



Report to Policy Committee

Author/Lead Officer of Report: Simon Vincent,
Service Manager (Strategic Planning)

Tel: 0114 2735259

Report of: Executive Director, City Futures

Report to: Transport, Regeneration and Climate Policy Committee

Date of Decision: 3 November 2022

Subject: Endorsement of the Publication Draft Sheffield Local Plan ('The Draft Sheffield Plan')

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1276				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
N/A				

Purpose of Report:

The content of this report is intended to go through the committee process and finally to full Council to seek approval to consult on Sheffield's Publication Draft Local Plan ('The Sheffield Plan'). It summarises the benefits of the Local Plan and outlines the process that should enable the Plan to be adopted by the end of 2024. The Committee is also asked to endorse the public consultation strategy on the Publication Draft Plan.

Recommendations:

It is recommended that the Policy Committee:

- (a) Endorses the Publication Draft Sheffield Plan for the purposes of public consultation;
- (b) Endorses the consultation programme for seeking the public's view on the

Publication Draft Sheffield Plan;

- (c) Endorses the list of 'submission documents' as defined in paragraph 4.3.3 and listed in paragraph 4.3.4 that will form part of the public consultation.
- (d) Refers this report to the Strategy and Resources Committee for their consideration in advance of seeking full Council's approval of the Publication Draft Plan, the consultation programme and the list of 'submission documents'.
- (e) Requests that any 'schedule of suggested amendments' (referred to at paragraph 1.11.2) compiled after the consultation of the Publication Draft Sheffield Plan be approved by the Strategy and Resources Committee and full Council prior to submitting the relevant documents to the Government.
- (f) Delegates authority to the Chief Planning Officer, in consultation with the Chair of this committee, to approve any non-material amendments to the Publication Draft Sheffield Plan and consultation programme prior to public consultation and any adjustments to the list of submission documents set out in paragraph 4.3.4.

Background Papers:

- Publication Draft Sheffield Plan:
 - Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations
 - Part 2: Development Management Policies and Implementation
 - Annex A: Site Allocations
 - Annex B: Parking Guidelines
 - Key Diagram
 - Policies Map (digital map only)
 - Glossary
- [Report to the Cooperative Executive \(16 February 2022\) – Sheffield Local Plan Spatial Options](#)
- [Sheffield Statement of Community Involvement](#) (July 2020)
- Sheffield [Local Development Scheme](#) (21 October 2021)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Chris Nicholson
	Legal: Victoria Clayton & Portia Watkins
	Equalities & Consultation: Louise Nunn
	Climate: William Stewart
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	

2	EMT member who approved submission:	Kate Martin, Executive Director, City Futures
3	Committee Chair consulted:	Julie Grocutt & Mazher Iqbal
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
Lead Officer Name: Simon Vincent		Job Title: Service Manager (Strategic Planning)
Date: 26 October 2022		

1. PROPOSAL

1.1 Overview

- 1.1.1 Members are asked to endorse the Publication (Pre-Submission) Draft Sheffield Local Plan (what we are calling 'The Sheffield Plan') for public consultation, ahead of it being considered by the Strategy and Resources Policy Committee and full Council. The new plan will guide the future of the city by setting out the vision and policies for how and where development will take place up until 2039. It is expected that the Plan will be adopted by the end of 2024, following a public examination by a planning inspector. Once adopted it will become the city's primary land-use and place-shaping strategy. It will cover the whole city except for the areas in the Peak District National Park (where the Peak Park Authority is responsible for planning).

Throughout this report we refer to the Publication (Pre-Submission) Draft Sheffield Local Plan as the 'Draft Sheffield Plan' or simply the 'Draft Plan'.

1.2 Background

- 1.2.1 Section 19 of the Planning and Compulsory Purchase Act 2004 (the **2004 Act**) requires the local planning authority to identify the strategic priorities for the development and use of land in its area and set out policies to address those priorities in "development plan documents" (which are often collectively referred to as the "Local Plan"). Together, Section 19 of the 2004 Act and the National Planning Policy Framework¹ require that strategic policies set out an overall strategy for the pattern, scale and quality of development and make sufficient provision for housing, employment, retail, leisure and other commercial development, infrastructure and community facilities. The strategic policies are also required to cover the conservation and enhancement of the natural, built and historic environment, as well as including policies designed to secure contribution towards mitigation of and adaption to climate change².
- 1.2.2 The Local Plan is required by statute and the Council's constitution to be adopted by full Council. The Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) set out the process that must be followed for preparing the Local Plan before it can be adopted. The Draft Sheffield Plan has been produced under Regulation 19 of those Regulations.

¹ See <https://www.gov.uk/government/publications/national-planning-policy-framework--2>; paragraph 20.

² Section 19(1B-1E) of the Planning and Compulsory Purchase Act 2004.

- 1.2.3 The Council's current Local Plan comprises 'saved' policies in the Unitary Development Plan dating back to 1998 and the Core Strategy dated 2009. Many of the policies in the current documents are out of date. A new plan is needed to conform with national policy in the latest National Planning Policy Framework (NPPF) (2021). The Sheffield Plan will replace all the existing development plan documents except for three policies in the Sheffield Core Strategy relating to waste management³. A separate Joint Waste Management Plan is being prepared with the other South Yorkshire local authorities; this will replace the remaining three Core Strategy policies once it has been adopted.
- 1.2.4 Consultation on the [Sheffield Plan Issues and Options document](#) took place in September/October 2020. That document was published under Regulation 18 of the Town and Country Planning Regulations⁴. The 2020 Issues and Options consultation was effectively a re-run of consultation undertaken in 2015 and was necessary to reflect new evidence and changes to national planning policy.
- 1.2.5 A revised [Local Development Scheme](#) (LDS) for the Sheffield Plan came into effect on 21st October 2021, following approval by the Cooperative Executive the previous day. The LDS sets out the timetable and process for producing the Plan and shows it being adopted by December 2024.
- 1.2.6 The revised Local Development Scheme was published following previous delays in the timetable for producing the Local Plan. Consultation on the Sheffield Plan Issues and Options took place 2 months later than planned due to the Covid-19 pandemic. Revisions to the timetable were also necessary to allow time for further dialogue with Members on the implications of the Government's Planning White Paper (published August 2020) and subsequent changes to national planning policy and guidance (including, most significantly, revisions made in December 2020 to the national standard methodology for calculating housing need). Furthermore, following the change of Council administration in May 2021, time was needed to brief the new administration on spatial options for potentially accommodating future growth (at a level that was much higher than was previously anticipated when the public consultation took place on Issues and Options in autumn 2020).
- 1.2.7 In the Issues and Options document (2020), we had suggested that, based on the Government standard methodology at the time, Sheffield's housing need was around 2,185 additional homes per year (including 50 homes per year needed to replace those lost through demolition or conversion). The total need over the period 2020-2038 (18 years) was therefore 39,330 homes. This figure was rounded up to 40,000 homes

³ The waste management policies to be retained are:
Policy CS68 Waste Development Objectives; Policy CS69 Safeguarding Major Waste Facilities;
Policy CS70 Provision for Recycling and Composting

⁴ Town and Country Planning (Local Planning) (England) Regulations 2012, Regulation 18.

for the purposes of the Issues and Option consultation.

- 1.2.8 The Issues and Options document set out various options for meeting future housing and employment needs. This included the option of accommodating more housing in the Central Area of Sheffield and two options for releasing Green Belt land to provide land for either 5,000 or 10,000 homes.
- 1.2.9 However, in December 2020, the Government revised the standard methodology for calculating housing need; this potentially had significant implications for the Sheffield Plan. The original methodology (first published in 2017) was revised by simply applying a 35% uplift to the need figures to London and the 19 other largest urban centres in England. This included Sheffield and meant that the city's housing need figure increased from under 40,000 homes to over 53,500 homes over the period 2021-2039.
- 1.2.10 A series of briefings and discussions with Members were held in autumn 2021 and early 2022 to consider the implications of the revised standard housing need methodology. 5 revised spatial options were considered (although these were broadly similar to the three options considered in the Issues and Options consultation in 2020; the main difference being the amount of development on Green Belt land that might be necessary if the housing need figure were to be met in full). The 5 options were considered by all the political groups and by members of the Climate Change, Economy and Development Transitional Committee. This included 3 workshops with Members of the Transitional Committee between November 2021 and January 2022 to enable full discussion of the issues. The issues were also considered by the Cooperative Executive on 13th January 2022 and by full Council on 2nd February 2022.
- 1.2.11 On 16th February 2022, the Cooperative Executive decided against preparing the Sheffield Plan on the basis of meeting the full housing need calculated using the Government's revised standard methodology. Instead, it was agreed that the housing requirement should be limited to the number of homes that can be accommodated on suitable brownfield and previously undeveloped (greenfield) sites in the existing urban areas and that the release of Green Belt land for development should be limited to sustainably located brownfield sites. Under national policy, exceptional circumstances are needed to alter the boundary of the Green Belt but Members concluded that those circumstances do not exist to justify the removal of greenfield land from the Green Belt.
- 1.2.12 The Draft Sheffield Plan has been written to take account of the decision on the preferred spatial option taken by the Cooperative Executive on 16th February 2022.

1.3 Summary of Comments made on the Sheffield Plan Issues and Options document

1.3.1 The following paragraphs provide a brief summary of the comments made on the Sheffield Plan Issues and Options document 2020. A full summary of the comments made is available in the [Sheffield Plan Issues and Options – Interim Consultation Report](#) (March 2021).

1.3.2 Comments from the public and voluntary organizations

- Many were in favour of the housing target being set locally
- Strongly against development on Green Belt land
- Strongly against development on low quality urban greenspace – preference for enhancement
- Concerns about impact of development on landscape character
- Support for reuse of brownfield sites
- Many respondents urging radical action to tackle the Climate and Biodiversity Emergencies – but some concerns that the 2030 target is unrealistic
- Important to provide a mix of housing (size/type), including affordable (more space, gardens)
- Concerns about the future of offices and shops in the city centre
- Support for existing employment locations – city centre/Upper & Lower Don Valley
- Many (incl. developers) stated need for accessible employment locations
- Broad support for better public transport/active travel/electric vehicle infrastructure

1.3.3 Developers/agents/landowners

- Considered the housing requirement should be higher than 40,000 homes (2,185/yr)
- Agreed that Sheffield and Rotherham form a single housing market area (but with links to North East Derbyshire, Barnsley & Chesterfield too)
- Argued that Green Belt release is necessary to meet housing needs and support economic growth
- Suggested sufficient sites are needed to provide market choice and to enable affordable housing to be provided (on economically viable sites)
- Concerned about deliverability of brownfield sites and lack of demand for apartments
- Expressed the view that housing density should reflect character of area
- Importance of providing employment land was emphasised (especially Advanced Manufacturing Innovation District)

1.4 Scope of the Draft Sheffield Plan

1.4.1 The Draft Sheffield Plan comprises:

- Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site

Allocations

- Part 2: Development Management Policies and Implementation
- Annex A: Site Allocation Schedule
- Annex B: Parking Guidelines
- Key Diagram
- Policies Map (digital map, online)
- A Glossary¶¶

All of the documents are 'development plan documents' which means they will carry significant weight in planning decisions once the Plan has been adopted. Planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise⁵.

- 1.4.2 **Part 1** of the Draft Sheffield Plan sets out the overall strategy for future growth and development of the city - the approach reflects the preferred spatial option agreed by the Cooperative Executive in February 2022. It establishes the overall **vision, aims and objectives** of the Plan. It also includes the **overall growth plan**, the **spatial strategy** and identifies the **hierarchy of 'town centres'** (City Centre, District Centres and Local Centres). The spatial strategy is illustrated on the **Key Diagram**.
- 1.4.3 Part 1 also includes policies that apply in different parts of the city – the **'Sub-Area Policies'** and a list of **Site Allocations (in Appendix 1)**. For ease of presentation, the plan divides the city into nine sub-areas – these are shown on the map in Appendix 1 to this report. The sub-area policies set out the amount and location of growth in each area. They also identify areas to be protected from development, proposed new open space and outline key infrastructure projects⁶ that are planned in each area.
- 1.4.4 The final section of Part 1 includes a number of **'topic policies'** that deal with strategic issues relating to the future development of the city. They cover housing, transport, blue and green infrastructure, design principles and priorities, and delivery of infrastructure.
- 1.4.5 The strategic policies in Part 1 will replace all those in the current Core Strategy, apart from those relating to waste management (see paragraph 1.2.3 above). Any neighbourhood plans that are produced will need to be consistent with the strategic policies (once the Sheffield Plan has been adopted). Neighbourhood planning groups that already have adopted neighbourhood plans (Dore and Broomhill, Broomfield, Endcliffe, Summerfield & Tupton (BBEST)) will be notified about publication of the Draft Sheffield Plan so that they can consider whether their plans need to be amended in any way).

