REPORT OF THE CHIEF EXECUTIVE   **MEETING OF THE CITY COUNCIL**
                                                                3rd APRIL, 2013

At its meeting on 27th February 2013, the Cabinet received a report of the Executive Director, Place seeking Cabinet's approval of the Council's final version of the City Policies and Sites document and Proposals Map.
The Cabinet minute, including the recommendation required to be approved by the Council, is set out below:-

SHEFFIELD LOCAL PLAN (FORMERLY SHEFFIELD DEVELOPMENT FRAMEWORK) : PRE-SUBMISSION VERSION OF CITY POLICIES AND SITES DOCUMENT AND PROPOSALS MAP

11.1   The Executive Director, Place submitted a report seeking Cabinet's approval of the Council's final version of the City Policies and Sites document and Proposals Map.

11.2   **RESOLVED:** That Cabinet:-

(a)   endorses the current version of the City Policies and Sites document and Proposals Map for publication;

(b)   refers this report and the documents to the next (non-budget) meeting of the full Council for approval for publication, invitation of formal representations and submission to the Secretary of State for Communities and Local Government; and

(c)   authorises the Executive Director of Place, in consultation with the Cabinet Member with responsibility for Business Skills and Development to take all necessary procedural steps following the formal representations to enable the schedule of any changes to the document and Proposals Map to be submitted to the Secretary of State.

(NOTE: A copy of the report of the Executive Director, Place, has been circulated to all Members of the City Council with the Council Summons.)

John Mothersole
Chief Executive

SHEFFIELD CITY COUNCIL
Cabinet Report

Report of:	Simon Green, Executive Director, Place
Date:	27 February 2013
Subject:	Sheffield Local Plan (formerly Sheffield Development Framework): Pre-Submission Version of City Policies and Sites Document and Proposals Map
Author of Report:	Peter Rainford (273 5897)

Summary: Members are asked to approve the final version of the Sheffield Local Plan's City Policies and Sites document and Proposals Map. These include revisions following two consultations, including that on additional housing sites. Changes proposed introduce additional flexibility reflecting continuing economic challenges and the Government's priority to increase the delivery of new homes.

Reasons for Recommendations:
The document and map help to implement the adopted Core Strategy and to meet statutory and national policy requirements. They take account of previous consultation and have been subject to sustainability appraisal and equality impact assessment.   They are needed to guide the process of development management and to update the current Unitary Development Plan policies, adopted 14 years ago.

Recommendations: That Cabinet:
1. Endorses the current version of the City Policies and Sites document and Proposals Map for publication
2. Refers this report and the documents to the next meeting of the full Council for approval for publication, invitation of formal representations and submission to the Secretary of State for Communities and Local Government
3. Authorises the Executive Director of Place, in consultation with the Cabinet Member with responsibility for Business Skills and Development to take all necessary procedural steps following the formal representations to enable the schedule of any changes to the document and Proposals Map to be submitted to the Secretary of State.

Background Papers: City Policies and Sites document and Proposals Map

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES   Section 9 Cleared by: Anna Sanderson
Legal Implications
YES   Section 10 Cleared by: Nadine Wynter
Equality of Opportunity Implications
YES   Section 11 Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
YES   Section 12
Human rights Implications
NO: Section 13
Environmental and Sustainability implications
YES Section 14
Economic impact
YES Section 15
Community safety implications
YES Section 16
Human resources implications
YES Section 17
Property implications
YES Section 18
Area(s) affected
Whole city excluding area within the Peak District National Park
Relevant Cabinet Portfolio Leader
Leigh Bramall
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
YES

EXECUTIVE DIRECTOR, PLACE

REPORT TO CABINET

27 FEBRUARY 2013

SHEFFIELD LOCAL PLAN (FORMERLY SHEFFIELD DEVELOPMENT FRAMEWORK): PRE-SUBMISSION VERSION OF CITY POLICIES AND SITES DOCUMENT AND PROPOSALS MAP

1   SUMMARY

1.1   This report seeks Cabinet's approval of the Council's final version of the City Policies and Sites document and Proposals Map. These are statutory documents subject to a process set out in legislation. This means they would become subject to a six-week period of representations from stakeholders and other members of the public before being submitted to Government for public examination into their soundness. The report sets the latest version in the context of previous work and consultations, explains the steps required for statutory adoption and outlines implications for Council policy.

2   WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1   The new policies and map will guide decisions by the Council and its partners about new development and other changes in land use. They will help to make sure that new developments cater for the needs of all in the city and respect the environment and the needs of future generations. They will help to provide necessary development and to protect and improve people's home environments, the places where they work and visit, and the ways in which they travel. They will take forward improvements that have already been happening and deal with more recent issues that have arisen.

2.2   The new Map proposes areas (known as policy areas) with different principal land uses and mixes of associated minor uses. It also allocates specific sites where particular kinds of development will be required. These 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 will be made available in the right areas for a wide range of needs and conflicts between contrasting land users will be kept to a minimum. This will support initiatives to attract investment and infrastructure to the city. The Plan puts transformation and sustainability at its heart to help create opportunities for future economic growth and local communities that work well, and all this in a sustainable way.

