site.**

For sites less than one hectare which involve the construction of five or more houses, the developer will be expected to make an appropriate contribution to the provision or enhancement of recreation space in the catchment area of the site if:

- (g) provision of recreation space within the catchment area is below the minimum guideline; or**
- (h) recreation space within the catchment area is in need of significant enhancement.**

Reasons for the Policy

Open space in Housing Areas helps to meet the immediate recreational needs of people living there. It is particularly valuable for those least able to travel on their own, such as children and people who are disabled and infirm.

Well designed informal open space improves the setting and appearance

reasonably relate to the scale and nature of the proposed development and the open space needs arising from that development (see Policy CF5, page 173).

Other information

For the Government's national planning guidance, see Planning Policy Guidance Note PPG17, Sport and Recreation, Department of the Environment, 1991, paragraph 20.

For new open space, see Policy LRI 1, page 234.

Definition

'Environmental improvements', 'Areas of known poverty' and 'Areas for housing renewal' - as for Policy BE4, pages 62-63. >

of houses. It can also contribute to the Green Network (see Policy GE10, page 98).

Children's play space needs to be carefully sited so it is visible from nearby houses, but it can cause disturbance if it is sited too close. This problem can be overcome if the play space is provided as part of a larger area of informal open space.

Younger children spend most of their daily lives in Housing Areas. It is important that they have safe and interesting areas in which to play close to their homes.

The Government's national planning guidance states that sport and recreation facilities can form an important component of housing developments. It indicates that it may be appropriate for local authorities to enter into legal agreements to secure the provision of on-site and off-site recreational facilities related to the development. In the case of small developments, the guidance indicates that it may be more appropriate for the developer to contribute to nearby sport and recreation or open space provision.

Whenever the population of an area increases as a result of new houses being built, pressures on the use of open space and recreational facilities in the area also rise. It is therefore, important that the quality and availability of recreational open space in the area is taken into account when new houses are built.

Larger housing developments can generate a need for new open space, but even smaller developments can have an effect, particularly in areas which are already short of recreational open space and when the cumulative impact of developments is considered.

How it will be put into practice

By:

Deciding planning applications. The phasing of open space provision with the building of new houses will be a condition of planning permission.

Negotiating with developers and entering into legal agreements to provide open space and sports facilities (see Policy CF5, page 173).

Attaching conditions to planning permissions requiring the developer to maintain new open space, where necessary, for a period of time to be agreed with the City Council.

Providing appropriate advice to developers, which could include supplementary planning guidance or planning briefs.

H17 ENVIRONMENTAL IMPROVEMENTS IN HOUSING AREAS

Environmental improvements in Housing Areas will primarily be carried out in:

Other information

For environmental improvements in other parts of the City, see Policy BE4, page 62.

- (a) areas of known poverty where the environment is unsatisfactory;**
- (b) areas for housing renewal where housing is being improved;**
- (c) the City Centre.**

Priority will be given to areas of known poverty.

Reasons for the Policy

Resources for environmental improvements will be limited over the Plan period. It will be necessary to ensure that they take place where they are most needed and where they will have the greatest impact.

If environmental improvements are too thinly scattered throughout the City they will be far less effective.

Where housing in poor condition is being improved the work should be enhanced through complementary improvements to the environment.

Parts of the City suffer from both deprivation and run-down housing. These areas most urgently need additional resources to break the link between being poor and living in a poor environment.

How it will be put into practice**By:**

Consulting with local residents to discover which improvements are most needed and acceptable.

Directing City Council resources to the types of area described in the Policy.

Encouraging developers and public agencies to carry out measures to improve the environment in areas described in the Policy (see also Policy CF5, page 173).

Attaching conditions to planning permissions for some developments in these areas.

Negotiating with developers and entering into legal agreements.

Carrying out measures which reflect the needs and character of each area, including:

- road, footpath and street lighting improvements (in addition to improvements for safety reasons);
- re-design of street layout;
- tree planting;
- landscaping;
- improvements for wildlife;
- cleaning of buildings and other structures;
- provision of play facilities;
- public seating.

Other information

For improvements to open spaces, see Policy LR10, page 232.

Definitions

'Measures to reduce the impact of traffic' - as described in Policies T12 to T14, pages 266-269.

'Through traffic' - traffic whose journey starts and ends outside the neighbourhood.

'Heavy goods vehicles' - as for Policy T17, page 272.

'Areas for housing renewal' - as for Policy BE4, page 63).

HI8 TRAFFIC IN HOUSING AREAS

Measures to reduce the impact of traffic in Housing Areas will be taken in all new housing developments and in those existing areas which:

- (a) are densely developed; and**
- (b) have the majority of houses close to the road; and**
- (c) have limited off-street parking; and**
- (d) have the highest impact from through traffic or heavy goods vehicles; and**
- (e) have a high level of road accidents; and**
- (f) are areas for housing renewal.**

Reasons for the Policy

Traffic is a major environmental and safety hazard in many Housing Areas. Action to reduce its impact can greatly improve living conditions and the quality of life. However, the resources available for such measures are limited and the City Council must identify priority areas.

The problems caused by traffic are most concentrated in areas of high density housing. Many of these areas are close to the City Centre and so take extra through traffic.

Gardens in many of these areas are often very small and children may play on the street. This makes it especially important to slow traffic and reduce the risk of accidents.

Where houses are close to the road, problems of noise, dust and fumes affect residents more.

On-street parking can be unsafe for people crossing the street and children playing in the area. It also looks unsightly. Parking on the verge or footway can worsen these problems. Because of the density of much development, it is usually not possible to provide off-street parking.

Heavy goods vehicles cause particular disturbance and danger. Action is needed to remove these along with other through traffic.

The level of road accidents is an important indicator of the current impact of traffic in an area.

Improvements will be made to the environment of areas for housing renewal (see Policy HI7 above). These will normally include measures to reduce the impact of traffic.

How it will be put into practice

By:

Including traffic calming measures in planning briefs and design guides for housing development.

Other information

For other guidance on traffic calming in residential areas, see Design Bulletin (DB32), Residential Roads and Footpaths; Layout Considerations, Departments of the Environment and Transport, 1992.

Identifying and monitoring the impact of traffic in the most affected streets in Housing Areas.

Using City Council resources and powers to carry out traffic calming measures such as access and speed restrictions. Such measures could include schemes allowing parking for residents only (see Policy T12, page 266).

Spending the available resources mainly on area-based schemes which will benefit large numbers of people in areas where traffic has the greatest impact (see Policy T13, page 267).