

Representation on the Sheffield Plan Publication (Pre-Submission) Draft

Respondent details

Comment ID number: PDSP.039.001

What is your Name: JosephHutchesson

If you are making this representation as a member of an organisation, what is the name of your organisation:

Gleeson Homes

If you or your organisation are making a representation on behalf of another person, organisation or group, please tell us who it is and its role:

N/A

Document

Which document to you wish to make a representation on:

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

Which section of the document is your representation on:

Policy SP2: Spatial Strategy

Which paragraph/site/map layer of the document is representation on:

N/A

Representation

Do you consider the Local Plan is legally compliant: Yes

Do you consider the Local Plan is sound: Yes

Do you consider the Local Plan complies with the duty to co-operate: Yes

Please give details of why you consider the Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate:

The current allocations have focussed on the city centre and high density development, neglecting a large proportion of the residential market in Sheffield who will seek a house, rather than an apartment. As a housebuilder, we see the demand for this type of housing. Our product is targetted towards first time buyers, and delivers high quality, new homes for a genuinely affordable price. On all of our sites a couple on the national living wage will be able to afford a new home. This is an essential market to cater for in the Sheffield region, which we feel city centre apartment living will not do. Apartments do not equal affordable.

Please set out the modification(s) you consider necessary to make the Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified above:

Not completed by respondent

If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s):

Yes, I wish to participate in hearing session(s)

If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

Representing Gleeson Homes, I feel it is important that a Sheffield Based housebuilder is present. The current allocations have focussed on the city centre and high density development, neglecting a large proportion of the residential market in Sheffield

Representation on the Sheffield Plan Publication (Pre-Submission) Draft

Respondent details

Comment ID number: PDSP.039.002

What is your Name: JosephHutchesson

If you are making this representation as a member of an organisation, what is the name of your organisation:

Gleeson Homes

If you or your organisation are making a representation on behalf of another person, organisation or group, please tell us who it is and its role:

N/A

Document

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Which section of the document is your representation on:

Policy SP2: Spatial Strategy

Which paragraph/site/map layer of the document is representation on:

N/A

Representation

Do you consider the Local Plan is legally compliant: No

Do you consider the Local Plan is sound: Yes

Do you consider the Local Plan complies with the duty to co-operate: Yes

Please give details of why you consider the Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate:

Gleeson Homes are part of the MJ Gleeson PLC group, a Sheffield based company who develop genuinely affordable, new homes in areas that need them the most. Our model allows for a couple on the national minimum wage to be able to buy a new home on all of our developments. Gleeson Homes successfully operate across the whole of the North of England, but as a Sheffield based company, it has always been important to maintain our presence in the city.

We typically look for sites which are able to deliver a minimum of 50 homes. We offer a range of house types and elevations, ranging from 1 to 4 bed houses with a garden area and appropriate parking. A key market for our homes are 1st and 2nd time buyers. We specialise in helping regenerate areas with our developments, frequently

developing complex and difficult sites that are both Brownfield and Greenfield in nature. Our ability to deliver on the most contaminated sites can be evidenced by our development at Carlise Park, Swinton.

Gleeson Homes have recently completed two key sites in Sheffield, Cradock Court and Montenev Park. Cradock Court provided 96 new homes, and Montenev Park delivered 165 homes over two phases. These sites have been extremely well received and show the demand for our product in Sheffield.

A new Sheffield Plan is much needed and is welcomed by Gleeson Homes, updating policies to meet the current needs of the City, helps to make the plan feel relevant and allow developments to be beneficial for the residents of Sheffield. We are extremely pleased to see the release of the Norton Aerodrome site from the Greenbelt, and believe that the emphasis shown on the allocation of Brownfield sites is in line with our own desires and policies to support regeneration.

While Gleeson Homes see the intentions of the spatial strategy employed, we also see some challenges with the proposed Local Plan. We are unsure as to how the sites allocated for housing in this Plan have been assessed in terms of their suitability and achievability. We also feel that the sites are not distributed adequately throughout the city region, and the plan does not take into account the desire for actual housing for those wanting to have a house close to and away from the urban centre.

Region	Number of Housing Allocations (Mixed Use)
Central (SA1)	152 (13)
North West (SA2)	20 (1)
North East (SA3)	25 (2)
East (SA4)	32 (2)
South East (SA5)	21
South (SA6)	18
South West (SA7)	16 (1)
Stocksbridge (SA8)	12
Chapletown (SA9)	2
Total	298 (19)

As shown in Table 1, the Draft Sheffield plan has allocated a total of 298 Housing sites. The plan has also allocated a further 19 Mixed Use sites which will provide an element of housing. Of the 298 Housing allocations, over half of these are allocated in the Central policy area (152 allocations). Of the 152 Housing allocations in the Central policy area, there are only 3 allocations (KN18, SV14 and SV21) which have a density of less than 50 units per net hectare. Densities above 50 per net hectare tend to indicate the development of apartment blocks, or housing with limited personal outdoor amenities.

