

Policy Committee Decision Report

Title of Report: Housing Growth Delivery Plan
Date of Decision: 11th December 2024
Report To: Strategy and Resources Policy Committee
Report Of: Kate Martin, Executive Director – City Futures
Report Author: Anna Peysner, Interim Head of Housing Growth

Executive Summary: This report seeks the approval from Strategy and Resources Policy Committee for a five-year Housing Growth Delivery Plan. The report summarises the key content of the Plan and its links to relevant tier one documents. It is recommended that the Committee consider and approve the adoption of the Housing Growth Delivery Plan (Appendix 1).



Council Plan outcomes:

[Great neighbourhoods that people are happy to call home](#)

[A city on the move – growing, connected and sustainable](#)

Policy Committee remit:

This report is to be considered by the Strategy and Resources Policy Committee, as its remit includes responsibility for any issue identified as being of significant strategic importance or financial risk to the Council (which is by its nature crosscutting): [Part 3C - 3.3 Matters Delegated to Committees May 2024.pdf \(sheffield.gov.uk\)](#)”

Does the report contain confidential or exempt information? [Yes/No]

No

Recommendations:

Strategy and Resources Policy Committee is recommended to:

1. Consider and approve the adoption of a new five-year Housing Growth Delivery Plan (Appendix A), Action Plan (Appendix B) and Delivery Programme (Appendix C).

Financial Implications: Yes - Approved by: Paul Foster

Legal Implications: Yes - Approved by: Rebecca Lambert

Equality and Inclusion Implications: Yes - Approved by: Bashir Khan

Full Equalities Impact Assessment completed with EIA number: 2887

Climate Change Implications: Yes - CIA#68 approved by the sustainability team.

Background Papers:

[Housing Strategy 2024 - 2034](#)

[Emerging Draft Sheffield Plan](#)

[Sheffield City Centre Strategy Vision](#)

[Strategic Housing Market Assessment 2018](#)

[Sheffield Local Housing Needs Assessment 2024](#)

Appendices:

Appendix A: Housing Growth Delivery Plan

Appendix B: Action Plan

Appendix C: Delivery Programme

Appendix D: Glossary

Appendix E: Equalities Impact Assessment

Appendix F: Climate Impact Assessment

1. Background to the issue

1.1 The Housing Growth Delivery Plan is an important step forward in showcasing how Sheffield City Council (“the Council”) will deliver much needed housing growth over the next five years.

1.2 Strategic Context

1.2.1 Our Housing Growth Delivery Plan outlines how the Council intends to influence the new-build housing market to bring about the vision in the Housing Strategy, utilising the sites made available for housing purposes in the Sheffield Plan.

1.2.2 The recently approved Housing Strategy 2024, a Tier 1 Strategy, sets out our goals for housing in the city by 2034. This vision is that “Everyone in Sheffield has a home that supports good health and is suitable for their needs and aspirations. We want people to have more housing choice and better access to a home which is safe, affordable, and ready for a changing climate.”

1.2.3 The Sheffield Plan is our vision for how the city will grow by 2039. The plan allocates 313 sites for housing and sets standards for environmental performance, accessibility and space standards on new developments up to 2039. The plan sets an overall housing target of 2,040 new homes per year.

1.2.4 The City Centre Strategic Vision sets out the ambition to transform the City Centre through the development of around 20,000 new homes.

1.2.5 The publication of the Housing Strategy, City Centre Strategic Vision and the emerging Sheffield Plan provides the strategic framework for housing delivery that the city needs. This framework for delivery provides certainty and clarity on our ambitions for housing growth in the city and is an opportunity for the Council to build upon over the coming years.

1.3 Alongside the strategic framework now in place, work has been undertaken to encourage housing delivery by partners in the city. The most significant aspect of this work is the establishment of the Sheffield Together Partnership. This is comprised of Sheffield City Council, Homes England (HE), the South Yorkshire Mayoral Combined Authority (SYMCA), the Sheffield Property Association (SPA), and members of the South Yorkshire Housing Partnership (SYHP) coalition of developing Housing Associations. This partnership aims to boost collaboration,

increase transparency on delivery pipelines and prioritise efforts on key sites with potential to catalyse future delivery. This partnership is now well established and has brought key stakeholders together to bolster housing delivery across the city.