⁵ NPPF, paragraph 47.

⁶ Further detail on infrastructure provision will also be provided in a separate Infrastructure Delivery Plan (IDP)

- 1.4.6 **Part 2** of the Plan includes the **development management policies**. These provide more detailed criteria for assessing planning applications and, once the plan is adopted, will replace the ‘saved’ policies in the Unitary Development Plan. Importantly, they include policies relating to a series of ‘Policy Zones’ where uses are listed as ‘preferred’, ‘acceptable’ or ‘unacceptable’. This is very similar to the ‘Policy Areas’ that apply in the current UDP.
- 1.4.7 The policies in Part 2 also set out how development should be designed and other requirements and standards to make development sustainable (e.g., policies on carbon reduction, managing flood risk and biodiversity). This Part of the Plan also includes policies which are needed to ensure that development is inclusive (e.g., on local employment, affordable housing, housing space standards, safeguarding community facilities and wheelchair accessible housing).
- 1.4.8 **Annex A: Site Allocation Schedule** provides more detail on the allocated development sites list in Part 1 of the Plan. The approximate amount of development on each of the site is specified and any conditions that need to be met for the site to be developed are set out. For example, this might include specifying the proportion of the site that should be laid out as open space or identifying areas of biodiversity value that must be protected.
- 1.4.9 **Annex B: Parking Guidelines** sets out the levels of parking that should be provided for different types of development. It covers car parking, provision of electric vehicle charging infrastructure, cycle parking and accessible parking for disabled people.
- 1.4.10 The ‘**Policies Map**’ uses an Ordnance Survey base map and represents the plan spatially. The Map is intended to be used online where layers of information can be turned on and off to make it easier to use. It shows the boundaries of the different ‘Policy Zones’ (see paragraphs 1.9.4-1.9.6 below). The map also show the proposed Site Allocations, as well as a wide range of other designations (e.g. Local Wildlife Sites; Strategic Road Network; Conservation Areas).
- 1.4.11 A **Glossary** of technical terms has also been produced to help users of the Plan and to aid consistent application of the policies through the use of clear definitions.

1.5 Overall Vision, Aims and Objectives

- 1.5.1 The overall vision of the Sheffield Plan is:

In 2039, Sheffield will be a fair, inclusive and environmentally sustainable city. It will be playing a nationally significant economic role at the heart its region, with thriving neighbourhoods and communities, and have a distinct urban and rural identity.

- 1.5.2 The Vision is underpinned by 8 aims. These are:

Aim 1: A fair, inclusive and healthy city

Aim 2: An environmentally sustainable city that has responded effectively to the Climate Emergency

Aim 3: Thriving neighbourhoods and communities with high quality and affordable homes provided in sustainable locations

Aim 4: A strong economy based on lifelong learning, innovation and enterprise that delivers decent living standards for everyone

Aim 5: A vibrant City Centre which is a great place to work, live and visit

Aim 6: A connected city which has a sustainable, efficient and safe transport network and excellent digital connectivity

Aim 7: A green city that continues to cherish, protect and enhance its biodiversity and green and blue infrastructure

Aim 8: A well-designed city with a strong local identity and a reputation for quality buildings and for valuing its heritage assets

1.5.3 There are significant connections and overlaps between the aims. The first two aims, in particular, have a strong relationship between each other – for example, adapting to climate changes will have positive benefits for health. But they are also heavily dependent on the other six aims. For example, a strong economy will help to raise average incomes and enable more people to access the housing market, more efficient public transport should reduce car use which will reduce carbon emissions and improve air quality. Meeting all the aims will contribute to creating a healthy city.

1.5.4 In accordance with the National Planning Policy Framework, the Plan emphasises the need for development to be sustainable⁷. This means pursuing social, economic and environmental objectives in mutually supportive ways to deliver the best outcomes for the city as a whole both now and in the future.

1.5.5 The plan includes 25 objectives which are grouped under each of the aims.

1.6 Overall Growth Plan- Meeting Future Housing Needs

1.6.1 The Draft Sheffield Plan proposes setting the housing requirement at an average of 2,050 additional homes per year over the period 2022-2039. A further 50 homes per year are needed to replace those lost through demolition or conversion to other uses. This means that **the total (gross) requirement is an average of 2,100 homes per year (a total of 35,700 homes over the period 2022-2039).**

1.6.2 Like most other parts of the country, there is a significant need for new homes in Sheffield. This is being driven by rising birth rates, falling

⁷ See NPPF (2021), paragraphs 7-11.

death rates, migration and a fall in average household size (partly linked to an aging population). The shortage of homes is being reflected in increasing homelessness, overcrowding, unaffordable housing and long council housing waiting lists. These issues have been widely reported by both local and national media. These issues were also discussed with Members when considering the Sheffield Plan spatial options (see paragraph 1.2.10 above).

- 1.6.3 The National Planning Policy Framework states that local plans should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas. However, the scale of growth may be restricted where meeting the full need would harm assets identified in the Framework as being of particular importance (e.g. Green Belt and Sites of Special Scientific Interest) or where the adverse effects of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework as a whole.
- 1.6.4 The housing requirement figure in the Sheffield Plan reflects a capacity-led approach which was agreed by the Cooperative Executive in February 2022. It will deliver the number of homes required to support the SCR Strategic Economic Plan but without the need to remove greenfield land from the Green Belt. The restriction imposed by the Green Belt and the harm that would be caused by releasing Green Belt land means that the proposed housing requirement figure is significantly below the latest figure calculated using the Government's standard methodology (currently 3,018 additional homes per year).

Demographic Analysis

- 1.6.5 The proposed housing requirement figure is supported by demographic analysis that the Council commissioned following the changes to the Government methodology. Consultants Icen Projects examined what the 35% uplift in housing need would mean in terms of population and jobs growth. Their modelling suggests that Sheffield's population would increase by almost 97,000 over the period to 2038 if the level of housing suggested by the Government methodology was provided. This level of population growth is more than double the rate currently forecast by the latest national population projections (45,500); it implies a very large increase in migration to Sheffield from other parts of the UK or from abroad.
- 1.6.6 Importantly, Icen Projects concluded that the number of homes needed to support the jobs growth target in the Sheffield City Region Strategic Economic Plan (SEP) is significantly less than the figure calculated by the Government's standard methodology (including the 35% uplift). Their view is that **between 1,994 and 2,323 additional homes per year are needed to align with the jobs growth target.** The latest SEP covers the period 2021 to 2041 and aims to deliver 33,000 extra people in higher level additional jobs across the City Region between 2015 by 2041. However, the latest SEP does not provide a figure for the overall

level of jobs growth. Furthermore, it does not provide a target for jobs growth in each local authority area. The modelling by Icen Projects has therefore relied on estimates of jobs growth by district that were produced to support the previous SEP; this is on the grounds that the targets for delivering more higher skilled jobs are the same in both documents. The previous SEP aimed to deliver 70,000 additional jobs across the City Region as a whole over a 10-year period (2015-2025) and it was estimated that 25,550 of those jobs would be in Sheffield (an average of 2,550 per year).

1.6.7 The demographic analysis summarised above was used to inform the discussions with Members on the overall spatial approach (see paragraph 1.2.11 above). In deciding not to meet the full **housing need** figure, the Cooperative Executive were mindful of the fact that it provides the *starting point* for setting the **housing requirement** in the Sheffield Plan and that other factors, including the impact on Green Belt, must also be taken account.

1.6.8 The spatial approach in the Draft Plan is discussed in more detail in section 1.8 below.

1.7 Overall Growth Plan - Economic Growth, New Jobs and the Need for Employment Land

1.7.1 The **Draft Plan proposes to meet a need for 11.5 hectares of employment land per year**. An average of 2.9 hectares per year is needed for office uses and 8.6 hectares for industry and warehousing. This has been assessed as the level necessary to meet the level of jobs growth proposed in the Sheffield City Region Strategic Economic Plan (see paragraph 1.6.6 above). The figure includes a replacement allowance of 4.23 hectares of land per year that is needed to cater for employment land that is lost to other uses. This means the net requirement is for employment land is 7.27 hectares per year. The **total employment land requirement over the period 2022-2039 is therefore 195.5ha**. The assessment of employment land needs has been calculated by economy specialists Lichfields as part of the update Employment Land Review. This was published on the Council's website in January 2022.

1.7.2 The employment land requirement would increase if planned housing numbers were greater than the level needed to support the jobs growth identified in the Strategic Economic Plan. More land for employment would therefore be required if the full housing need calculated using the Government's standard methodology were to be met (in simple terms, people moving to the city would require jobs). The jobs growth targets in the SEP are, however, already ambitious when compared to past trends.

1.7.3 Analysis suggests that the employment sectors expected to see the biggest growth in jobs will be financial and professional services, creative and digital industries, health and advanced manufacturing. Traditional manufacturing and public sector jobs are expected to see a

decline.

1.8 Spatial Strategy – Accommodating the Future Growth

Settlement hierarchy

1.8.1 The Draft Sheffield Plan identifies the hierarchy of settlements within Sheffield, reflecting their size and function. The hierarchy comprises the *Main Urban Area* of Sheffield; the *Principal Towns* of Stocksbridge/Deepcar and Chapeltown/High Green, *Larger Villages* (Oughtibridge, Worrall and Wharnccliffe Side) and a number of *Small Villages* (that lie within the Green Belt). The hierarchy is shown on the Key Diagram. The ‘urban area’ is defined by the Green Belt boundary.

Strategic approach to future growth

1.8.2 As noted in paragraph 1.2.11 above, the Cooperative Executive has already agreed that nearly all new development should be focused within the existing urban areas and that the release of Green Belt land for development should be limited to sustainably located brownfield sites. It was concluded that exceptional circumstances do not exist to justify the removal of greenfield sites from the Green Belt.

1.8.3 Although paragraph 11 of the NPPF states that strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, it is acceptable to plan for lower levels of growth where it would conflict with policies in the Framework that relate to land designated as Green Belt. The Sheffield Green Belt Review shows that virtually all the land currently in the Green Belt continues to perform at least one of the purposes of Green Belt (as set out in the NPPF).

1.8.4 The Cooperative Executive agreed that some greenfield development may be justified in the urban areas, subject to rigorous testing of the environmental, social and economic impacts through the site selection process. Typically, such land includes:

- Land that was previously allocated for development in the Unitary Development Plan – some of this is currently in agricultural use or is now used as informal open space (with varying degrees of maintenance)
- Farmland not included in the Green Belt
- Disused sports grounds and some areas of informal greenspace (which is often poorly maintained)

1.8.5 Unlike previous development plans for Sheffield that have allowed the continued outward expansion of the built-up areas into the countryside, the Draft Sheffield Plan proposes a very different approach. The spatial strategy results in a large proportion of future growth being concentrated in the Central Sub-Area, including over half the new homes that are proposed (see Appendix 2). This is an **important response to both the Climate and Biodiversity Emergencies**; it represents a conscious

decision to concentrate growth in the most accessible part of the city where active travel and use of public transport can be maximised. Further outward expansion of the built-up areas increases the need to travel and results in high dependency on the private car. In general terms, a strategy that focuses growth on previously developed (brownfield) sites in the existing built-up areas, also protects the most valuable sites for biodiversity (though acknowledging that care must be taken to avoid development on brownfield sites that have high ecological value).