2.3   The proposed allocations include some greenfield housing sites that were consulted on last year. One of the Government's key priorities is to increase the delivery of new homes and this land is needed to help meet the long-term need for new homes when the market recovers. But the proposals do not involve any changes to the Green Belt and over 90% of the housing land continues to be through the re-use of sites that have previously been developed. To fully meet all long-term needs we will need to take a more strategic look at the options but this will be something for an early review of the Local Plan as a whole.

3   OUTCOME AND SUSTAINABILITY

3.1   The proposed policies are needed to guide the content of planning brief s and
        decisions about planning applications (including, for example, through the work of
        the Sustainable Development and Design Panel). The intention is that they should
        help to achieve the objectives and policy outcomes already set out in the Council's
        adopted Local Plan (Sheffield Development Framework) Core Strategy. These
        place transformation and sustainability at their heart. All proposed policies and site
        allocations have themselves been appraised for sustainability. The documents, if
        adopted, will therefore make a very significant contribution to sustainable
        development in the city.

4   BACKGROUND

4.1   The Sheffield Local Plan comprises the renamed Sheffield Development
        Framework and is a statutory responsibility of the Council. The change in name is
        needed to conform with the new National Planning Policy Framework, issued in
        March 2012. The Plan is the City's primary land-use and place-shaping strategy.
        It covers all of the city except for the areas in the Peak Park, which the Peak Park
        authority is responsible for planning. It already includes the Core Strategy, which
        sets out the planning vision for Sheffield, spatial policies (dealing with what is
        proposed to happen where and how it will be delivered) and other policies dealing
        with key issues (particularly concerning environmental sustainability). The Core
        Strategy was subject to public examination by a Planning Inspector and was
        formally adopted by the Council in March 2009.

4.2   The Core Strategy did not cover all the matters needed in the development plan.
        The second document, now presented to Cabinet, contains additional policies to
        implement Core Strategy objectives through development management and
        defines the Core Strategy's broad spatial policies using boundaries on the
        Ordnance Survey base of the Proposals Map.

4.3   The new document and map have been through a long process of preparation and
        consultation. The last main period of consultation was in 2010 but further work
        was put back to allow an additional stage of consultation on Additional Sites for
        housing. The Government has made it clear that local authorities should be able
        to demonstrate a five-year supply of 'deliverable' housing (in addition to allocations
        over the rest of the period up to 2026).   This means that the land has to be
        suitable and available but, crucially, development there also has to be achievable
        in economic terms. Achievability of development has been greatly affected by
        changed market conditions and it is necessary to help compensate for the resulting
        loss of deliverable housing sites. The opportunity has also been taken to make
        changes arising from the new National Planning Policy Framework.

5   THE POLICIES

5.1   As the policies flow from the Core Strategy and help to implement it, they are
        presented under the same headings as in the Core Strategy. The new document
        is not the place to amend the objectives and policies of the Core Strategy, which
        necessarily constrain the scope for alternative options in the subsequent document
        and map. More radical alternatives will need to be explored when the whole Local

Plan comes up for review. As the Core Strategy is already nearly four years old this should begin as soon as work on the present documents is complete.

5.2   For ease of reference, the text for each policy in the document has four main sections:

- Introduction, showing how the policy flows from 'higher-order' policy and why it is needed
- The policy statement itself, with definitions where needed
- Reasons for the content of the policy as proposed
- Explanation of how it will be delivered

5.3   The scope of the policies and changes proposed following the last consultation are outlined in Annex A to this report. Changes have been proposed to:

- Reflect the new policies of the National Planning Policy Framework and the proposed revoking of the Regional Spatial Strategy
- Update in the light of other changes in the planning process, particularly the provisions for the Community Infrastructure Levy
- Reduce overlap with national standards
- Deal with issues previously omitted
- Provide more flexibility where the draft criteria were too demanding for developers in the current challenging economic climate
- Allow more detailed requirements to be set out in supplementary non-statutory policies
- Reflect other new evidence
- Define meanings more clearly
- Condense and combine policies where appropriate.

5.4   Many of the changes are in direct response to comments made by consultees, to whom we offer our thanks. Whilst there are always issues where agreement cannot be reached, needing recourse to the process of public examination, we think that the revised policies go a long way to addressing concerns raised.

5.5   The policies can be found in chapters 2-10 of the City Policies and Sites document.

6   POLICY AREAS AND SITE ALLOCATIONS

6.1   The policy areas and site allocations flow from the Core Strategy's policies about the spatial distribution of land uses and the functioning of specific places. These are shown, along with other designations, in the eight sheets of the Proposals Map, which is available for Members to consult in the Members' Library and can be accessed electronically at Sheffield City Council - City Policies and Sites

6.2   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.

6.3   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 through the designation of policy areas that cover the whole city, where certain uses are *preferred* (still giving a measure of certainty) but a wide range of other uses is still *acceptable*. Some uses are not mentioned in the policies so they can be considered on their merits whilst others are identified as unacceptable in principle if they would conflict with the preferred uses. So, for example, in Housing Areas, housing is preferred and should be dominant, small-scale shops and business development would be acceptable but industrial development would be unacceptable (see policy H1).