- 1.4 The primary focus for housing growth in Sheffield is the city centre: plans centre on the aim to increase the population and improve the vibrancy of the city centre which is only achievable through the creation of new, distinctive neighbourhoods where people want to live.
- 1.5 In prior years, affordable housing delivery in Sheffield has been predominantly fuelled by Council direct delivery of the Stock Increase Programme, a limited Housing Association programme and minimal units through Section 106 Planning obligations. In future years, the Sheffield Together Partnership will take actions to support affordable housing delivery.
- 1.6 National policy drivers include changes to National Planning Policy Framework, Renters Reform Bill, Building Regulations & environmental regulation (incl. Biodiversity Net Gain). Housing delivery and affordability is an issue across the country and Sheffield faces similar issues to many large cities in the UK.

2. Proposal

- 2.1 The Housing Growth Delivery Plan sets out how the Council and its partners will promote housing growth in the city over the next five years. Housing delivery will be in line with the Housing Strategy's vision. Underpinning that vision are five ambitions. The Housing Growth Delivery Plan illustrates how the Council will deliver on the ambition for "More Homes and Housing Choice" and the five priorities that underpin this ambition.
- 2.2 The Housing Strategy ambition for "more homes and housing choice" is accompanied by five priorities, our Housing growth Delivery Plan is structured around delivery plans for these priorities.
- 2.3 Priority 1: Increase the range of good quality homes for all residents
 - 2.3.1 Policies introduced in the Sheffield Plan will improve space standards, adaptability and accessibility standards in new developments
 - 2.3.2 We will continue to influence the private market with Sheffield Housing Company developments, demonstrating that high quality housing can be commercially successful in difficult housing markets.

2.4 Priorities 2 & 3 Accelerate Regeneration and develop new lifetime neighbourhoods

- 2.4.1 The Sheffield Plan identifies 5 Priority Locations for new housing in the City Centre, supported by a Priority Neighbourhood Framework for each location; Neepsend (1,600 homes), Furnace Hill (2,000 homes), Moorfoot (2,000 homes), The Wicker (800 homes), Castlegate area (900 homes).
- 2.4.2 The Council is working in partnership with Homes England to kick start regeneration within three of the Priority Neighbourhoods through the acquisition and development of 'catalyst sites'.
- 2.4.3 Further regeneration areas in the City Centre include the Station Campus area, West Bar, Park Hill and the Devonshire Quarter.
- 2.4.4 In addition to the focus on the City Centre, there is a need to improve the housing offer across Sheffield. Suburban regeneration plans at Attercliffe and Gleadless Valley offer an opportunity to deliver strategic, low-carbon and place-based masterplans to regenerate these neighbourhoods. This approach could be rolled out to further neighbourhoods and large council estates to revitalise the housing offer.

2.5 Priority 4 Increase affordable housing provision

- 2.5.1 Our efforts to increase affordable housing provision have been split into four workstreams.
- 2.5.2 Partnerships and Policies
 - 2.5.2.1 The Sheffield Together Partnership has a common goal to boost affordable provision. Partners are working together to lift barriers to delivery in the city and collaboration has increased.
 - 2.5.2.2 The emerging Sheffield Plan will require affordable housing contributions on sites of ten or more homes across the city, where economically viable. There will be a requirement of between 10% and 30% dependent on the area. This will be an increase on existing policy, where four areas do not require a contribution.
- 2.5.3 Delivery Routes
 - 2.5.3.1 Five Stock Increase Programme sites to be delivered over the next five years to deliver 468 new affordable



homes. This will include purpose built older peoples' accommodation.

2.5.3.2 Housing Associations have made a strong commitment to Sheffield and will be seeking to boost their pipeline over coming years. The establishment of the South Yorkshire Housing Partnership and efforts by the Sheffield Together Partnership aims to boost this pipeline of sites.

2.5.4 Land

2.5.4.1 The Council is preparing a programme of site disposals to deliver affordable housing. This could deliver up to 500 affordable homes over the next five years, viability permitting.

2.5.4.2 The Sheffield Together Partnership has developed a joint housing pipeline, engaging with landowners to test the range of intervention scenarios necessary to facilitate delivery. Delivery plans will then be prepared for key sites to develop strategies for delivery.

2.5.5 Finance

2.5.5.1 We will continue to look for grant funding opportunities to support affordable delivery – Homes England, SYMCA and MHCLG funds have all recently been accessed.

2.5.5.2 HRA borrowing and capital receipts will be utilised to fund the Council's new build programmes. We are aiming to make the new Council homes delivered as affordable as possible for tenants. In light of this, we will look for opportunities to deliver social rented homes if it is financially viable and work with funders to seek out grant to support social rented properties.

2.5.6 Affordable Housing Need

2.5.6.1 A Local Housing Needs Assessment (LHNA) has been commissioned to help support the progression of the Sheffield Plan as it is examined by an independent inspector, prior to adoption. This is the most recent assessment of affordable housing need in the city and supersedes the Strategic Market Assessment of 2019, which set an affordable need of 902 homes per year.