Housing land supply

1.8.6 Table 1 below summarises the overall land supply over the period 2022-2039. As a minimum, the NPPF requires that local plans identify sufficient *allocated sites* to cover the first 5 years of the plan period (i.e. 2024-2029). The total supply on allocated sites and on sites with planning permission is 27,625 dwellings, though not all of these homes will be deliverable by 2029. Windfalls will, however, provide additional flexibility.

Table 1: Components of the Housing Land Supply 2022-2039 (as at 1 April 2022):

Source of Supply	Dwellings
• Large sites with planning permission but not allocated	630
• Allocated sites with planning permission	12,005
• Allocated sites without planning permission	14,990
• ‘Broad Locations for Growth’ and large site windfalls in other areas (@275 homes per year)	4,675
• Small sites allowance ⁸ (@200/year)	3,400
TOTAL SUPPLY (2022-2039)	35,700

1.8.7 The brownfield supply includes an estimated 4,675 homes that we expect will come forward on developable sites within identified ‘Broad Locations for Growth’ and through windfalls on large sites. The ‘Broad Locations for Growth’ are areas which are already transitioning (or have potential to transition) from employment uses to housing, sometimes with public sector support. They include parts of the Upper Don Valley, the Lower Don Valley and the Sheaf Valley but there are Flexible Use Zones in most of the Sub-Areas where this is happening.

1.8.8 Our assessment of supply includes an allowance for small sites. This includes small sites with planning permission and future ‘windfall sites’ (sites not specifically identified in the plan but which will contribute to the supply of housing during the plan period). Our assumption of 200 homes per year for small sites is based on trends over more than 10 years.

⁸ This includes homes on small sites (<10 homes) which already have planning permission

- 1.8.9 The capacity figures reflect some increase in average densities of sites, mainly as a result of allowing taller buildings in some parts of the City Centre (as part of a continued promotion of City Centre living). In accordance with the NPPF⁹, we have also assumed higher average densities in other locations that are well served by public transport and have slightly increased minimum density requirements in suburban areas.
- 1.8.10 We estimate that at least 85% of the new homes built over the period of the Sheffield Plan will be on previously developed (brownfield) land. This includes around 270 homes that will be provided on the former Norton Aerodrome site at Norton; this is a large brownfield site that would be removed from the Green Belt.
- 1.8.11 Appendix 2 below shows the level of housing growth planned in each of the nine Sheffield Plan sub-areas. Because the preferred spatial approach is capacity-led (i.e. based on the supply of available land in the existing urban areas), it is not possible to provide an even distribution of development sites across the city. The existing settlement pattern, availability of infrastructure and environmental constraints inevitably mean that the opportunities for sustainable growth are greater in some parts of the city than in others. Factors such as flood risk, air quality and neighbouring uses all affect the suitability of sites for development.

Employment land - locations for economic development

- 1.8.12 The Draft Sheffield Plan provides 160.81 ha of land for offices, industry and warehousing. This includes 41 hectares of land that already has planning permission. The total supply provides almost 14 years supply (i.e. enough to meet needs to 2036). However, because land is continually being recycled, we expect other sites to be brought forward in future reviews¹⁰ of the Sheffield Plan which will enable needs to be met to 2039. 31.19 hectares of land is available to accommodate other employment uses (mainly retail and leisure uses).
- 1.8.13 The City Centre will continue to be the main location for offices and most of the land required for industry will be located in established employment areas that are of City Region significance: the Lower Don Valley (including the Advanced Manufacturing Innovation District), the Upper Don Valley, Holbrook Industrial Estate (at Halfway/ Oxclose) and Smithywood (at Ecclesfield). Other existing employment areas (e.g. Stocksbridge; Sheaf Valley) will also contribute to the city's overall employment land supply but with a local economic development role in order to provide local jobs and services in those areas.
- 1.8.14 The Draft Plan supports the development of the Advanced Manufacturing and Innovation District (AMID) in the Lower Don Valley.

⁹ NPPF (2021) paragraph 125. It includes small sites (<10 homes) that are not allocated.

¹⁰ NPPF (2021), paragraph 33 states that local plans should be reviewed at least every 5 years.

It represents one of the region's greatest opportunities to deliver transformational economic development by creating a platform for innovation that will stimulate the economy of South Yorkshire and beyond. 3 of the 4 main AMID campuses are in Sheffield¹¹: the Olympic Legacy Park (OLP), Sheffield Business Park and University of Sheffield Innovation District. Under the Draft Plan proposals for development on key sites (including significant windfall sites) within the AMID will be supported and encouraged where they reflect the innovation-focussed economic development objectives relating to the delivery of advanced manufacturing, innovation in advanced health and wellbeing or energy research focussed on net-zero carbon processes. Complementary housing development, particularly around Attercliffe, is also promoted through site allocations in the Draft Plan.

Transport – connecting development

- 1.8.15 The South Yorkshire Mayoral Combined Authority (SYMCA) Transport Strategy (2019) sets out the transport priorities for the wider city region up to 2040¹². The Council's Sheffield Transport Strategy (2019) provides a vision for transport within the city and beyond up to 2035, recognising the urban nature of the city, its relationship with the Peak District National Park and the challenges that arise from its topography¹³. The Council's strategy helps provide a framework to identify, prioritise, commission, and deliver the transport projects needed to meet the levels of growth specified in the Draft Sheffield Plan.
- 1.8.16 The ambition in the Draft Plan is for future travel patterns in Sheffield to be characterised by a sustainable, integrated and effective, decarbonised network, with excellent connections to and from the city region, which enables good development that contributes to a safe, attractive, healthy, inclusive, biodiverse and zero carbon city. It is acknowledged that there are current issues around the delivery of parts of the existing public transport network and the Plan indicates that a proactive approach will be taken to increase the role of technology and a range of mobility options to ensure existing and future transport infrastructure is fit for purpose and future-ready.
- 1.8.17 To realise an effective transport network that enables sustainable travel, the Plan states that the Council will prioritise initiatives and schemes in accordance with those set out in the SYMCA Transport Strategy and the Sheffield Transport Strategy. The Plan identifies a range of priority transport projects at a national, regional, city-region and city level.
- 1.8.18 At the national and regional level, the Draft Plan supports rail

¹¹ The 4th campus, the Advance Manufacturing Park (AMP), is in Rotherham.

¹² SCR Transport Strategy (2019) and Implementation Plans: [https://southyorkshire-ca.gov.uk/getmedia/69c38b3f-1e97-4431-91f4-913acf315632/SCR_Transport_Report-v4-5-04-06-19-\(1\).pdf](https://southyorkshire-ca.gov.uk/getmedia/69c38b3f-1e97-4431-91f4-913acf315632/SCR_Transport_Report-v4-5-04-06-19-(1).pdf)

¹³ Sheffield City Council Transport Strategy (2019):

<https://www.sheffield.gov.uk/sites/default/files/docs/travel-and-transport/transport%20strategy/Sheffield%20Transport%20Strategy%20%28March%202019%29%20web%20version.pdf>

infrastructure investment to improve connectivity, capacity, and journey time improvements between Sheffield and London. It also supports regeneration of Sheffield Midland Station and electrification of the Midland Mainline, as well as delivery of the Sheaf Valley Development Framework to facilitate Northern Powerhouse Rail. The movement of freight by sustainable modes is also encouraged and road-based freight will be concentrated onto the Strategic Heavy Goods Vehicle Route Network. ¶

- 1.8.19 At the City Region level, priorities include securing the long-term future of the tram network and, where viable, seeking to enhance and expand the network to new locations. Improved rail connections within the Combined Authority area are also a priority, including reopening of the Barrow Hill Railway Line to passengers, including a new station at Beighton, and improving connectivity between Sheffield and Chesterfield/North East Derbyshire.
- 1.8.20 Within Sheffield, the Draft Plan prioritises the delivery of 7 Mass Transit Corridors (and options for complementary Park & Ride infrastructure) with a focus on developing scalable bus priority schemes. Initial projects are listed in Policy T1. Alongside the Mass Transit Corridors, the plan supports a step change in the provision of new high quality cycles routes and networks across the city. These networks will further support the cities active travel and net zero ambitions.
- 1.8.21 The cumulative impact of the housing and economic growth in the Sheffield Plan on the transport network is being assessed using a strategic transport model. This will help to identify where any further improvements, or new transport infrastructure and services, will be needed.

Other Amendments to the Green Belt Boundary

- 1.8.22 A number of changes to the Green Belt boundary are proposed to take account of development that has taken place in existing Green Belt locations since the Unitary Development Plan was adopted in 1998. This includes, for example, redevelopment of existing developed sites such as the former Loxley College at Stannington and the former Stradbroke College. This land no longer performs the purposes of Green Belt (as set out in the National Policy Framework).
- 1.8.23 Planning permission has also previously been granted for an extension to the University of Sheffield Innovation District in the Green Belt at Tinsley Park. The Draft Plan proposes the removal of this site from the Green Belt because it no longer performs the purposes of Green Belt. The proposed changes will create a logical Green Belt boundary.
- 1.8.24 A series of other very small amendments to the Green Belt boundary are also proposed to correct minor anomalies in the boundary that have been identified since the Unitary Development Plan was adopted in 1998. Digital mapping also allows more accurate plotting of the

boundary at a larger scale.

1.9 Development Management Policies (Sheffield Plan Part 2)

1.9.1 Part 2 of the Draft Sheffield Plan includes 60 development management policies which aim to guide decisions on planning applications. The development management policies will play an important role in ensuring that future development is inclusive and environmentally sustainable.

1.9.2 The policies deal with a wide range of issues that link back to the Plan aims and objectives. In summary, the policies in this part of the plan cover:

- Responding to the Climate Emergency
- Managing natural resources
- Principles guiding the development of housing sites
- Development in Residential Zones
- Meeting different housing needs (e.g. affordable housing; housing for disabled people; student housing)
- Housing space standards and density
- Creating sustainable neighbourhoods
- Development in Employment Zones
- Development in University/College Zones
- Promoting local employment opportunities
- Development in the Advanced Manufacturing Innovation District (AMID)
- Development in the City Centre (including the Primary Shopping Area and Cultural Zone)
- Transport - trip generation and parking
- Telecommunication masts and digital connectivity
- Responding to the Biodiversity Emergency - green and blue infrastructure
- Requirements for good design
- Development affecting heritage assets

1.9.3 Several of the policies relate to the 'Policy Zones' and designations shown on the Policies Map. Paragraphs 1.9.4 to 1.9.6 below explain how the Policy Zones work. Paragraphs 1.9.7 to 1.9.24 highlight how different priorities have been balanced in order to ensure that the Plan as a whole is both aspirational and deliverable¹⁴ (i.e. does not make development unviable).

Policy Zones

1.9.4 One of the main tools the Plan uses to ensure that different types of development take place in appropriate locations is the 'policy zones'.

¹⁴ NPPF (2021), paragraph 16 says that plan should be positively prepared, in a way that is aspirational but deliverable.

The Policies Map zones the whole local plan area into a series of 'policy zones'. These flow from the strategic policies and set out in more detail where different types of development should take place. This is largely a continuation of the 'policy area' approach used in the Unitary Development Plan but the way the policies operate has been simplified and the number of policy areas has been reduced. Much of the Central Sub-Area is now proposed as a 'Central Area Flexible Use Zone' where a mix of residential and non-residential uses is acceptable. There are now just three types of employment policy area.

- 1.9.5 There is always a tension in plans between the needs for certainty and flexibility. A degree of certainty is necessary to inform decisions about infrastructure, land purchase and property investment and to enable public confidence about the future of their neighbourhoods. But it is also necessary to adapt to changes in markets and provide for development opportunities that could not have been foreseen, especially when it would help bring investment to regeneration areas. So, trade-offs have to be made between certainty and flexibility.
- 1.9.6 An important way in which the plan creates certainty is by allocating specific sites where a specific land use or uses are required. This helps to ensure that there is enough land to meet the city's requirements, particularly for housing and employment. However, considerable flexibility is allowed in the Policy Zones, where certain uses are specified as being *preferred* (still giving a measure of certainty) but a wide range of other uses are still *acceptable* subject to complying with other elements of the Plan. Some uses are not mentioned in the policies and so proposals for development for such uses would be considered on their merits on a case-by-case basis. Other uses are identified as *unacceptable* in principle if they would conflict with the preferred uses. So, for example, in Residential Zones, residential uses are preferred and will usually be dominant but schools, small-scale shops and business development is acceptable. Industrial development would, however, be unacceptable.