6.4   Since the previous consultation on these policy areas we have concluded that the amount of flexibility needed to be increased to reflect the continuing uncertainties in the economy. So, for example, the Priority Office Areas, with their high proposed concentrations of offices, have been reduced in area and the minimum required percentage of offices has been reduced. In Business Areas the preference for offices has been deleted, making a wider range of non-industrial businesses equally acceptable and these more flexible areas are more extensive than previously proposed.

6.5   The policy areas and site allocations are explained more fully in the document in chapters 11 and 12. Full details of allocations in each of the Core Strategy Areas are set out in chapters 13-23.

7   ADDITIONAL HOUSING SITES

7.1   The economic downturn has seriously affected demand for building new homes on many of the sites where the Core Strategy envisaged and promoted development. Demand for high-density city living has fallen significantly and it is also likely to take longer to redevelop in the housing renewal areas. When the consultation draft document and map were prepared in 2010 it appeared that there would still be enough land to meet citywide requirements but this is no longer the case. Whilst recovery of demand might occur in the longer term it is not possible, for the present, to demonstrate how this capacity would be taken up. The difficult decision was, therefore, taken to carry out a further round of consultation in early 2011, principally on potential new greenfield sites.

7.2   The consultation on these sites revealed a high level of local opposition. People value the greenspace in their neighbourhoods and anxieties were also expressed about additional pressures on schools and health services, increased traffic and pollution and loss of features of ecological or heritage value. Many respondents were not convinced that the city's need for new homes could not be met on brownfield land.

7.3   If the proposed new sites are a step too far for local people it remains questionable whether they will be sufficient to meet the projected long-term requirement for new homes and there remains a significant shortfall in the five-year supply. This has been observed and commented on by the housebuilders. Nor would they enable us to meet the five-year housing requirement, which is the Government's key yardstick for the supply of local housing land. To meet the full requirement in the

current market would have required a review of strategic policy on open space and Green Belt, which was beyond the remit of the current document.

7.4   Where housing development is sustainable and consistent with the Core Strategy, national policy is clear about a presumption in favour. We have given careful consideration to the comments received relating to sustainability of the proposed sites and commissioned significant further survey work to check out questions raised. But, in most cases, there are not compelling grounds for arguing that development would not be sustainable. Development would sometimes need to be designed to incorporate features of value (e.g. conserving hedgerows) and densities should sometimes be reduced to lessen the impact on the character of an area (e.g. in a village setting). Some ecological concerns can be addressed by securing a proportion of a site as open space (e.g. as part of a Green Link).

7.5   The implications for community services such as schools and health facilities will be matters for the providers to respond to (e.g. by providing additional classrooms or opening new surgeries). The providers are not in a position to produce blueprints and we have received no advice that pressure on facilities would be sufficient grounds for not allocating land. However, the position will need to be reviewed over time, taking account of all the changes in demand that have occurred. So it would still be necessary to review the position as planning applications are submitted. This would take account of funding options including the Community Infrastructure Levy.

7.6   In principle, an alternative remains, which is not to allocate. We are not recommending this because we need to ensure that there are enough homes for people living in the city. Whilst the current economic pressures are temporarily suppressing demand, this will return as the economy picks up and the housing market adapts. Planning strategy needs to take the long view. This accords with the Corporate Plan aim of having the right number of desirable homes in the right places to meet the future needs of residents. Even if we were minded to recommend the shorter-term view based only on current reduced market demand, we would be raising false expectations about our ability to safeguard these greenfield sites. The Government's presumption in favour of sustainable development, together with its ambition to increase levels of housebuilding, mean that where there is not a five-year supply the presumption will be to allow appeals into refusal of permission for housing, wherever they occur. This could lead to more sensitive sites than those proposed being at risk. In the current policy context, holding back sites where development would be sustainable could mean the plan being found unsound.

7.7   We are continuing to propose a two-stage process, which is, firstly, to put forward those additional housing sites that can be justified within the terms of current Core Strategy policy and, secondly, to follow this up with a review of the Core Strategy. We recognise that the first stage will not produce all the site capacity needed but we would be taking the action that is possible short of delaying everything until the Core Strategy can be reviewed. This stage would then be followed by the preparation of a revised Local Plan where more wide-ranging options for finding new housing land can be consulted on. These options should take account of new research into changes in nationally produced projections, assessment of local housing markets in the City Region, appraisals of the sustainability of additional site options and negotiations with neighbouring authorities.

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7.8   We have prepared responses on all of the comments received and these are presented in schedules that we propose to publish on the Council's website. We have also published a range of ecological, archaeological and agricultural surveys undertaken following the consultation. A schedule is appended as Annex B, showing our assessment of individual sites.

8   THE NEXT STAGES

8.1   There have been three rounds of extensive consultation and the next stage is the last one. This involves publishing the final version of the document and Proposals Map and representations are invited. This stage is announced in the local press and copies of the documents are made available at First Points, libraries and housing offices across the city. Representations are made on a proforma that asks for comments on the *soundness* of the policies and proposals. To be sound, national policy states that they must be 'positively prepared', justified, effective and in accordance with national policy.