- 2.5.6.2 The LHNA follows Planning Practice Guidance to identify the need for affordable tenures and forecast what the future need for these tenures will be, based on demographic modelling over the lifetime of the Sheffield Plan period.
- 2.5.6.3 The LHNA identifies an affordable housing need estimated at 2,032 homes per year. This assessment is an estimate of current need, annualised over the Sheffield Plan period, and a set of projections on newly forming need and households that may fall into need over the lifetime of the plan. A breakdown of this is seen in the table below:

Need for Affordable Housing	Total
Current need – annualised per year	362
Newly forming households projection	2,745
Existing households falling into need	1,160
Total Gross Need	4,267
Relet/resale supply of existing houses	-2,235
Net Need	2,032

- 2.5.6.4 Although the LHNA identifies the need for 2,032 homes, it is unrealistic and undesirable to meet this full need through housing growth. While growth will play a significant role and we will aspire to provide as many new build affordable homes as possible, the need must be met through a variety of means.
- 2.5.6.5 Housing growth in the city must meet the needs of all residents through a range of tenures. The delivery of only affordable housing would have an adverse impact on the wider housing market. Additionally, given the availability and financial viability of development land in the city, it would not be realistic to only deliver affordable homes.
- 2.5.6.6 It is essential that the Council influences the need for affordable housing through ways other than housing growth. The factors that impact affordable housing need are complex. The wider economic factors that influence affordable housing need play a significant role in the projections of housing affordability. Over

the lifetime of the Sheffield Plan, these economic factors will change. The Council will be focussing its efforts to boost economic growth to positively impact the overall housing need demand. In addition, we will be making improvements to the existing social housing system to reduce the number of empty properties and improve the suitability and sustainability of tenancies. Through these efforts, as well as an ambitious set of housing growth programmes, we aim to tackle affordable housing need through a variety of means.

2.6 Priority 5 Build homes for the future

- 2.6.1 Policies brought forward in the Sheffield Plan will help tackle the Climate Emergency by guiding how development takes place through design, layout and mitigating against climate change. Developments that result in new dwellings or new non-residential buildings will be required to reduce their regulated carbon emissions by at least 64% from 1 January 2025 and be net zero carbon (in terms of both operational carbon and embodied carbon) from 1 January 2030
- 2.6.2 A brownfield first approach has been taken to site allocation in the Sheffield Plan, this is to encourage the reuse of existing buildings wherever possible. This can significantly reduce the consumption of natural resources.
- 2.6.3 Plans for the regeneration of Gleadless Valley neighbourhood involve significant efforts to promote reduced energy costs. A small number of homes within Gleadless Valley will be selected for a 'deep retrofit' pilot to design and deliver a high standard of energy efficiency for these homes. The aim will be to demonstrate successful retrofit designs for housing typologies in Gleadless Valley, raise environmental awareness, develop the supply chain, invest in green skills
- 2.6.4 Climate resilience is addressed through mitigating measures for flooding – these include SUDs and attenuation tanks.

2.7 The delivery plan will publish a rolling five-year programme and action plan to be updated annually. Any changes to programmes or new projects will be explained in future updates.

2.8 Over the next five years, the programmes of delivery described in the Housing Growth Delivery Plan are aiming to deliver the following completions:

- 2,200 Affordable Homes enabled by Council programmes
- 850 Affordable homes as a further future ambition
- 1,800 Private market homes enabled by Council programmes

2.9 Affordable housing delivery significantly accelerates over the course of the delivery plan period as our programmes of delivery come on stream. Further efforts to increase affordable delivery will be explored. The Council's own new build and acquisition programme will continue, changes to Planning policy will be implemented through our new Sheffield Plan to increase affordable contributions and the work undertaken by partners of the Sheffield Together Partnership will boost delivery.

2.10 We will explore further options available to us to increase the supply of affordable homes in the city and future iterations of the Housing Growth Delivery Plan will expand on these efforts. We have an ambition to increase starts on site of affordable housing up to 900 homes in year by 2029/30. These ambitions can be realised through changes to the national funding landscape and new development opportunities.

2.11 Action Plan

2.11.1 The action plan will be updated annually and will show what actions the Council is taking to promote housing growth. Progress should be measurable to the public and any delays or changes to programmes will be explained in future iterations of the plan.

2.11.2 In Appendix C the programme of sites in the Sheffield Plan which the Council has influence over, will be published to provide transparency on the delivery of housing growth.