Impact of the Development Management Policies on Development Viability – Balancing Priorities

- 1.9.7 Many of the Development Management policies are either general enabling policies or policies that guide development to particular areas or situations. These do not directly impact on viability. However, a number of policies in the Plan add to the costs of development over and above the normal costs of development.
- 1.9.8 Specialist consultants were commissioned to undertake a 'Whole Plan Viability Appraisal' to assess the cumulative impact of the policies in the Sheffield Plan on development viability. The outcome of that assessment has informed the standards and thresholds in the Draft Plan; these have been set at a level that aims to be both aspirational and deliverable. Paragraphs 1.9.9 to 1.9.24 below outline those aspects of Draft Sheffield Plan that potentially add to the cost of development

and which therefore impact on development viability. Policies relating to the first 3 issues (carbon reduction, affordable housing and accessible/adaptable/wheelchair housing) are the most significant. Changing the requirements of one of these policies potentially has a significant impact on what can be delivered under the other two.

a) Carbon reduction

1.9.9 Recent Government changes to the Building Regulations provide a ‘steppingstone’ on the pathway to zero carbon homes and apply to planning applications submitted after June 2022 or to those that have not begun construction before June 2023. For new homes, the latest regulations require a 31% reduction in carbon dioxide emissions over 2013 standards and this adds about 3% to the base cost of construction. The revisions to the Building Regulations are a step towards the introduction of the ‘Future Homes Standard’ in 2025. While precise details of the Future Homes Standard are yet to be published, the 2019 Government Consultation anticipated that it would achieve a 75-80% reduction in CO₂ emissions over 2013 standards for dwellings.

1.9.10 In the Draft Plan (Policy ES1), we propose that, from 1st January 2025, developments in Sheffield will be expected to deliver a 75% reduction in carbon dioxide emissions over the 2013 standards. There are a number of ways developments can achieve this through on-site renewable energy generation or through connection to a heating network such as Sheffield’s District Heating Network or the EON Biomass Combined Heat and Power Network. However, we anticipate that many developments will utilise ‘air source heat pumps’ and the cost of these is expected to fall significantly over the next few years.

1.9.11 We are proposing a further tightening of standards from 1 January 2030 to align with the Council’s commitment to be net zero carbon by 2030. Applications for development submitted from that date will be expected to demonstrate that the development will be net zero carbon. This will apply to regulated energy and unregulated energy, and developers will be expected to demonstrate how much embodied carbon in is the building.

b) Affordable housing

1.9.12 The Draft Plan proposes setting a requirement for a contribution towards affordable housing for all housing developments of 10 or more new homes. Subject to viability, the requirements will be:

Affordable Housing Market Area	Minimum Required contribution
City Centre	10%
Manor/Arbournthorne/Gleadless	
East	
Northeast	

Urban West	30%
Southeast	
Stocksbridge & Deepcar	
Chapelton/Ecclesfield	
Rural Upper Don Valley	
Northwest	
South	
Southwest	

1.9.13 Currently, several of the housing market areas (including the City Centre) have a zero affordable housing requirement, so the Draft Plan represents a step up from current policy. Whilst it is anticipated that it may not be viable to deliver the required level of affordable homes on some sites, particularly in the early years covered by the Sheffield Plan, viability is expected to improve over time, meaning more schemes will contribute.

1.9.14 Government policy requires that 25% of any affordable homes that are provided are 'First Homes'. The Draft Plan requires that the contribution by the developer should be based on a tenure mix that also includes 25% social housing for rent and 50% affordable rent or housing for Intermediate or equivalent affordable tenures. Whilst it would have been desirable from a housing need perspective to seek a higher proportion of social rented homes, the consultant's advice was that it would make most schemes in the 10% areas unviable (due to the higher cost of providing that type of affordable housing).

c) Accessible and Adaptable Housing

1.9.15 In August 2022, the Government stated its intention to make it a requirement for all new homes to be 'accessible and adaptable', though the timetable for implementing this change has not yet been confirmed. The Draft Plan confirms this requirement which means that all new homes will need to be designed to meet the Building Regulations Optional Technical Standard M4(2). This means they must be designed to meet the needs of occupants with differing needs including some older and disabled people, whilst allowing adaptation of the dwelling to meet the changing needs of the occupants over time.

1.9.16 The Draft Plan also requires at least 2% of new homes to be wheelchair adaptable or accessible in housing developments providing 50 or more new homes. Around 1.9% of households nationally are wheelchair users. Setting the percentage requirement at a higher level would impact on the number of affordable homes that could be delivered on the site. The Council will need to work with Registered Providers to target the delivery of fully wheelchair accessible affordable housing at households most in need (there is no guarantee that wheelchair adaptable housing provided in market housing schemes will be purchased by households that actually need it).

d) Community Infrastructure Levy

- 1.9.17 It is proposed that this will continue at the current rates. Money generated through CIL should be used to support the delivery of infrastructure needed to deliver the development set out in the Sheffield Plan.

e) Biodiversity Net Gain

- 1.9.18 Biodiversity Net Gain (BNG) is an approach which aims to leave the natural environment in a measurably better state than it was prior to development. Under the Environment Act 2021 it will become mandatory (nationally) for developments to deliver at least 10% BNG. The Draft Plan sets out how this will be applied in Sheffield.

f) Electric vehicle charging infrastructure

- 1.9.19 The Draft Plan makes clear that Electric Vehicle Charge Point (EVCP) infrastructure must be provided in accordance with the latest Building Regulations. However, additional provision is also required to support the Council's net zero carbon target of 2030.

g) Green roofs

- 1.9.20 The Draft Plan (Policy ES4) states that, where viable and compatible with other design and conservation considerations green, blue or brown roofs (cover at least 80% of the total roof area) will be required on residential developments comprising 10 or more dwellings in a single block and non-residential developments of more than 1,000 square metres gross internal floorspace.

h) Water use

- 1.9.21 Policy ES4 also limits the potential consumption of wholesome water in new buildings to 110 litres per person per day (in accordance with Building Regulations Approved Document G: 'sanitation, hot water safety and water efficiency'). Developments will be expected to include measures for rainwater harvesting.

i) Sustainable drainage systems

- 1.9.22 Under Policy GS11, the use of on-site Sustainable Drainage Systems (SuDS) will be required in all developments, where feasible, to ensure the appropriate disposal of surface water and improvements to water quality are achieved. It also states that SuDS should be designed to maximise benefits for biodiversity.

j) National space standards for new homes

- 1.9.23 The Draft Plan proposes adoption of the nationally described space standards. These can only be applied if they are confirmed in an

adopted local plan.

k) Other developer contributions

- 1.9.24 The Whole Plan Viability Appraisal has also assumed that housing developers will typically contribute £1,500 per new home towards things such as open space, education provision or health facilities. These would be requested due to site specific issues and would normally be the subject of a Section 106 legal agreement. They would be used to fund infrastructure or community facilities that are not being funded through the CIL. Policy DC1 in Part 2 of the plan sets out the requirements.

Safeguarding the City's Heritage and Culture

- 1.9.25 The Sheffield Plan will play an important role in safeguarding and enhancing the city's heritage and culture which are an integral element of the character of many areas of the city. Many places in Sheffield reflect its early industrial heritage (specifically, the metal trades) but the city also has a unique topography that has resulted in the city's townscape and settlement forms. The Plan makes clear that conserving these characteristics is a priority alongside new development. Adoption of the policies relating to heritage will have benefits for the wider culture and economy of the city, as well as creating a more individual sense of place.
- 1.9.26 Although significant growth is planned in the Central Sub-Area, the capacities of sites has been calculated using a design-led approach. This means that the levels of growth in the different neighbourhoods takes account of heritage buildings and prevailing building heights and street patterns. The Plan restricts tall buildings (10 or more storeys) to specific suitable locations.
- 1.9.27 Under the Draft Plan, the City Centre will remain the focal point for showcasing Sheffield's diverse cultural scene. The Plan designates 'Cultural Zones' that confirm the continuing role of venues such as the theatres; the Winter Gardens, Millennium Galleries and the Central Library.

1.10 Public Consultation Strategy on the Draft Sheffield Plan

- 1.10.1 We are proposing that public consultation on the Draft Sheffield Plan and submission documents listed at paragraph 4.3.4 should take place for 6 weeks from Monday 9th January to Monday 20th February 2023. The Plan will, of course, have been in the public domain from the date of publication of the agenda for this Committee. The overall Sheffield Plan Public Consultation Strategy is attached as Appendix 3 to this report.
- 1.10.2 The Issues and Options consultations carried out in 2015 and 2020 were the main opportunities for the public to say what the Sheffield Plan should include. The Regulation 19 stage involves asking whether the

Plan is 'sound'. The tests of soundness are set out in the National Planning Policy Framework¹⁵ which states that plans are considered to be sound if they are:

- a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities through the Duty to Cooperate, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
- c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
- d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in the NPPF and other statements of national planning policy, where relevant.

1.10.3 The main objectives of this consultation are to:

- create further awareness within the city about the Sheffield Plan and its vision
- encourage input from the range of groups and people affected by the Plan
- highlight how responses to previous consultation stages from those who live or work in or have an interest in the development of the city have influenced the Draft Local plan
- meet statutory and Statement of Community Involvement requirements for consultation
- deliver a sound consultation exercise with little scope for legal challenge

1.10.4 The approach is to carry out consultation that will generate positive and inclusive engagement and offer a range of opportunities to engage and respond. There will be opportunities for online engagement with an on-line consultation portal and online drop-in sessions as well as face to face events playing a major role in the consultation. Social media will be an important tool for publicising events to a wide-ranging audience, however we will also offer a clear, easy to understand printed leaflet and poster materials to open up wider publicity and engagement with the Plan.

1.10.5 Publication of the Draft Sheffield Plan will be announced in the local

¹⁵ NPPF (2021), paragraph 35.

press and copies of the documents will be made available at First Points and libraries. We encourage representations to be made online but they can also be made on a response form. All individuals and organisations who have asked to be kept informed about progress on the Sheffield Plan will be notified that the consultation is taking place. The formal representations procedure is set out in national regulations¹⁶.

- 1.10.6 The Sheffield Plan affects all parts of the city but taking account of staff resources we propose to focus a significant part of the consultation in the City Centre because this is accessible from all parts of the city and larger venues are available. It also reflects the strong City Centre focus within the Plan's spatial strategy. The City Centre events will involve 3 all-day City Centre drop-in sessions at different locations (to include the Moor Market and Winter Gardens)
- 1.10.7 We also propose to hold 2 further half day drop-in sessions in Stocksbridge and the Southeast sub-area.
- 1.10.8 The Local Area Committees (LACs) will be utilised as a key gateway to engaging with wider communities and community groups. During the consultation period we will attend meetings of all 7 LACs, and also provide opportunities for informal, drop-in style engagement at those sessions. Venues for all face-to-face events will be confirmed and publicised before the start of the consultation period.
- 1.10.9 Briefing sessions will be held for the Parish and Town Councils. We also intend to hold specific events for key groups with interest in the city, including Sheffield Property Association, the universities and the Access Liaison Group.
- 1.10.10 A critical component of the consultation strategy is to ensure fair opportunity for input into the Plan consultation from groups who are often less engaged. In particular, we aim to seek the views of those communities who are likely to be most impacted by the Plan, including Black and Minority Ethnic communities and City Centre residents. In addition to known stakeholder and interest groups we will dedicate resources to ensuring that opportunities for engagement with seldom heard groups are sought during the consultation period.
- 1.10.11 Following the public consultation, the Council may wish to suggest amendments to the Plan in response to representations that have been made. The Council is not able to alter the Plan itself at that stage; any amendments would have to be submitted to the Government alongside the Draft Sheffield Plan for public examination by a Government appointed Planning Inspector. The Planning Inspector will make recommendations on whether the amendments to the Plan put forward by the Council should be made. These will be published as 'Main Modifications' and will be the subject of a further 6-week public

¹⁶ Regulation 17/19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

consultation. It should be noted, however, that if the amendments proposed by the Council following public consultation are very significant, further public consultation would be necessary before the Plan could be submitted. This would cause significant delay.