Apartment developments are not automatically more affordable than a traditional home, and only appeal to a small part of the residential market. Areas of the country which have focused on the development of high rise living, have often resulted in investors buying the majority of properties, which are then rented. The central area of Sheffield is already out of the price range for many residents of Sheffield, and focusing such a high proportion of the allocations in this region is excluding a large proportion of people from the strong aspects a 20 minute neighbourhood can bring as promoted by the Draft Local Plan. We therefore feel that the allocations need to be distributed more evenly across the Sheffield region for the goals of the plan to be felt by all.

Density per hectare Number of Housing Allocations (Including Mixed Use)

0-50	61
51-100	13
101 +	137
Total	211

The high proportion of high density sites does not just apply to the Central area allocations. Of the total 317 allocations (Housing and Mixed Use), there are 211 which have indicated an indicative capacity of more than 25 dwellings. As shown in Table 2, of the 211 allocations, there are only 61 which have a density per hectare of less than 50. These 61 allocations have an indicative total capacity of 5,578 homes. This means that housing developments (not apartments) are set to make up just 16% of the 35,700 dwellings Sheffield has allocated over the next 17 year period, equating to an average 328 new build homes per year. As a city that attracts people from across the country, as well as existing Sheffield residents moving within the area, we feel that the density of the majority of the allocated sites, neglect the product which we provide and know to be sought after by a large part of the market.

Indicative capacity	Number of Housing Allocations (Including Mixed Use)
0-49	26
50+	35
Total	61

Further to this point, to make sure we are able to provide an element of genuinely affordable homes on the sites that we, as well as other medium to large housebuilders, look at, the sites often have to be over a minimum size of around 50 units to allow the schemes to be viable. Therefore, as is shown in Table 3, if we look at the number of allocations which have a density of up to 50 dwellings per hectare, and an indicative capacity of 50 or more dwellings, the number of potential allocations is reduced to just 35 in the whole Draft Local Plan. These 35 allocations account for an indicative capacity of 4,660 dwellings of the 35,700 planned over the 17 year period.

Of the remaining 35 allocations, there are 26 which are Brownfield. While this may be seen as a positive and aid in the process of regeneration, some of these Brownfield allocations will struggle to be viable for many housebuilders, or yield an unattractive return for landowners to release their land. At least 7 of these 26 allocations appear to be in current commercial use, which will considerably increase the value of the land to the owner. Allocations ES20, ES31, NWS10, KN18, SES11, SWS04 and NES09 will all also require site clearance and possible remediation costs due to contamination to be incorporated into the offers that are put forward, thus giving the sites little chance of ever coming forward for housing due to lower land value. The large percentage of Brownfield sites may support regeneration, but could potentially have an adverse impact on the delivery of Affordable Housing in the city. Every Brownfield site will most likely be subject to a viability appraisal, and in many cases it could be expected that a reduction in the provision of policy compliant Affordable Housing will be required in order for the sites to come forward.

In addition to the difficulties outlined above, a further 4 of the 35 allocations appear to have large difficulties achieving a suitable access. Allocations SES10, SES13, NES13 and NWS13 would all appear to be heavily constrained by no clear access, which may either effect the viability of the site financially, or harm the site's chances of achieving a successful planning permission. Additionally, SES12, will be significantly constrained by the levels present on site, thus effecting its deliverability of 90 units.

Chart 2 demonstrates that this could potentially leave only 23 achievable and suitable allocations in the whole of the local plan.

Should the constraints highlighted in Chart 2 be overcome, we consider that the ownership of the 35 allocations could need to be considered. As shown in Chart 3, the Sheffield City Council own over half of the 35 allocations. 3 of these Council owned allocations (ES29, ES24 and ES27) have already been committed to the Sheffield Housing Company, of which, ES29 and ES24 are already on site and being built out.

Furthermore, we are of the understanding that a number of these council owned sites are being considered for development by the Council's own affordable housing arm. While we appreciate the need for affordable housing in Sheffield as more and more people continue to utilise the Right to Buy scheme, we also feel it is important to maintain market variety not only in terms of tenure, but also the size of dwellings available on the market. It would be prudent that a delivery program should be in the public domain in order for transparency in the development of these Council owned sites.