2.12 Governance & Performance

2.12.1 As a junior, tier 2 strategic document, to the Housing Strategy, the Housing Policy Committee will be responsible for overseeing the Delivery Plan's performance. Some projects will also be monitored by the Transport, Regeneration and Climate Committee. In addition, monitoring will also take place via the Sheffield Together Partnership and the Sheffield Housing Growth Board where relevant. Further monitoring arrangements for the Delivery Plan will be developed where gaps are identified and where these don't duplicate existing governance arrangements.

2.12.2 The appended action plan and programme of delivery will be updated periodically to report on progress and performance.

3 How does this decision contribute to the Council Plan?

3.1 Council Plan outcome

3.1.1 The main outcome the delivery plan will contribute to is the priority for **Great Neighbourhoods that people are happy to call home**. The delivery plan will increase the availability, quality and range of housing in our neighbourhoods.

3.1.2 The Delivery Plan will also contribute to the delivery of the priority of **A City on the Move – growing, connected and sustainable**. Through the delivery of more homes on inner city brownfield land to reduce the need to travel.

3.2 People – Prosperity – Planet

3.3 The Housing Growth Delivery Plan will contribute towards the Council Plan ‘Together we get things done.’ – collaboration will be key to delivering much needed housing growth across the city. The three interlocking policy drivers in the Council Plan: People, Planet and Prosperity will be supported by:

3.3.1 People

- Improving access to homes that are affordable to rent, buy and run, and meet the needs of our communities.

3.3.2 Prosperity

- Helping attract and retain higher income households in the city through a balanced housing market which assists aspirational housing choices.
- Delivering safe, high-quality homes, giving more people the best foundations to learn and play an active role in our growing economy

3.3.3 Planet

- Setting an example of low carbon development and helping to signpost and regulate others.
- Maximising use of our brownfield sites to ensure the most efficient use of land and protect nature and biodiversity.
- Ensuring new homes are sustainable, fit for long term purpose, meeting the needs of the local population and reducing the need to travel.
- Homes built to high standards, meeting new climate focused standards, regulations and legislation.



- Reducing risk of flooding through better green infrastructure and sustainable urban drainage systems.
- Each new build housing development that the council undertakes will have an individual Climate Impact Assessment that considers carbon emission impacts in more detail.

3.4 City Goals

3.3.1 The housing Growth Delivery Plan will primarily support the City Goal to create **A Sheffield for all generations** – through providing homes that meet the needs of our diverse communities

4 What community or partner engagement has been undertaken and how has it informed the proposal?

4.1 No specific engagement has been undertaken for the Housing Growth Delivery Plan as the plan reflects the ambitions that were that were extensively consulted on as part of the Housing Strategy.

4.2 Two phases of consultation were undertaken with the public and partners to develop the Housing Strategy. The first phase was carried out in early 2024 and included a residents’ survey of over 800 residents. The second phase had over 1,000 responses and was carried out in July 2024 and had a particular focus on increasing responses from groups underrepresented in phase one.

4.3 Housing Strategy Phase Two Consultation Report – Campbell Tickle, July 2024

4.3.1 88% of respondents agreed with the draft ambition of “More homes and housing choice” in the phase two of consultation on the Strategy.

4.3.2 There was net agreement with all priorities for this ambition in the Strategy, with the lowest support for the priority to “Create new lifetime neighbourhoods in and around the city centre” (76%). The average for the other four priorities was 91%.

4.3.3 Stakeholders were interested in how the Housing Strategy would be delivered, wanting to know actions, their role and performance indicators as well as highlighting a need for transparency and engagement. Our Housing Growth Delivery Plan includes an action plan and programme to bolster this effort to improve openness and transparency.

5 What alternative options did we consider?

5.1 Alternative Option 1: Do not develop a Housing Growth Delivery Plan



It is not a statutory duty to develop a Housing Growth Delivery Plan, and the Council could have chosen not to develop a plan for housing growth. This option was rejected as the delivery plan will provide clarity and certainty on the Council's delivery programmes for housing growth. This will support further investment in the city and bolster the transparency of the Council's plans.

5.2 Alternative Option 2: Deliver fewer affordable homes as part of our Housing Growth Delivery Plan

A delivery programme which included fewer affordable homes was considered – our preferred programme includes significant disposal of land and investment into affordable housing. This option was rejected as the Council needs to deliver as much new affordable housing as possible through growth in order to meet the need for these tenures.

6 How has equality, diversity and inclusion been actively considered?

Decisions need to consider the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010.