1.11 Next steps in the Local Plan process following public consultation

1.11.1 As noted in paragraph 1.2.1 above, the Draft Sheffield Plan has been produced under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. It represents the Council's firm proposals on how it wishes to see the city develop over the period to 2039.

1.11.2 It is inevitable that there will be some issues where the Council and respondents to the consultation will disagree as to what is 'sound'. In those cases where the Council agrees that further changes should be made, they would be presented in a schedule of suggested minor amendments to the Plan which will be brought back to the Strategy and Resources Committee and full Council. The Draft Plan and the schedule will then be submitted to the Government for public examination by a Planning Inspector.

1.11.3 The Inspector will make recommendations about any additional 'Main Modifications' that are required to make the plan sound and there will be a further period of public consultation on those modifications. In cases where an Inspector is recommending Main Modifications, section 20 of the Planning & Compulsory Purchase Act (PCPA) requires that he or she must first recommend that the plan as submitted (without the Main Modifications) should not be adopted, before recommending Main Modifications to make the submitted plan sound and legally compliant. Section 20 requires that the Council must then make the recommended Main Modifications if they wish to adopt the plan, however the PCPA does not require the Council to adopt the plan. Following receipt of the Inspector's report the plan (including any Main Modifications if applicable) will then come back to the full Council to be considered for adoption.

1.11.4 The Local Development Scheme (2021) (the timetable for producing the Sheffield Plan) shows the steps after consultation on the Draft Plan as being:

- Submission Apr 2023
- Public examination (including public hearings) Apr 2023 -Sep2024
- Inspector's report Sep 2024
- Adoption Dec 2024

1.11.5 The precise timetable will depend on the scale and nature of the representations and how much requires examination in the public hearings. There is likely to be some delay to the Draft Plan being submitted as a result of the consultation on the Publication Draft Plan taking place around 3 months later than has been scheduled in the

Local Development Scheme.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The Our Sheffield [Delivery Plan for 2022/23](#) identifies production of the Publication Draft Sheffield Plan as a strategic goal. The targets set out in the Delivery Plan are to obtain approval in principle for the Draft Plan in 2022 and to launch public consultation in January 2023.
- 2.2 The new Sheffield Plan is needed to set out a vision for future development across the city over the period to 2039; addressing the climate and biodiversity emergencies and taking into account the needs and opportunities for housing, jobs and important infrastructure like cycle routes, new schools and green spaces. The Plan will be the basis for securing good design and, once adopted, decisions on planning applications will need to be taken in accordance with the Sheffield Plan unless material considerations indicate otherwise¹⁷. Consequently, it will be one of the most important tools in guiding decisions on planning applications and investments for buildings and places across the whole city.
- 2.3 For communities, neighbourhoods and individuals this will mean using new development, alongside other actions, to address specific issues like poverty, opportunities for good quality jobs and education. Design of the city can help crime reduction, as well as tackling health issues. Sufficient housing of the right quality in the right location helps make economic growth sustainable. The right standards will help reduce energy consumption and minimise problems like flooding, as well as helping to cater for an aging population.
- 2.4 Most new development will be concentrated on brownfield sites in the existing built-up areas but the Plan proposes the removal of a single brownfield site (the former Norton Aerodrome) from the Green Belt to secure its restoration, whilst also providing additional land for new housing. Limited greenfield site release within the urban has been proposed following rigorous testing of the environmental, social and economic impacts through the site selection process.
- 2.5 The decision by the Cooperative Executive to focus over half the housing growth in the Central Sub-Area of the city means that a relatively high proportion of the new homes that are built are likely to be apartments. However, the Plan promotes a diversification of the housing offer in the Sub-Area with more homes suitable for families and older people. The mix of homes being provided for by the Plan also needs to be considered in light of Sheffield's role as the Regional City and the prospect of greater numbers of family homes being provided in neighbouring districts. As already noted in paragraph 1.8.5 above the

¹⁷ See section 70(2) of the Town and Country Planning Act 1990, section 38 of the Planning and Compulsory Purchase Act 2004 and paragraph 47 of the NPPF 2021.

focus on the Central Sub-Area has significant benefits in terms of minimising carbon emissions and protecting the environment.

2.6 The area-based proposals will have a strong influence on the character and role of every part of the city, both in areas of change or in more stable neighbourhoods. Land needs to be made available in the right areas for a wide range of needs but the aim is to keep conflicts between contrasting land users to a minimum (through the 'Policy Zones' approach). This will support initiatives to attract investment and infrastructure to the city. The Site Allocations mean more development will take place in some parts of the city than others. This reflects the availability of land in the existing urban areas as well as constraints and opportunities in different areas (for example, the need to protect valuable wildlife sites or avoid areas at risk from flooding). However, there are opportunities to provide significant numbers of new homes in many locations across the whole city.

2.7 The strategic and development management policies are needed to guide the content of more detailed master plans and planning briefs, as well as decisions about planning applications. The strategic policies set out, in broad terms, where different types of new development should take place and how it will be delivered. They describe the spatial pattern of development, placing regeneration and sustainability at their heart. Transport priorities and the principles that will be used to manage the demand for travel are also set out. The development management policies specify how development should take place in those areas, setting out more specific criteria to be applied when considering planning applications. In doing so, they ensure, for example, that the design and layout of development minimises any adverse impacts on the environment and supports social objectives (e.g. the provision of affordable housing in new housing developments or the inclusion of measures to reduce carbon emissions).

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires that we notify various consultation bodies and such residents or other persons carrying on business in Sheffield (from whom we consider it appropriate to invite representations) about the local plan that we propose to prepare. Further requirements for consultation on the Sheffield Plan (and on planning applications) are set out in the Statement of Community Involvement (approved in 2020). Section 19 of the Planning and Compulsory Purchase Act 2004 requires us to carry out consultation in accordance with the Statement of Community Involvement.

3.2 Consultation on the 'Sheffield Plan Issues and Options' took place between November 2015 and January 2016 and was followed by a further consultation in September to October 2020. The purpose of those consultations was to gauge views on the broad scale of economic and housing growth and the general approaches for accommodating

that growth. Responses made as part of those consultations, together with other evidence, have been used to inform the content of the Draft Sheffield Plan. A summary of the responses made on the Issues and Options consultations are set out in a separate consultation report which is available on the Council's website.

4 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Section 149 of the Equality Act 2010 requires public authorities, when carrying out their functions, to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and other prohibited conduct;
- 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 protected characteristic and persons who do not share it.

Protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

4.1.2 The Equality Impact Assessment produced for this report concludes that the Draft Sheffield Plan will have an overall positive impact in terms of the duty to enhance equality of opportunity and will not result in discrimination of any equality impact group. The Assessment highlights issues which may arise as a result of aiming to achieve the housing growth and economic growth required by the city, whilst trying to enable choice and opportunity. Achieving the level of growth set out in the Draft Sheffield Plan in itself has massive equality benefits for a larger number of people. Equality issues (and the Plan's role in minimising them) are also being reviewed as part of the Integrated Impact Assessment which will be made available for public inspection as part of the proposed consultation.

4.1.3 The forecast future demographic changes will create some significant challenges for the city. In particular, the number of older people is expected to rise by 20% by 2035 meaning there will be major demands on health facilities, social care and housing. In the Sheffield Plan, we seek to address these problems where it is possible to do so through new development. The Plan provides a large number of Housing Sites where specialist housing designated for older or disabled people will be acceptable (although the Plan does not reserve sites specifically for that type of housing). Policy NC4 also requires that all new homes are 'accessible and adaptable' (complying with Building Regulations Optional Technical Standard M4(2)). 2% of new homes on sites of 50 or more new homes will also be required to be wheelchair adaptable or fully wheelchair accessible (meeting the Building Regulations Optional

Technical Standard M4(3)(2)(a)).

4.1.4 Without the Sheffield Plan, there will still be housing pressure, as well as an imbalance between delivery of housing and economic growth within Sheffield (as it would be market-led). This would most likely mean more commuting into/out of Sheffield and across the city, utilizing the existing transport network and infrastructure. This would have a negative impact on air quality and the council's sustainability aspirations. The Sheffield Plan intends to minimise the negative effects that would occur from this by:

- aiming to ensure that Sheffield's housing and employment needs can be met within Sheffield, minimising travel elsewhere;
- directing development to locations to minimise travel;
- requiring new developments to improve air quality; and
- providing dedicated and high-quality active travel routes to enable people to travel by alternative means than the car

4.1.5 Attention is drawn to the following policies which are expected to have positive impacts:

- Policies SP1 and SP2 – promote new employment opportunities to meet future needs of the working age population
- Policy NC3 - requires provision of affordable housing on larger housing sites where economically viable, including homes for social rent
- Policy NC4 – 100% of new homes to be accessible and adaptable and, in larger developments (50 or more new homes), 2% to be wheelchair adaptable or accessible dwellings
- Policy NC4 - specialist housing designated for older or disabled people is promoted in areas of need; all such homes must be fully wheelchair accessible
- Policies H1 and NC7 – provision of accommodation for Gypsies & Travellers (including Travelling Showpeople)
- Policy NC12 - acceptable walking distances to local services and facilities varied to take account of the mobility of the intended residents
- Policy NC15 – new open space including provision for children on new housing developments
- Policy EC7 - encourages the provision of jobs for local people
- Policy CO2 Parking Guidelines – accessible parking required for disabled people
- Policy DE3 – entrances to buildings to be accessible, avoiding the need for separate arrangements
- Policy DE4 – spaces around and between buildings to be inclusive and dementia friendly
- Policy DE5 - roads, pedestrian routes and areas, cycleways, and public spaces to adhere to the principles of inclusive design

4.1.6 The main concerns identified in the Equality Impact Assessment are:

- Policies SP1 and SP2 – the decision to limit development to the existing urban areas (with no outward expansion of the built-up areas) means that levels of growth are restricted in some areas. This reflects the priority that has been given to responding to the Climate and Biodiversity Emergencies – promoting more sustainable travel and protecting ecologically valuable areas. Development will, nevertheless, take place in many locations across the whole city.
- Policy H1 – the decision to focus so much new growth in the Central Sub-Area is likely to disproportionately impact Black and Minority Ethnic communities who are more concentrated there. Whilst new development is potentially beneficial (in terms of access to new homes and jobs, etc), it needs to be supported by sufficient community services and facilities. Associated developer contributions through CIL & S106 will help ensure this infrastructure is delivered.
- Policy NC3 – doesn't deliver sufficient social housing for rent to meet identified needs. This has been necessary to ensure that housing schemes as a whole are deliverable.
- Policy NC4 –the 2% wheelchair adaptable or accessible requirement for schemes of 50 or more new homes will not deal with the shortage of wheelchair adaptable/accessible in the existing stock. However, increasing this requirement does not guarantee these open market houses will be occupied by wheelchair users.

4.1.7 The statutory provisions relating to making representations on the Draft Plan are set out in Regulation 20 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Deadlines for making representations will be clearly published as part of the consultation exercise. Implications of the consultation processes have already been audited for the adopted Statement of Community Involvement (which sets out the Council's approach and standards to be achieved when consulting with the public on planning matters). Groups representing people who might otherwise be disadvantaged by planning and development will be specifically informed of the opportunity to comment. Users requiring the document in large print, audio format, Braille or on disk will be given a contact address and phone number they can use to order copies in such a format.

4.2 Financial and Commercial Implications

4.2.1 Costs associated with the Sheffield Plan are funded from within existing budgets.

4.2.2 The allocation of Council land for new development will increase the value of that land and potentially enables the Council to secure significant capital receipts through land sales to developers. Receipts will be reinvested in public services or enhanced community benefits. In principle, this could provide benefits over and above what might

otherwise be negotiated on a privately-owned site through a S106 legal agreement. It could mean, for example, that money from capital receipts could be used to provide higher levels of affordable housing or community facilities (though this would, of course, be a political choice).