8.2   Although we have tried to address all the concerns that could require changes, there will be some where the Council and stakeholders will continue to disagree as to what is sound. In those cases where further changes would still be justified, they would be presented in a schedule and the published document and map together with the schedule are submitted to the Government for public examination by a Planning Inspector. The Inspector will make recommendations about what should be amended before the plan comes back to Cabinet and full Council for adoption. Although the recommendations will no longer be binding (as they were when the Core Strategy was produced) we would need very good reasons for not acting on them.

8.3   The timetable we are working to is:

   •   Full Council   April 2013
   •   Representations   Late April to early June 2013
   •   Consideration of comments   June/ July 2013
   •   Submission   August 2013
   •   Public examination hearings   November/ December 2013
   •   Inspector's report   April 2014
   •   Adoption   August 2014

8.4   The precise timetable will depend on the scale and nature of the representations and how much requires examination in the public hearings.

9   FINANCIAL IMPLICATIONS

9.1   There are no new financial implications. Publication of the City Policies and Sites document and Proposals Map and the representations stage have been budgeted for in 2012/13. It should be noted that expenditure will increase markedly in 2013/14, when the bulk of the Planning Inspectorate's charges for the public examination of the document would be incurred. This is being taken into account in budgeting for the next financial year and will be managed and met within the Service's settlement for the 2013/14.

10   LEGAL IMPLICATIONS

10.1   Under the Planning and Compulsory Purchase Act 2004, the Council is required to prepare a Local Development Framework (now Local Plan) which forms the basis of planning for its area. The recommendations of this report contribute to meeting this requirement.

10.2   A formal resolution of the Council is also required in order to adopt the new policies and map referred to in this report.

11   EQUALITY OF OPPORTUNITY IMPLICATIONS

11.1   The options that led to these policies have been subject to an equality appraisal and an Equality Impact Assessment. Attention is drawn to the following impacts:

- Policy C1 – housing within reasonable walking distance of local shops and facilities and public transport
- Policy C2 – residential design that provides for disabled and older people
- Policy D1 – access for disabled people at public buildings and places of work
- Policy D2 – new open space including provision for children where there is a shortage
- Policy D3 – affordable housing
- Policy E2 – accessible parking for disabled people
- Policy E3 – street design to provide for disabled people, older people, young people and people with young children
- Policy G2 – opportunities sought to extend access to the Green Network for wheelchair use.

11.2   The representations process is set out in regulations but groups representing people who might otherwise be disadvantaged by planning and development will be 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. 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).

12   HEALTH INEQUALITY IMPLICATIONS

12.1   The policies contribute to reducing health inequalities by applying consistent standards across the city.
- Policy C1 includes health facilities in the list of community facilities that should be accessible from new housing
- Policy D2 provides for new open space in areas of shortage
- Policies E1, E2, E3 encourage walking and cycling
- Policy F1 requires mitigation if large scale development would contribute to loss of air quality
- Policies G2 and G3 encourage greening if the city through further green links and tree planting/ retention
- Policy G6A protecting the countryside.

13   HUMAN RIGHTS IMPLICATIONS

13.1   The process for representations and adoption of the documents conforms to
        national law that takes due account of human rights.

14   ENVIRONMENTAL SUSTAINABILITY IMPLICATIONS

14.1   The policies and proposals accord with the National Planning Policy Framework,
        which requires development to be sustainable and affirms the environmental
        dimension of sustainability. The policies also flow from the Core Strategy
        objectives and policies, which have been appraised for sustainability and further
        appraisal has been carried out of the options that led to the present policies.
        Some critical policies for sustainable development and design already appear in
        the Core Strategy but attention is drawn to the following that are proposed for the
        new document:

        • Policy A1 – infrastructure priorities contributing to sustainable transport,
          reduced carbon emissions and area resilience
        • Policies A2, B3, C1 – location of development contributing to reducing the
          distances people need to travel
        • Policy E1 – promoting sustainable ways of travel to new developments
        • Policy E2 – helping to manage demand for the use of private cars
        • Policy E3 – requiring street design to contribute to sustainable drainage and
          reduced carbon emissions
        • Policy F1 – avoiding harmful effects of pollution
        • Policy F2, G10 – providing for sustainable management of waste
        • Policies G1, G2, G3, G4 – promoting biodiversity and the natural
          environment.

14.2   The policy areas and site allocations all flow from the Core Strategy and further
        appraisal has been carried out of the allocations options to draw out any local
        impacts that could not be discerned at the more strategic scale. The policy areas
        were not subject to sustainability appraisal as it was concluded that little would be
        added to what had already been done for the spatial strategy and spatial policies
        of the Core Strategy.

14.3   A report on the sustainability appraisal will be published with the consultation draft
        of the policies and comments on this will be invited.