This is the duty to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The Equality Act 2010 identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation. Also identified and considered is care experience which is now treated as a protected characteristic in Sheffield.

An Equality Impact Assessment (2887) has been carried out and highlights that housing is an issue that is relevant to everyone, but the plan recognises that some residents, with protected characteristics, are more likely to have increased challenges relating to housing.

The Housing Growth Delivery Plan will illustrate how the Housing Strategy's ambition for more homes and housing choice will be delivered in the city over the next five years. The provision of more housing, particularly affordable housing, will have a benefit for all residents of Sheffield. All protected groups will be positively impacted by the plan if housing, and in particular affordable housing, options are increased within the city.

7 Financial and Commercial Implications

7.1 Significant investment will be required to meet the ambitions of this Housing Growth Delivery Plan. Individual delivery projects and plans that require Council investment will be brought forward with separate business cases and resource asks for consideration and approval.

7.2 The Housing Growth Delivery Plan includes a programme of disposals or procurement of affordable housing on Council owned land. Approval for these disposals/procurement will be sought in line with the Council's Constitution, Part 3 – Matters Delegated to Committees and Sub-Committees.

8 Legal Implications

8.1 Under section 8 of the Housing Act 1985 (the 1995 Act) every local housing authority is required to consider and review on a periodic basis the housing conditions in their area along with the housing needs of the area with respect to the provision of further housing accommodation. This means that local authorities are under a duty to assess the housing needs of their population and plan strategically to meet that need. The production of a Housing Growth Delivery Plan provides a mechanism through which the Council can plan strategically to meet the housing need in Sheffield.

8.2 The Council has powers of acquisition of land and housing for the purposes of Part II of the 1985 Act under section 17 of that Act. Section 18 of the 1985 Act provides that where houses are so acquired the Council must secure that they are used as housing accommodation as soon as practicable after acquisition. By virtue of section 9 of the 1985 Act the power to provide housing accommodation for the purposes of Part II may be exercised by disposing of houses so provided, for example for use for shared ownership. Dwellings and land held for Part II of the 1985 Act are accounted for within the Housing Revenue Account by virtue of Part VI of the Local Government and Housing Act 1989.

8.3 Whilst the Council has powers to carry out any of the interventions identified in the Delivery Plan there are no other direct legal implications arising from this report. The implementation of any of the proposals arising out of plans detailed in the delivery plan may be subject to further decision making in the future as they progress and any legal implications arising out of these proposals will be considered fully at this time.

9 Climate and Environmental Implications

9.1 Sheffield City Council declared a climate emergency in 2019, with an ambition to become a net zero carbon city and Council by 2030. The



Housing Growth Delivery Plan sets out ambitions and plans to grow housing within the city, and it is acknowledged that any construction of homes will have an impact on carbon emissions. The plan outlines why housing growth is needed, and the ways that carbon emissions can be mitigated and managed. It is essential to increase housing stock within the city due to the national and local housing crisis. We do not currently have enough homes to adequately meet housing need in Sheffield

9.2 Building and constructing new housing has an unavoidable impact on emissions. A significant proportion of a buildings carbon emission will arise from the materials used and the construction process. The embodied carbon emissions of a building can be equivalent to years of the buildings operational carbon emissions. This is unavoidable; however, the Council has a role to play both in setting an example of low carbon development and in helping to signpost and regulate others. We can mitigate and manage this by ensuring our new homes are sustainable and fit for long term purpose, meeting the needs of the local population and reducing the need to travel. New homes will be built to high standards, with renewable technologies and sustainable materials used. Homes will meet new climate focused standards, building regulations, and legislation and the Council's own ambitions to be a leader in this industry.

9.3 The Plan ties in with both the Sheffield (Local) Plan and the Housing Strategy and both have commitments to help tackle the climate emergency. Following approval of the Housing Strategy we will be developing a Residential Net Zero delivery plan, which will include actions to reduce the environmental impact of new development. The Sheffield (Local) Plan has policies within it to help tackle the climate emergency by guiding how development takes place through design, layout and mitigations.

9.4 More detail on specific climate and environmental implications and mitigations can be found in the climate impact assessment CIA ID#68

10 Other implications

10.1 None, decisions will be sought from the relevant committees for individual projects and programmes when required.

11 Reasons for decision

11.1 The Housing Growth Delivery Plan will provide clarity and certainty on the Council's ambitions for housing growth over the next five years. It shows how the sites made available for housing purposes will contribute towards the Housing Strategy's ambition for 'more homes and housing choice'. The delivery plan will be an important document that helps to

shape how we collaborate with partners across the city meet the ambitions for housing growth in the city.