4.3 Legal Implications

- 4.3.1 The Council is required to identify the strategic priorities for the development and use of land in its area and set out policies to address those priorities in development plan documents. The Draft Sheffield Plan has been prepared as a Development Plan Document and is in compliance with the provisions of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).
- 4.3.2 As a Development Plan Document, the Draft Sheffield Plan forms part of the Policy Framework and approving draft proposals for the preparation of a development plan for public consultation is reserved to full Council. On 31st May 2022, the Strategy and Resources Policy Committee delegated responsibility for the development of the Sheffield Plan to this Committee but retained overall control of the Sheffield Plan due to its' cross-cutting nature. On this basis it is acceptable for this committee to endorse the Draft Sheffield Plan and Consultation proposals prior to them being further considered by the Strategy and Resources Policy Committee and then submitted to Full Council for approval.
- 4.3.3 Consultation will be undertaken in accordance with Regulation 19, 20 and 35 of the Town and Country Planning (Local Planning) Regulations 2012. This includes making a copy of each of the proposed submission documents available for public inspection together with a statement of the Representations procedure. Submission documents are defined at Regulation 17 as:
- a) the local plan which the local planning authority propose to submit to the Secretary of State,
 - b) if the adoption of the local plan would result in changes to the adopted policies map, a submission policies map,
 - c) the sustainability appraisal report of the local plan,
 - d) a statement setting out—
 - i. (which bodies and persons were invited to make representations under regulation 18,
 - ii. how those bodies and persons were invited to make such representations,
 - iii. a summary of the main issues raised by those representations, and
 - iv. how those main issues have been addressed in the local plan, and
 - e) such supporting documents as in the opinion of the local planning authority are relevant to the preparation of the local plan;
- 4.3.4 Representations received shall be considered prior to the submission of

the Draft Sheffield Plan under Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The proposed list of 'submission documents' are as follows:

- Sheffield Plan Issues and Options document (2020)
- Sheffield Plan: Draft List of Policy Themes and Outline of Issues to be covered (2020)
- Sheffield Plan Issues and Options Interim Consultation Report (2021)
- Sheffield Plan Issues and Options Consultation Report
- Sheffield Plan Integrated Impact Assessment - Scoping Report (2020)
- Sheffield Plan Interim Integrated Impact Assessment - Sustainability Appraisal/Strategic Environmental Assessment of the Issues and Options Report – Main Report (2020)
- Integrated Impact Assessment
- Habitat Regulations Assessment
- Sheffield Plan Duty to Cooperate Statement (2020)
- Sheffield Plan Duty to Cooperate Statement of Common Ground
- Proposed Sheffield City Region Combined Green Belt Review – A Common Approach – (2014)
- Green Belt Review (2020)
- Green Belt Review Addendum
- Gypsy & Traveller Accommodation Assessment
- Sheffield Housing & Economic Land Availability Assessment
- Sheffield City Region Strategic Economic Plan (2015-2025)
- Sheffield City Region Strategic Economic Plan (2021-2041)
- Sheffield & Rotherham Joint Employment Land Review – Nathaniel Lichfield & Partners (2015)
- Sheffield Employment Land Review (2020)
- Employment Land Review Update for Sheffield – Lichfields (2021)
- Sheffield & Rotherham Joint Retail & Leisure Study – GVA (2017)
- Sheffield & Rotherham Joint Retail & Leisure Study Update
- Sheffield Logistics Study
- Sheffield & Rotherham Strategic Housing Market Assessment – Sheffield Hallam University (Centre for Regional Economic and Social Research) (2019)
- Sheffield Housing and Economic Land Availability Assessment (2020)
- Sheffield Housing and Economic Land Availability Assessment Update
- Housing, Economic Growth and Demographic Modelling Report – Icen Projects (2021)
- Purpose Built Student Accommodation Market Study – Cushman & Wakefield (2022)
- South Yorkshire Mayoral Combined Authority (SYMCA) Transport Strategy (2019)
- Sheffield Transport Strategy – Sheffield City Council (2019)

- City Centre Strategic Vision (2022)
- Sheffield Central Area Strategy Capacity Report (2020)
- City Centre Priority Neighbourhood Frameworks
- Sheffield Whole Plan Viability Assessment
- Heritage Impact Assessment
- Sheffield Open Space Audit
- Sheffield Playing Pitch Strategy
- Sheffield Preliminary Landscape Character Assessment (2020)
- Sheffield Landscape Character Assessment
- Strategic Flood Risk Assessment
- Sheffield Energy and Water Infrastructure Study (SEWIS) – WSG (2010)
- Sheffield Infrastructure Delivery Plan
- Sheffield Local Plan Monitoring Report

4.3.5 Section 19 of the Planning and Compulsory Purchase Act 2004 requires us to carry out consultation on the Draft Sheffield Plan in accordance with the Statement of Community Involvement.

4.3.6 The Council is required to undertake a Sustainability Appraisal of a Development Plan Document under Section 19 of the Planning and Compulsory Purchase Act 2004 which incorporates the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 (as amended). This appraisal is referred to in paragraph 4.4.3 below and is one of the proposed submission documents (as defined in Regulation 17 of the Town and Country Planning (Local Planning) (England) Regulations 2012) which will be made available for public inspection as part of the proposed consultation.

4.3.7 The Council is required to carry out a Habitats Regulations Assessment (HRA) screening to determine if the policies of the Draft Sheffield Plan give rise to any Likely Significant Effects (LSEs) on the integrity of European Sites. These include Special Protections Areas and Special Areas of Conservation. This is one of the proposed submission documents (as defined in Regulation 17 of the Town and Country Planning (Local Planning) (England) Regulations 2012) which will be made available for public inspection as part of the proposed consultation.

4.3.8 The preparation of Development Plan Documents is subject to the ongoing statutory duty to cooperate contained in Section 33A of the Planning and Compulsory Purchase Act 2004. It is considered that the Council is working constructively and continuously with its neighbouring authorities and key agencies.

4.3.9 The recommendations of this report and its further progress through the committee system prior to going to Full Council will contribute to meeting the statutory and constitutional requirements referred to above.

4.4 Climate implications

- 4.4.1 References to the impact of the Sheffield Plan on carbon emissions and how it can help respond to the effects of climate change have been made throughout this report. The Sheffield Plan is an essential tool in helping to meet the Council's target of being net zero by 2030.
- 4.4.2 Due to the scale and breadth of the policies and proposals in the Draft Sheffield Plan it is not possible to use the Council's Climate Impact Assessment Tool – the tool is more suited to tangible projects and specific activities. Although the Plan identifies over 340 allocated sites, the impact of development on carbon dioxide emissions will only be measurable when a detailed planning applications are submitted.
- 4.4.3 As already noted in paragraph 4.1.2 above, an Integrated Impact Assessment will be made available for public inspection as part of the proposed consultation. It includes a sustainability appraisal of the strategic alternatives and policy options; it will include further broad conclusions on the climate implications.
- 4.4.4 There are two main ways in which the Plan helps to reduce carbon emissions. Firstly, through the overall spatial strategy (where development is located) and secondly in terms of how new development is designed and laid out. This also includes measures needed to respond to the effects of climate change (e.g. avoiding development in high flood risk areas).

Implications of the Overall Growth Strategy and Spatial Strategy

- 4.4.5 As already noted in paragraphs 1.8.5 above, the spatial strategy not only affects the overall distances people need to travel but also the ability of people to make sustainable travel choices (walking, cycling, public transport). The plan will also promote policies that support active travel and better urban connectivity. However, the degree to which a modal shift from private motor vehicles to active travel and public transport occurs will depend, to a considerable extent, on factors which are beyond the direct control of the Sheffield Plan; in particular, levels of funding for public transport. Nevertheless, the density of development is important in supporting economically viable public transport services. Policy NC9 promotes higher densities in the most accessible locations, with the highest densities required in the Central Sub-Area.
- 4.4.6 There may be some concerns that not meeting the full housing need (as calculated using the Government methodology), will lead to more people living in neighbouring district and commuting into Sheffield to work. But as already noted in paragraph 1.6.6 above, the housing requirement proposed in the Draft Plan aligns with the number of jobs expected to be delivered in the city. Delivering higher levels of housing risks more people having to travel out of the city to work.

Building Standards and Carbon Reduction

- 4.4.7 As discussed in paragraph 1.9.10 above, Policy ES1 sets out measures required to achieve net zero carbon emissions in new development by 2030. Whilst it may be desirable to achieve this more quickly, we have emphasised above that it has been necessary to balance this objective with other policy objectives, notably the need to deliver more affordable housing and wheelchair accessible/adaptable homes (see paragraph 1.9.8 above).
- 4.4.8 Policy ES2 promotes renewable energy generation as one of the means of achieving the required reduction in carbon emissions. This can also potentially be achieved through connection to a renewable energy network (such as the city's District heating Network) or the use of shared energy schemes (see Policy ES3). The latest 2022 Building Regulations (which require a 30% reduction in regulated carbon emissions when compared to the 2013 standard) largely achieve the maximum reduction in carbon emissions possible through building fabric measures alone (e.g. more air-tight buildings). This means that achieving the 2025 target of a 75% reduction in emissions will also require use of renewable energy technology. Achieving the 2030 target will only be possible if renewable energy is generated onsite or the development is connected to a renewable energy network (because, as already noted, it is unlikely that the national grid will be net zero carbon by 2030).
- 4.4.9 It is worth noting that a significant amount of the development proposed in the Draft Plan already has planning permission; around 12,600 homes and almost 41 hectares of employment land. Most of these developments have been permitted under the 2013 the Building Regulations (see below).

Responding to the Impacts of Climate Change

- 4.4.10 Policy ES4, includes a number of other sustainability measures that help to deal with some of the impacts of climate change. In particular, it supports water conservation through direct limits on wholesome water use in buildings and by requiring the use of green/brown/blue roofs, where feasible.
- 4.4.11 Policy GS9 sets out a series of criteria relating to the management of flood risk. Amongst other things, this policy highly restricts development on functional floodplain and requires that flood risk is considered for all sites, taking into account the increased risks arising from climate change.
- 4.4.12 Policy GS11 expects developments to use Sustainable Drainage Systems (SuDS) wherever possible. SuDS are also referenced in policies relating to sustainable design (Policy ES4), development of strategic housing sites (Policy NC1) and public realm and landscape design (Policy DE3).

Transport – Active Travel and Public Transport

4.4.13 Our analysis indicates that future growth will have detrimental impacts upon reducing carbon emissions, air quality, health and journey times unless travel is managed and sustainable access and movement are prioritised. Clearly improvement to public transport are needed given the current challenges and the focus of Policy T1 is therefore on enabling and improving sustainable transport measures at a national/regional, city region and city level (see paragraphs 1.8.15 to 1.8.21 above). Most of the Sub-Area policies refer to improvement to Mass Transit Corridors where, for example, operational improvements to bus services will be implemented as part of the Sheffield Plan and Sheffield Transport Strategy.