15   ECONOMIC IMPACT

15.1   The policies support the Core Strategy themes of Economic Prosperity and
        Sustainable Employment and of Serving the City Region:

        • Policy A1 indicates regeneration, release of employment land and
          maximising benefits from scarce resources among the factors for
          prioritising spending of Community Infrastructure Levy
        • Policy A2 ensures that sensitive uses do not hinder employment uses in
          areas where employment should have priority
        • Policy B1 supports economic regeneration with its design strategy for the
          City Centre

- Policy B2 supports the economic strengthening of the City Centre's Primary Shopping Area
- Policy B3 gives priority to the viability and regeneration of existing centres, including the City Centre.

15.2 The policies avoid placing undue additional burdens on businesses in the form of conditions. High quality and sustainable design may carry some costs but the policies (e.g. policy B1) recognise the different circumstances in different areas. The sustainable design criteria accord with national guidelines and the Council has already shown itself to be realistic when there are viability concerns. The main additional sums paid by developers would be the Community Infrastructure Levy and, for housing developments, a contribution to affordable housing. The Community Infrastructure Levy (policy A1 but at a level still to be consulted on) would replace most negotiated Section 106 contributions and, for housing developments, the sum negotiated for affordable housing will continue to take account of the viability of the development (policy D3). Otherwise, developer contributions would normally be only those that are essential for their scheme to proceed.

16 COMMUNITY SAFETY IMPLICATIONS

16.1 Safety features frequently in the criteria for development:

- Policy C1 – pedestrian access from new housing to shops and services to be safe
- Policy D1 – safety is a requirement in securing access form disabled people in public buildings and workplaces
- Policy D2 – safety is a factor in the design of new open space
- Policy E1 – requires action where a development would have significant highway safety impacts and provision of safe travel in Travel Plans (see also F2)
- Policy E2 – safety of on-street parking is a consideration in any relaxation of upper limits on off-street provision
- Policy E3 – safety of users is required in the design of roads and streets
- Policy F1 – contaminated land to be made safe before development is permitted
- Policy G10 – contains a requirement for entrances and pedestrian routes to be well located, obvious and overlooked
- Policy G14 – safety considerations to influence design of advertisements.

17 HUMAN RESOURCES IMPLICATIONS

17.1 The publication of the document and Proposals Map and the preparation of supporting reports and other evidence can be undertaken by staff on the current establishment though the peaking of work associated with the public examination may make it necessary to defer competing tasks. It is assumed that any major work on overall review of the Local Plan would come after publication and examination of the present documents.

18   PROPERTY IMPLICATIONS

18.1   The development criteria, policy areas 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.

19   ALTERNATIVE OPTIONS

19.1   Alternative options were fully considered and consulted on at the Emerging Options stage of the earlier City Policies and City Sites documents. The more strategic choices were largely determined by the Core Strategy and the choice with many of the policy criteria and allocations is whether to have them or not. However, there were alternative options for many of the criteria (e.g. a higher standard or a lower one than what is proposed) and choices about the required uses for allocation sites. These will be detailed in the Background Reports to be published in time for the representations, which will contain fuller evidence for the selection and rejection of options for policies and proposals.

20   CONCLUSIONS ON REASONS FOR RECOMMENDATION

20.1   The document and map help to implement the adopted Core Strategy and to meet statutory and national policy requirements. They take account of previous consultation and have been subject to sustainability appraisal and equality impact assessment.   They are needed to guide the process of development management and to update the current Unitary Development Plan policies, adopted 14 years ago.

21   RECOMMENDATION

        That Cabinet:

21.1   Endorses the current version of the City Policies and Sites document and Proposals Map for publication

21.2   Refers this report and the documents to the next (non-budget) meeting of the full Council for approval for publication, invitation of formal representations and submission to the Secretary of State for Communities and Local Government

21.3   Authorises the Executive Director of Place, in consultation with the Cabinet Member with responsibility for Business Skills and Development to take all necessary procedural steps following the formal representations to enable the schedule of any changes to the document and Proposals Map to be submitted to the Secretary of State.

Simon Green
Executive Director, Place   February 2013

ANNEX A: SUMMARY OF POLICIES
IN THE CITY POLICIES AND SITES DOCUMENT

1. This Annex provides a brief overview of the policies now proposed and some of the broad changes.

2. The **Introduction** sets the scene in the wider local plan but it has been extended to include wording recommended by the Planning Inspectorate to demonstrate conformity with the National Planning Policy Framework.

3. The theme of **Economic Prosperity and Sustainable Development** is well covered in the Core Strategy spatial policies and the new document proposes only two further policies under this heading:

    A1 Infrastructure Requirements and Developer Contributions. This policy sets the broad priorities for funding from the Community Infrastructure Levy (considered by Cabinet on 12 December). It has been amended to state the main criteria for prioritising.

    A2 Requirements for Economic Prosperity and Sustainable Employment. This policy picks up two outstanding matters, which are making sure that sensitive uses are not allowed where they would constrain businesses, and providing for local people who experience the impacts of new businesses also have access to the benefits. The definitions are revised to take a broader view of what is meant by local.