As shown in Chart 4, of the 35 allocations which fall within the target density and size for many housebuilders, there are 14 allocations which already have some form of planning permission granted on them. 8 of the 14 with planning permission are already in the process of being built (including the 2 Sheffield Housing Company sites previously mentioned). As the plan runs from April 2022, a number of the allocations could be complete before the Plan is even adopted. While 3 of the 14 permissions are Outline, the very fact that a planning permission has been granted on them not only indicates that they will most likely be under the control of a housebuilder shortly, but also that they will likely begin being developed within the first 5 years of the Plan.

When looking at the information compiled in Chart 2 and 4 combined, there is the potential that there will be as little as 8 achievable and suitable sites that are not being developed, or will be in the near future. These 8 sites equate to an indicative capacity of 1,158 dwellings, just over 3% of the 35,700 dwellings allocated in the Draft Sheffield Local Plan. This is of course of great concern, not only from the point of view of driving out a great source of economy and work for qualified trades people in Sheffield, but also a very limited amount of new family lifetime homes available for the many that are seeking them. This will only add to an existing competitive housing market, driving house prices further out of reach for many and will not provide the housing variety required in the Sheffield market.

When looking at the housing sites allocated in closer detail, it reveals an emphasis on high density, central city living, and does not appear to consider the demand for more traditional homes in Sheffield. The Council appear to see the neighbouring Local Authorities (Barnsley, Rotherham and Doncaster) as providing the housing needed through the large developments in Waverley (Rotherham) and Hoyland (Barnsley), a point which contradicts the aims of the Sheffield Plan to create less demand for cars and create 20 minute neighbourhoods.

The emphasis to adopt the NDSS and M4(2) space standards in Sheffield, while improving the quality and accessibility of housing in the area, may also have some unexpected drawbacks. Applying these space standards may reduce the achievable capacity of the sites which have been indicatively calculated when they are to be

built in reality, meaning that the 35,700 dwellings calculated and stated, may not actually be possible. Secondly, the increased size of the dwellings will result in an increased build cost per dwelling, this will impact the affordability of the price paid by the end-user/buyer. While we understand the need for an update to the space standards adopted in Sheffield, we also ask that the local planning authority should use discretion in the strength of enforcement of NDSS and M4(2).

We also question, that while the spatial strategy Option 3 was chosen, it was our understanding that this included two large brownfield sites in the Greenbelt being released. While we note that Norton Aerodrome was released, we wonder why the Hesley Wood site was not? This would have made an ideal site for a masterplan and provided opportunities for a strong range of housing. This site was predicted to have provided a further 1,200 homes over the plan period, which could have increased the current 4,460 homes by over 20%.

We are called to question the suitability of the plan, because the number of allocations which appear suitable for Gleeson Homes, and traditional housebuilders in general, appear limited. When further considering the planning applications, site constraints and site ownership, there is the potential that as little as 8 allocations may be deemed as achievable and suitable for development as housing (not apartments). This, we feel, puts the Sheffield Local Plan in a precarious position, as not only has the 35% uplift required by the government been avoided, but many of the allocations selected may never be realised by developers, as they will simply not be viable.

Response prepared by: Joseph Hutchesson

Response checked by: Reuben Spears

Date of submission: 17.02.23

This information was produced on a Word document. For the full document, which will have a clearer and optimised format, please email me at:

[REDACTED]

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Not completed by respondent

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Yes, I wish to participate in hearing session(s)

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Gleeson Homes Response to Draft Sheffield Plan:

Gleeson Homes are part of the MJ Gleeson PLC group, a Sheffield based company who develop genuinely affordable, new homes in areas that need them the most. Our model allows for a couple on the national mini

From: [Redacted]
To: [Redacted]
Cc: [Redacted]
Subject: Publication Draft Sheffield Plan Representations - Gleeson Homes
Date: 20 February 2023 14:49:58
Attachments: [gleeson_2_72dpi_84819257-5899-4266-9bac-cd2f0762a4a8.jpg](#)
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[Gleeson Homes - Response to Draft Sheffield Plan.pdf](#)

Hello,

Please see attached, Gleeson Homes response to the Draft Sheffield Local Plan.

This is our representation on the document **Part 1: Vision, Spatial Strategy, Sub-Area Policies and Site Allocations**, Looking particularly at the **Site Allocations**.

We would like to be involved in any further hearing sessions which are proposed in relation to this Draft Sheffield Plan.

Please note that this response was originally submitted by myself via the portal on the 17th February 2023, but the format of the document and the tables and charts within could not be fully appreciated on the portal.