4.4.14 A number of the development management policies include criteria that support active travel or use of public transport:

- Policy NC1: Principles Guiding the Development of Strategic Housing Sites – promotes the creation of ‘walkable neighbourhoods’;
- Policy NC7: Criteria for Assessing New Gypsy and Traveller and Travelling Showpeople Sites – sites required to be within easy walking distance of a bus or tram stop on a route providing the minimum service frequency standard;
- Policy NC9: Housing Density – promotes higher densities (and therefore more people) in the most accessible locations;
- Policy NC10: Development in District and Local Centres – identified as the focus for the creation of ‘20-minute neighbourhoods where most of peoples’ daily needs can be met within a 10-minute walk or cycle ride;
- Policy NC11: Access to Key Local Services and Community Facilities in New Residential Developments – accessibility standards set out for access to public transport and local services and facilities for development of 10 or more new homes;
- Policy CO1: Development and Trip Generation - includes provisions and incentives to increase sustainable and active travel and reduce reliance on the car
- Policy CO2: Parking Provision in New Development – residential development in the Central Sub-Area should be car-free or provide 1 space per dwelling where a need can be demonstrated. Also covers provision for cycle parking and facilities for zero emission vehicles

4.5 Other Implications

Public Health Impacts

4.5.1 One of the main aims of the Sheffield Plan is to ensure Sheffield is ‘a healthy city’. The way the city develops will have some significant impacts on the future health of the population. There is no single policy on health in the Draft Plan but it is a pervasive theme which helps to justify the policy approach we have taken. Many of the policies in the

Draft Plan contribute to reducing health inequalities by introducing and enabling the Council to apply better and more consistent standards across the city. Particular attention is drawn to policies that:

- promote jobs for local people - policy EC7
- encourage walking and cycling through the location of development– policies SP2-SP2, EC5, NC1, NC7, NC11,
- require or encourage the provision of infrastructure for walking and cycling (policies SA1-SA9, CO1, CO2);
- provide appropriate housing for older or disabled people – policy NC4;
- set minimum space standards for new housing – reducing risks of overcrowding – Policy NC8;
- require health facilities to be accessible from major new housing developments – NC1 and NC11;
- protect or provide open space and Green Belt (as reviewed), providing opportunities for recreation (encouraging physical activity and helping to reduce obesity) - policies SP2, GS1- GS5, GS7, GS8
- encourage mental well-being through protection and enhancement of countryside, landscapes and biodiversity - policies GS1-GS8;
- protect or improve air quality – policies ES5, GS7;
- safeguard sensitive uses (e.g. housing) from noise, nuisance and pollution – policies ES5-ES6, EC6;
- protection and enhancement of water resources - Policy GS10
- avoid health risks as a result of flooding – Policy GS9;
- ensure sufficient light and outlook in the design of new buildings – Policy DE3
- promote inclusive design of buildings, public realm and roads – policies NC4, DE2-DE4

Property Implications

- 4.5.2 The development management criteria, policy zones and allocations apply equally to the Council as to other public or private sector developer or property interests. Council property management intentions, like those of any other property owner, are relevant in the assessment of the deliverability of proposed allocations (which include Council-owned land) but the Council's property interests are not material considerations for determining planning policy.

Biodiversity implications

- 4.5.3 The Draft Sheffield Plan is subject to a Habitat Regulations Assessment which assesses the impact of the Plan on internationally important wildlife sites. Parts of the moorlands to the west of Sheffield are sites of international importance for birds and habitats (they have been designated as Special Protection Areas and Special Areas of Conservation).

4.5.4 This is one of the proposed submission documents (as defined in Regulation 17 of the Town and Country Planning (Local Planning) (England) Regulations 2012) which will be made available for public inspection as part of the proposed consultation.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 All local planning authorities are expected produce a local plan for their area. The Government has stated its intention to intervene in plan-making where a local planning authority fails to produce a plan and keep it up to date. In effect, this would mean the Government would take over planning for the area if the Sheffield Plan is not produced.

5.2 Under the latest Government statements, local planning authorities will be required, as a minimum, to ensure that there is a plan in place which addresses the *strategic priorities* for their area (e.g. housing need). The strategic plan can be produced by local planning authorities working together or independently, in the form of a joint or individual local plan. They may also be produced by an elected Mayor or combined authority in the form of a spatial development framework (where plan-making powers have been conferred). Currently, although some discussion has taken place, none of these alternative arrangements have been agreed between the authorities in the Sheffield City Region as part of the duty to cooperate. They could, however, provide an alternative way of planning for the city and the wider city region in the future.

5.3 The Draft Sheffield Plan includes strategic priorities but also includes local policies which allocate sites and deal with more detailed development management issues. Local policies are also produced in neighbourhood plans prepared by a neighbourhood planning group (a parish or town council, or a neighbourhood forum). Two neighbourhood plans have already been adopted but, currently, only a handful of neighbourhood plans are being prepared in Sheffield. The number could, however, rise in the future. But it's unlikely that full coverage will be achieved across the city, meaning there will continue to be a need for local policies prepared by the City Council.

5.4 The various alternative options regarding the scale and location of future development have already been described in section 1 above. Public consultation on the Issues and Options has enabled all the key strategic options to be fully considered. We have highlighted the key choice about whether Sheffield should seek to meet all its own housing needs within the district or seek to accommodate some of it elsewhere in the city region. It is worth noting that Rotherham, Barnsley and North East Derbyshire Councils have already deleted land from the Green Belt in order to meet their own housing needs. The Draft Sheffield Plan proposes to provide sufficient new homes to support the city's jobs growth economic aspirations. Providing more homes in line with the Government's objectively assessed need figure would mean either providing more land for employment uses or lead to outward commuting from Sheffield as people take up jobs in neighbouring districts. The

option of providing more land is restricted by the Green Belt.

- 5.5 The main alternative to consider with many of the development management policies and site allocations is whether to have them or not. However, for a number of the policies, economic viability considerations have meant that choices have had to be made between the achievement of better design standards and delivery of higher numbers of affordable homes. This has already been discussed in section 1.9 above.

6. REASONS FOR RECOMMENDATIONS

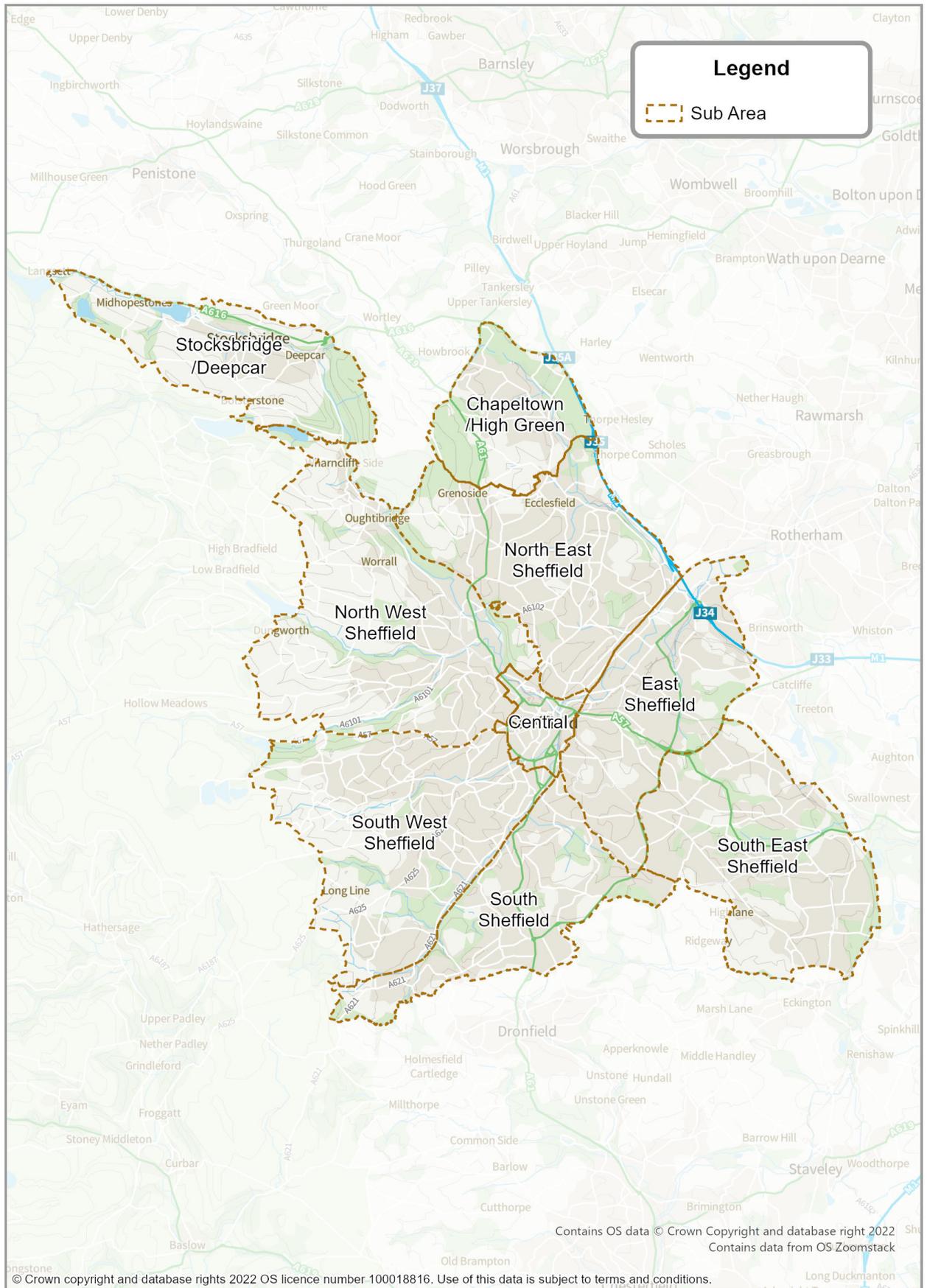
- 6.1 Once adopted, the new Sheffield Plan will make a major contribution to the future development of the city and will guide development over the next 15-20 years. The content of the Draft Plan and the public consultation programme take account of the risks and alternative options set out in section 5 above.
- 6.2 The documents that are the subject of this report (Part 1: Strategy, Sub-Area Policies and Site Allocations, Part 2: Development Management Policies, Annex A: Site Allocation Schedule, Annex B: Parking Guidelines, Policies Map and Glossary) comprise the draft development plan documents for Sheffield. It is published under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). The submission documents will include such documents as fall within the definition at Regulation 17 (as quoted in paragraph 4.3.3) and which are listed at paragraph 4.3.4.
- 6.3 The documents represent the Council's firm proposals for the development of the city over the period to 2039. Public consultation, seeking views on the 'soundness' of the Plan will take place before it is submitted to the Government for public examination.
- 6.4 Several important factors have determined the growth plan and overall spatial strategy proposed in the Draft Sheffield Plan:
- a) Under the National Planning Policy Framework (NPPF), strategic policies in the local plan do not have to meet the objectively assessed needs for housing and other uses if expansion of the urban areas is constrained by Green Belt. The Green Belt Review shows that almost all the land designated as Green Belt continues to perform at least one of the purposes of Green Belt.
 - b) Releasing greenfield land in the Green Belt for development *now* has a high risk of undermining efforts to reuse the substantial supply of brownfield sites in the City Centre and other parts of the urban area. It would also cause significant harm to the city's biodiversity and would undermine the city's reputation as the 'Outdoor City'. The adverse impacts of meeting the full need therefore significantly and demonstrably outweigh the benefits of meeting the need for housing and other development when all

factors are considered.

- c) Employment land needs can be met within the existing urban areas. Allocated sites and sites with planning permission provide almost 14 years supply of employment land. Additional supply required to meet needs to 2039 will be met through 'churn' of land ('windfalls') within existing employment areas.
- d) Demographic analysis by Icen Projects (see paragraph 1.6.5-1.6.7 above) shows that the city's economic growth plans require an annual housing requirement within the range 1,994-2,323 homes per year and that this can be achieved by developing land within the existing urban areas. No harm would therefore be caused by setting the housing requirement at the level (2,100 homes per year) proposed in the Draft Plan.
- e) Proposed allocated Housing Sites and sites with planning permission provide capacity for 27,805 homes (equivalent to over 13 years supply based on the proposed housing requirement in the Draft Plan). Windfalls and developable land (particularly within identified 'Broad Locations for Growth') will provide sufficient supply to last to 2039.
- f) There are clear benefits in terms of reducing carbon emissions by focussing a large proportion of the housing growth in higher density developments in the Central Sub-Area – where there are greater opportunities to walk, cycle or use public transport to access, jobs, shops and services. Developing sites on the edge of the built-up areas leads to a greater need to travel and potentially requires new transport infrastructure.
- g) Adopted local plans elsewhere in South Yorkshire and Derbyshire currently provide 'headroom' in terms of meeting the Government's annual housing need figure across the wider city region.