4. The policies for **Serving the City Region** deal with aspects of the City Centre that are relevant to making it a more attractive and more effective core city destination:

    B1 City Centre Design. This policy gives a steer on the balancing of economic and design quality requirements in the City Centre quarters, drawing on the guidance of the Urban Design Compendium. Changes are relatively detailed and by way of updating and clarity.

    B2 Development in the Central Shopping Areas and Cultural Hub. This policy states criteria for implementing the Core Strategy vision for the City Centre. Changes include a sequential preference for shops in the Primary Shopping Area, identification of a broader Central Shopping Area to include adjoining retail areas such as The Moor, and locations for units selling bulky goods. There is some relaxation of restrictions on the proportion of non-retail uses on ground-floor frontages outside the Primary Shopping Area.

    B3 Retail and Leisure Development outside Existing Centres. This policy (formerly C5) identifies specific local requirements not covered in national policy on out-of-centre provision. It had also prescribed a specific five-yearly ceiling on any margins of additional retail development at Meadowhall. Although it is accepted that the quantitative evidence is lacking to define the precise margin for any new retail development, the Council remains firmly committed to the position adopted in the Core Strategy, of keeping the centre at its present size to promote confidence in the regeneration of the City Centre.

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5. The theme of **Attractive and Sustainable Neighbourhoods** includes not only housing but also services for local communities.

    C1 Access to Local Services and Community Facilities in New Residential Developments. This seeks to ensure that a range of shops and services are within reasonable walking distance of people's homes and is modified to deal with accessibility to public transport, previously covered in the Regional Spatial Strategy.

    C2 Residential Design. This deals with aspects of design distinctive to housing uses, including inclusiveness and integration of different house types. Various wording improvements are proposed and the requirement for wheelchair housing is maintained at 25% of all developments of 4 or more dwellings (as in the Unitary Development Plan), rather than increasing it to 30% of dwellings as had been proposed in the previous draft.

    C3 Safeguarding Sensitive Uses from Nuisance. This addresses the tension where developing housing in sustainable locations increases the risk of noise or disturbance – the policy requires mitigation of harm to living conditions. But it now leaves the precise timing of late-night opening to be determined in supplementary guidance.

    C4 Development in District and Neighbourhood Centres. This supports Core Strategy policies, dealing with pressures to replace shops by uses that could undermine the vitality and viability of centres or cause disturbance to neighbouring communities. It now gives equal weight to shops and community facilities as core functions in these centres.

6. The chapter on **Opportunities and Well-Being for All** takes up three issues under this heading in the Core Strategy.

    D1 Inclusive Design in Public Buildings and Places of Work. The previous policy addressed a range of access needs but the revised version focuses on requirements for disabled people at public sites and workplaces. The previous version also aimed to safeguard facilities for community use but it was concluded that planning controls could not prevent closures in the absence of other initiatives.

    D2 Open Space in New Housing Developments. This identifies where open space would be expected as a part of new housing schemes. The requirement has been relaxed to apply to only housing developments of 4 or more hectares recognising practical problems with providing open space on smaller sites and that funding for greenspace from the new Community Infrastructure Levy will be more limited in view of other priorities. (Provision of soft landscaping is covered in policy G10 – see below).

    D3 Delivering Affordable Housing. This policy completes the provision for affordable housing in the Core Strategy (policy CS40), retaining a target of 40% of units to be affordable, though it is recognised that this cannot be attained under present economic circumstances. But, in the most viable

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locations, it is expected that this will still be achievable as well as the CIL payment in higher value areas over at least some of the period covered by the policy.

7. **Movement and Sustainable Transport** are intrinsic themes of the spatial strategy and policies in the Core Strategy but these policies need to be complemented by criteria for development management.

    E1 Development and Trip Generation. This policy provides guiding principles for travel plans and transport assessments to ensure that developments contribute significantly to sustainable travel. It now omits the statement about development not being permitted on trip generation grounds as this is now covered by the National Planning Policy Framework, which indicates refusal would be appropriate only if cumulative impacts were severe.

    E2 Parking. The statutory documents need to include standards to support the Core Strategy policies for managing the demand to travel – these are expressed in terms of maximum levels of parking and are complemented by provision for disabled people. Provision is now made for a higher level of off-street parking than originally proposed for businesses outside the City Centre and for housing areas where there are safety or operational reasons.

    E3 Design for Roads and Movement. This wide-ranging policy shows how design and travel needs can be integrated. It has been reduced in length to give it more focus.

8. The theme of **Global Environment and Natural Resources** is of such importance that the Core Strategy Inspector required the transfer of the relevant development management policies from the present document to the Core Strategy. In particular, the statutory policies relating to climate change and flood risk no longer appear here and users are referred to Core Strategy policies CS64 and CS65 on sustainable design and CS67 on managing flood risk. This leaves relatively little to be covered in the present chapter, which now includes just three policies.

    F1 Pollution Control. This ensures that account is taken of existing or resulting pollution of air, land or water. Amendments deal with the cumulative impacts of development on air quality and the effects of light pollution.

    F2 Requirements for Waste Management. This policy reflects the potential impact of such developments for their surroundings and proposes appropriate safeguards.   No significant changes have been made.