6.5 The development management policies in the Draft Plan take into account the viability of development and strike an appropriate balance between different plan objectives – in particular, reducing carbon dioxide emissions, delivery of affordable housing and provision of wheelchair adaptable and accessible dwellings.

Appendix 1: Draft Sheffield Plan: Sub-Areas



Appendix 2: Distribution of Housing Supply by Sub-Area

Sub-Area	Potential Number of Homes 2022-2039			
	Large sites with Planning Permission*	Allocated Sites with Planning Permission*	Allocated Sites without Planning Permission	TOTAL
Central	280	7,865	10,320	18,465
Northwest	20	670	325	1,015
Northeast	180	300	485	965
East	45	1,175	1,720	2,940
Southeast	35	380	1,225	1,640
South	0	330	420	750
Southwest	55	620	80	755
Stocksbridge/Deepcar	15	640	415	1,070
Chapelton/High Green	0	25	0	25
Total	630	12,005	14,990	27,625

*As at 1st April 2022.

Note: figures exclude the allowance for small sites, and large windfall sites. All figures have been rounded to the nearest 5 dwellings.

Appendix 3

Public Consultation Strategy for the Publication Draft Sheffield Plan

1. Introduction and reason for this strategy

- 1.1 This document sets out the proposed process for publicising and conducting public consultation on the Regulation 19. Submission Draft Local Plan. The objective is for the approach to be agreed with Members in advance of the start of the consultation, to enable preparation of events and materials.
- 1.2 The consultation strategy sets out the approach, key objectives, and methods of consultation. It also sets out the main risks and associated mitigating activities and identifies the resources that are needed to successfully deliver consultation at this key stage of the local plan process.

2. Background

- 2.1 The Draft Plan stage is a further step in the production of the Sheffield Local Plan, following previous consultation activities on issues and options in 2015 and 2020.
- 2.2 The citywide options for growth consultation at the end of 2015 looked at the overall scale of growth, explained how many new homes and jobs we would need to plan for to 2035, and suggested a broad range of options for how and where they could be located.
- 2.3 More recently, consultation on Issues and Options for the Sheffield Plan in autumn 2020 outlined key opportunities and challenges for the city and asked for feedback on options for how growth could be accommodated in the city, including whether more homes could be built on brownfield land, particularly in the City Centre.
- 2.4 The response from previous consultation has informed the spatial strategy for the Local Plan which was agreed by the Cooperative Executive in February 2022. The site allocations and policies in the Draft Plan reflect the agreed spatial strategy.

3. Why is this consultation stage needed?

- 3.1 Alongside giving people the opportunity to see how we have positively taken on board comments from previous consultations, this is a statutory stage in the Plan making process designed to allow the public and key stakeholders to comment on the full draft Local Plan with the emphasis being on testing whether the Plan is sound.
- 3.2 This stage is the last participation opportunity before the plan is submitted to the Planning Inspectorate for examination.

4. General consultation approach and objectives:

- 4.1 This will be a Local Plan consultation with potential to generate high levels of public, developer, and landowner interest. It contains complex issues that will need to be clearly outlined and includes a small number of proposals that may be sensitive in some parts of the city.

- 4.2 The main objectives of this consultation are:
- To create further awareness within the city about the Sheffield Plan and its vision
 - To encourage input from the range of groups and people affected by the Plan
 - To highlight how responses to previous consultation stages from those who live or work in or have an interest in the development of the city have influenced the Draft Local Plan
 - To meet statutory and Statement of Community Involvement requirements for consultation
 - To deliver a sound consultation exercise with little scope for legal challenge.
- 4.3 The fundamental approach proposed is to carry out consultation that will generate positive and inclusive engagement and enable communities and organisations to make representations on the soundness and legal compliance of the Plan. A range of opportunities will be available to engage with and respond to the content of the Plan.
- 4.4 The main considerations in developing this consultation strategy have been:
- Considering how to manage communication relating to the content of the Plan in the period between it becoming publicly available in advance of the November committee meetings, and prior to the start of the formal consultation period (October 26th 2022 – January 9th 2023).
 - Utilising City Centre locations based on the good levels of accessibility from all areas of the city and the City Centre being a key area for growth in the Plan.
 - Ensuring the Council’s message relating to how we’ve responded to previous consultations is clear and positive.
 - Building on experience from previous consultation exercises – we have found drop-in sessions and online engagement worked well.
 - Reflecting limited resources within the Strategic Planning team to attend multiple large scale in person events in all areas of the city.
 - The need to enable hard to reach groups and particularly impacted groups to have a fair opportunity to respond to the Plan.
- 4.5 The proposed approach recognises that there are limited staff resources with which to undertake consultation but that it is vital we ensure a fair opportunity for all those who wish to understand more about the Plan, ask questions and make representations to be able to do so. It also reflects that the methods we use to communicate and engage are changing as new technology becomes increasingly available and has become more mainstream since the pandemic. This is reflected in the consultation approach which will incorporate both online and in-person opportunities for engagement.
- 4.6 We will offer an online consultation portal, that is easy to navigate and use, as well as drop-in online sessions. Social media will be an important tool for publicising the consultation and associated events to a wide-ranging audience. Effective communications planning, working alongside the Communications team, will set the context for the consultation and frame positive and constructive engagement.

- 4.7 In addition, a small number of targeted, high profile in-person drop-in events in the City Centre and other significantly impacted areas will allow genuine face to face engagement. We will also utilise regular Local Area Committee meeting slots and opportunities to hold informal drop-in sessions before those meetings, as well as existing LAC communication streams to ensure opportunities to engage with the Plan for communities in all areas of the city.

Proposed schedule of in-person and online events

Event(s)	Time	Resources
7 x LAC meetings	Up to 4 hours per session including set up / pre-meeting display and informal drop-in	3 Strategic Planning team members per session
3 x City Centre drop in-sessions at different locations	Whole day 9.30 – 4.30 (to include 1 weekend day)	6 SCC officers to enable full day coverage – at least 2 Strategic Planning officers at each session
Up to 2 x additional events in non-City Centre locations (East / South East and Stocksbridge)	Half day	3 Strategic Planning team members per session
Online drop-in sessions x 3	Up to 1.5 hours (to include 1 evening session)	2-4 Strategic Planning team members per session

- 4.8 The consultation period, resources and associated events will be publicised in a variety of ways:
- Posters in libraries, First Points, and other key locations
 - A printed leaflet in clear language introducing the Plan and key themes
 - Council website and mailshots to our Local Plan contacts
 - Communication through the Local Area Committee’s channels
 - Social media utilising the Communications team’s communication plans expertise to set the context of the consultation and raise awareness of the opportunity to participate during the consultation
- 4.9 The online drop-in sessions will enable the team to present contextual information about the Plan and include question and answer sessions for members of the public and stakeholders.
- 4.10 All the documentation relating to the Plan will be available in an online consultation portal. In addition to this, hard copies of the Plan will be available in First Points and libraries for the duration of the consultation period.
- 4.11 We will use the services of DA Languages where necessary to ensure that the Plan or consultation events are accessible to those without English as a first language.
- 4.12 A critical component of the consultation strategy is to ensure fair opportunity for input into the Plan consultation from groups who are often less engaged. In particular we aim to seek the views of those communities who are likely to be most impacted by the Plan, including Black and Minority Ethnic

communities and City Centre residents. In addition to known stakeholder and interest groups, such as the Access Liaison Group we will dedicate resources to ensuring that opportunities for engagement with seldom heard groups are sought during the consultation period.

- 4.13 We are committed to engaging with key partners involved in the future development of the city, for example the universities, Sheffield Property Association and the Business Improvement District. During the consultation period we will target sessions with specific groups to enable in-depth discussion about the Plan and enable them to bring forward representations on its content.

5. Planning the Activities

- 5.1 Appendix A sets out the key activities related to both the preparation period prior to statutory consultation, as well as activities during the 6-week consultation period.
- 5.2 A particularly important relationship during the preparation phase will be between the Strategic Planning team and Communications team to guide messaging relating to Local Plan content in the period between it becoming publicly available in late October, and the start of the formal consultation period. Bi-weekly meetings will facilitate this relationship and enable agile responses to potential issues arising.

6. Key Stages

- 6.1 The table below presents key activities and their scheduled timing.

Press briefings	From 3.11.22
Social media campaign	Nov 22 – Feb 23
Draft Local Plan approved for public consultation by full Council	14/12/22
Provision of hard copies of the Plan to libraries and First Points	Week commencing 2/1/23
Consultation launch	9/1/23
Consultation period	9/1/23 to 20/2/23
Drop in events	See schedule of events

- 6.2 Following the end of the consultation period we will summarise the representations received and highlight key issues raised which might indicate that a change is needed to the Plan to ensure it is sound. If the Council decides that modifications are needed to the Plan those would need to be submitted to the Planning Inspectorate alongside the Local Plan. At this stage we will not be able to make changes to the Plan itself. As part of the Examination, the Inspector will be able to recommend whether those, and potentially other, modifications are necessary and in turn require a further period of consultation before the Plan can be adopted.

7. Resources

- 7.1 Costs for staging and running events (including exhibition and publicity materials) will be met through the Local Plan budget.

7.2 The Strategic Planning team will lead on the consultation programme, working closely with the Communications team, and key elected Members. A working group has been established so that key officers can meet regularly in the run up and during the consultation to deliver the planned activities list.

7.3 Additional officer support from outside the Strategic Planning team will be needed to support key consultation events, including full day drop-in events in the City Centre, to ensure appropriate staffing levels at busy times. The anticipated resource of the Strategic Planning team will be up to 8.7 FTE during the consultation period. Officer support is expected from the Development Management, Housing Growth and City Regeneration teams.

8.0 **Risks**

8.1 There are a series of risks associated with consultation on the Local Plan, including:

- Failing to conduct consultation activities (including Duty to Cooperate) in accordance with government guidance and legislation
- Failing to engage a sufficiently wide range of stakeholders and capturing the perspectives of key actors in the city resulting in a less fair consultation
- Negative public reaction to the Local Plan, particularly to proposed site allocations, requiring additional resources to manage
- Insufficient staff resources to deliver a successful consultation as set out in this strategy

8.2 A risk register has been developed for the consultation, including the risks associated with running and attending public events. This has informed the project plan.

8.3 The Equalities Impact Assessment will help ensure that the planned consultation approach and activities ensure fair access for impacted groups and do not disadvantage anyone.

Appendix A: Consultation Activities

Preparation (pre-consultation period)

1	Prepare consultation strategy, consult key Members and officers
2	Scoping and agreeing content of the online consultation portal, including testing
3	Developing materials for use in consultation, including Plan documentation, content for visuals, leaflets and posters
4	Development of communication strategy including key messages and opportunities for targeted publicity
5	Pre-consultation publicity raising awareness of the Plan's key themes and opportunities to respond
6	Scoping community/interest groups, particularly in traditionally under-represented groups, who may require specific consultation engagement
7	Prepare mailshot for those on consultation database to make aware of start of consultation and consultation opportunities
8	Preparation of equalities impact assessment and agreeing mitigation measures
9	Prepare process for commissioning materials in alternative formats in case of demand
10	Preparation for consultation events, including booking venues, making staffing arrangements, and assessing and preparing contingencies including emergency planning and security measures
11	Internal training session on communicating the key messages and dealing with difficult situations /customers, for all officers involved in staffing events
12	Preparation of key messages from previous consultation – 'you said, we listened', including finalisation of consultation report from 2020 Issues and Options.

Consultation/Engagement Activities

1	Meetings with adjoining Local Planning Authorities as part of the ongoing Duty to Cooperate requirement
2	Online portal setting including the key Local Plan documentation, guidance on the context of the consultation, and supporting documents to enable submission of comments
3	Drop-in sessions in the City Centre and in a limited number of areas across the city. Timed to engage as many people as possible including 1 x weekend session in the City Centre
4	Targeted engagement with specific representative community/interest groups (traditionally under-represented groups)
5	Online drop-in sessions
6	Attendance at LAC regular meetings with pre-meeting drop-in open to non-attendees
7	Targeted meetings with representatives of the development industry and universities.

This page is intentionally left blank