    F3 Safeguarding Mineral Reserves. This policy has been added at the request of the Coal Authority to encourage extraction of any coal reserves before a site is developed to prevent them from being sterilised. This would be conditional on no unacceptable environmental impacts.

9. The chapter on the **Green Environment** deals with features of Sheffield's 'green city' character.

G1 Safeguarding and Enhancing Biodiversity and Features of Geological Importance. This policy promotes biodiversity as a feature of all aspects of development and safeguards areas of particular ecological and geological value. Changes are relatively minor.

G2 The Green Network. This safeguards and promotes the network of green space throughout the city (and shown on the Proposals Map) – this promotes biodiversity, health, leisure and sustainable transport objectives. The policy is little changed.

G3 Trees, Woodland and the South Yorkshire Forest. Trees and woodland play a special part in Sheffield's 'green' character and this policy would protect existing trees and promote planting. Changes have been made to better reflect the South Yorkshire Forest Plan.

G4 Water in the Landscape. With its deep valleys, water is a distinctive feature of the Sheffield landscape but a resource that needs to be managed in view of the risk of flooding – this policy brings together guidance to deal with both issues. Changes are mainly matters of rewording.

10.   **Character and Heritage** was a major aspect of the Design Principles policy in the Core Strategy (CS74) and the principles are developed into more specific criteria to guide development.

G5 Development and Area Character. Specific aspects of the character of areas are identified that need to be reflected in the design of development. Changes are mainly to improve wording.

G6A Development in Countryside Areas including the Green Belt. This policy complements national policy for Green Belt and deals with related countryside areas not so designated, by setting out local conditions for any development that is, exceptionally, allowed. The former policy G6 was subdivided into G6A and G6B to enable more specific coverage of landscape character and G6A reflects the new national policy context. Reference is no longer made to existing 'Major Developed Sites in the Green Belt' because the National Planning Policy Framework now sets out criteria for assessing development proposals on previously developed sites in the Green Belt.

G6B Landscape Character. This new policy requires development in the city's cherished countryside areas to reflect the range of distinct landscape characteristics around Sheffield.

G7 Development affecting Features of Heritage Value. This provides more specific guidance about the areas, buildings and archaeological heritage that merit particular protection. It now incorporates the **former policy G9** protecting the city's distinctive historic parks and gardens

11.   The chapter on **Areas that Look Good and Work Well** takes up the general design themes that do not contribute primarily to one of the specific themes in previous chapters. Taken together, the design policies in the document will contribute to Building for Life principles that are informing the physical

regeneration of neighbourhoods. It develops the second part of the Core Strategy policy on Design Principles (CS74).

G10 Design Quality. This sets out specific design requirements needed to deliver the more general Core Strategy objectives. The proposed changes are mainly ones of detail but the policy now incorporates the issue of public art (**formerly policy G12**) emphasising it as an integral part of design in major developments.

G11 Tall Buildings. This follows from the Core Strategy policy on Tall Buildings (CS76), providing criteria for their design. But it now indicates the prevailing context in each Quarter of the City Centre in terms of a range of building heights rather than specifying single thresholds.

G13 Shop Front Design. This policy provides guidance that will affect locations that are particularly important in terms of the character and image of their area. Additional detail is mow proposed to inform consideration of planning applications.

G14 Advertisements. This sets out conditions to ensure that advertisements do not disfigure their location – like shop fronts, they can have a major impact and detract from the design quality of buildings. Changes are mainly matters of detail.

ANNEX B: ASSESSMENT OF ADDITIONAL HOUSING SITE OPTIONS

Additional Sites Ref	Site Name	Officer Recommendation	Total Site Area (Ha)	Original Estimated Dwelling Capacity	Revised Estimated Dwelling Capacity	Notes
North Community Assembly						
P00502	Wiggan Farm, Towngate Road, Worrall	Allocate for Housing	1.77	55	40	Reduce estimated site capacity to reflect irregular shape of site and local concerns about over development. Lower density required to reflect character of area.
P00503	Former Sports Ground, Greaves Lane, Stannington	Allocate for Housing and Open Space	1.46	20	20	Half of site to be improved as public open space.
P00505 (now part of P00521)	Platts Lane/ Oughtibridge Lane, Oughtibridge	Allocate for Housing	1.26	40	40	Development conditional on provision of a bridleway bridge over the railway to improve accessibility to public transport and local services. Site to be combined with two adjacent proposed housing sites to form one large allocation.
P00506	Hawthorn Avenue/ Coppice Close, Stocksbridge	Allocate for Housing	1.72	50	50	Cost of drainage infrastructure likely to make development unviable until at least late in the plan period. Ecology survey has required a condition to protect New Hall Wood by requiring a 15m buffer between the woodland and built development.
P00507	Worrall Hall Farm, Kirk Edge Road/ Top Road, Worrall	Allocate for Housing	0.84	25	15	Reduce estimated site capacity to reflect irregular shape of site and local concerns about over-development and impact on character.
East Community Assembly						
P00500	Infield Lane, Darnall	Allocate for Housing	1.58	80	80	Number of dwellings reflects recent planning application for housing

Additional Sites Ref	Site Name	Officer Recommendation	Total Site Area (Ha)	Original Estimated Dwelling Capacity	Revised Estimated Dwelling Capacity	Notes
P00508	Former Sports Ground, Bawtry Road, Tinsley	Retain as Open Space	3.50	95	0	There is a shortage of informal open space in the area and it has not been shown that the site is deliverable for housing due to multiple land ownership (there are 63 separate owners through a land banking company but only 16 responded to the consultation). Parts of the site are ecologically important and currently subject to flooding.
P00501	Foley Street/ Levenson Street, Attercliffe	Allocate for Industry	0.85	0	0	Brownfield site and uncontroversial.
P00131	Darnall Works, Darnall Road, Darnall	Allocate for Flexible Use (mix of Housing and Employment uses)	6.48	100	100	Informal planning and development guidance to be prepared show at least 2.48 ha for housing. Brownfield site and uncontroversial.
Central Community Assembly						
P00498	Herries Road, Owlerton	Allocate for Business and Industry	0.55	0	0	Brownfield site and uncontroversial.
P00516	Gilders Car Showroom, Middlewood Road, Middlewood	Allocate for Housing	1.30	80	80	Site has planning permission for 80 townhouses. Potential interest in developing part of the site for retail but the overriding need for housing means a housing allocation is more appropriate.
South Community Assembly Area						
P00499	Dairy Distribution Centre, Hemsworth Road, Norton	Allocate for Housing	0.60	15	10	Some of the existing buildings are archaeologically important and should be retained. The Community Assembly have nominated this site for the local list.
P00511	Former SHU Playing Fields, Hemsworth Road, Norton	Allocate for Housing and Open Space	4.01	40	40	Development conditional on re-instatement of 2.67ha as recreational open space of an appropriate standard - there is interest from a local cricket club. Other funding sources might also be required.

Additional Sites Ref	Site Name	Officer Recommendation	Total Site Area (Ha)	Original Estimated Dwelling Capacity	Revised Estimated Dwelling Capacity	Notes
P00512	Norton Lane, Norton Oakes, Norton	Designate as Housing and Open Space Areas	1.53	30	0	In response to comments, the Council carried out ecological assessments but the owners have now advised that the site is no longer surplus to their requirements. The western part of the site should be retained as open space to maintain the Green Link and the central hedgerow. The eastern part should be designated as Housing Area to indicate the preferred use should it become surplus at a later date.
P00518	Former Abbeydale Grange School, Abbeydale Road	Allocate for Housing	2.44	90	90	The school has been demolished and there is a vacant site. This site will be included in the Planning Brief for the Bannerdale Centre, which will be consulted on. This would indicate the layout and density of the development. Development and safeguard features of ecological value.
P00525	Bannerdale Centre and adjacent land, Carter Knowle Road	Allocate for Housing and Open Space	14.89	80	80	The Bannerdale Centre in still in use and due to close from 2014. A Planning Brief comprising this site and the former Abbeydale Grange School will be subject to consultation and define the final location of development. Conditions on the allocation should determine the developable area, secure the playing pitches and safeguard features of ecological or heritage value.
South East Community Assembly Area						
P00367	Beighton Road, Woodhouse	Allocate for Housing	3.02	90	90	Previously proposed as a site for a vocational centre in 2010 City Policies and Sites document. Public access to the Shirebrook Valley will be retained and hedgerows and trees incorporated within the development where possible.
P00509	Junction Road, Woodhouse	Allocate for Housing and Open Space	2.00	60	40	The proposed site area is reduced and the area needing protection for ecological reasons and to provide the Green Link is proposed for designation as an Open Space Area.

Additional Sites Ref	Site Name	Officer Recommendation	Total Site Area (Ha)	Original Estimated Dwelling Capacity	Revised Estimated Dwelling Capacity	Notes
P00510	Woodhouse East	Allocate for Housing and Open Space	10.5	220	220	Minimum of 3.1 hectares of this farmland area should be retained as open space in order to maintain the countryside setting and safeguard areas of tree planting and environmental improvements by local community.
P00495	Holbrook Rise, Holbrook	Allocate for Business and Industry	0.45	0	0	Brownfield site and uncontroversial.
	South West Community Assembly Area					
P00496	Hadfield Service Reservoir, off Glebe Road/ Blakeney Road, Crookes	Do not allocate for Housing but retain in Housing Policy Area	1.26	40	0	Site is no longer available during plan period though it could come forward as a 'windfall' if owners change their plans.
P00497	Lydgate Reservoir, Evelyn Road, Crookes	Do not allocate for Housing but retain in Housing Policy Area	0.65	20	0	Evidence is not yet available to confirm that the site would be available during the plan period. Could be put back in after representations stage if the landowner produces evidence of availability or it could come forward as a 'windfall' if they change their plans after that.
P00517	Canterbury Crescent, Fulwood	Allocate for Housing	0.70	15	15	The allocation would be subject to conditions regarding safeguarding of ecological interest, e.g. mitigation measures if required to safeguard any protected species visiting the site.

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