Kind regards,

Joseph Hutchesson

Joseph Hutchesson

Land Graduate

[Redacted]
3 Europa Court | Sheffield Business Park | Sheffield | South Yorkshire | S9 1XE

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Sheffield Business Park, Sheffield S9 1XE.

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Chapletown (SA9)	2
Total	298 (19)

Table 1: Allocation distribution by policy areas.

As shown in Table 1, the Draft Sheffield plan has allocated a total of 298 Housing sites. The plan has also allocated a further 19 Mixed Use sites which will provide an element of housing. Of the 298 Housing allocations, over half of these are allocated in the Central policy area (152 allocations). Of the 152 Housing allocations in the Central policy area, there are only 3 allocations (*KN18, SV14 and SV21*) which have a density of less than 50 units per net hectare. Densities above 50 per net hectare tend to indicate the development of apartment blocks, or housing with limited personal outdoor amenities.

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Density per hectare	Number of Housing Allocations (Including Mixed Use)
0-50	61
51-100	13
101 +	137
Total	211

Table 2: Density of allocations for sites which have an indicative capacity of more than 25 dwellings.

The high proportion of high density sites does not just apply to the Central area allocations. Of the total 317 allocations (Housing and Mixed Use), there are 211 which have indicated an indicative capacity of more than 25 dwellings. As shown in Table 2, of the 211 allocations, there are only 61 which have a density per hectare of less than 50. These 61 allocations have an indicative total capacity of 5,578 homes. This means that housing developments (not apartments) are set to make up just 16% of the 35,700 dwellings Sheffield has allocated over the next 17 year period, equating to an average 328 new build homes per year. As a city that attracts people from across the country, as well as existing Sheffield residents moving within the area, we feel that the density of the majority of the allocated sites, neglect the product which we provide and know to be sought after by a large part of the market.

Further to this point, to make sure we are able to provide an element of genuinely affordable homes on the sites that we, as well as other medium to large housebuilders, look at, the sites often have to be over a minimum size of around 50 units to allow the schemes to be viable. Therefore, as is shown in Table 3, if we look at the number of allocations which have a density of up to 50 dwellings per hectare, and an indicative capacity of 50 or more dwellings, the number of potential allocations is reduced to just 35 in the whole Draft Local Plan. These 35 allocations account for an indicative capacity of 4,660 dwellings of the 35,700 planned over the 17 year period.

Indicative capacity	Number of Housing Allocations (Including Mixed Use)
0-49	26
50+	35
Total	61

Table 3: Indicative Capacity of allocations which have a density of up to 50 dwellings per hectare.

Allocations with a density of < 50 dwellings per hectare and capacity > 50 dwellings

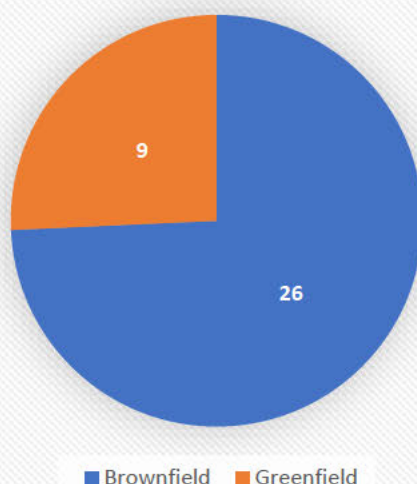


Chart 1: Split of Brownfield and Greenfield Allocations.

Of the remaining 35 allocations, there are 26 which are Brownfield. While this may be seen as a positive and aid in the process of regeneration, some of these Brownfield allocations will struggle to be viable for many housebuilders, or yield an unattractive return for landowners to release their land. At least 7 of these 26 allocations appear to be in current commercial use, which will considerably increase the value of the land to the owner. Allocations *ES20*, *ES31*, *NWS10*, *KN18*, *SES11*, *SWS04* and *NES09* will all also require site clearance and possible remediation costs due to contamination to be incorporated into the offers that are put forward, thus giving the sites little chance of ever coming forward for housing due to lower land value. The large percentage of Brownfield sites may support regeneration, but could potentially have an adverse impact on the delivery of Affordable Housing in the city. Every Brownfield site will most likely be subject to a viability appraisal, and in many cases it could be expected that a reduction in the provision of policy compliant Affordable Housing will be required in order for the sites to come forward.

In addition to the difficulties outlined above, a further 4 of the 35 allocations appear to have large difficulties achieving a suitable access. Allocations *SES10*, *SES13*, *NES13* and *NWS13* would all appear to be heavily constrained by no clear access, which may either effect the viability of the site financially, or harm the site's chances of achieving a successful planning

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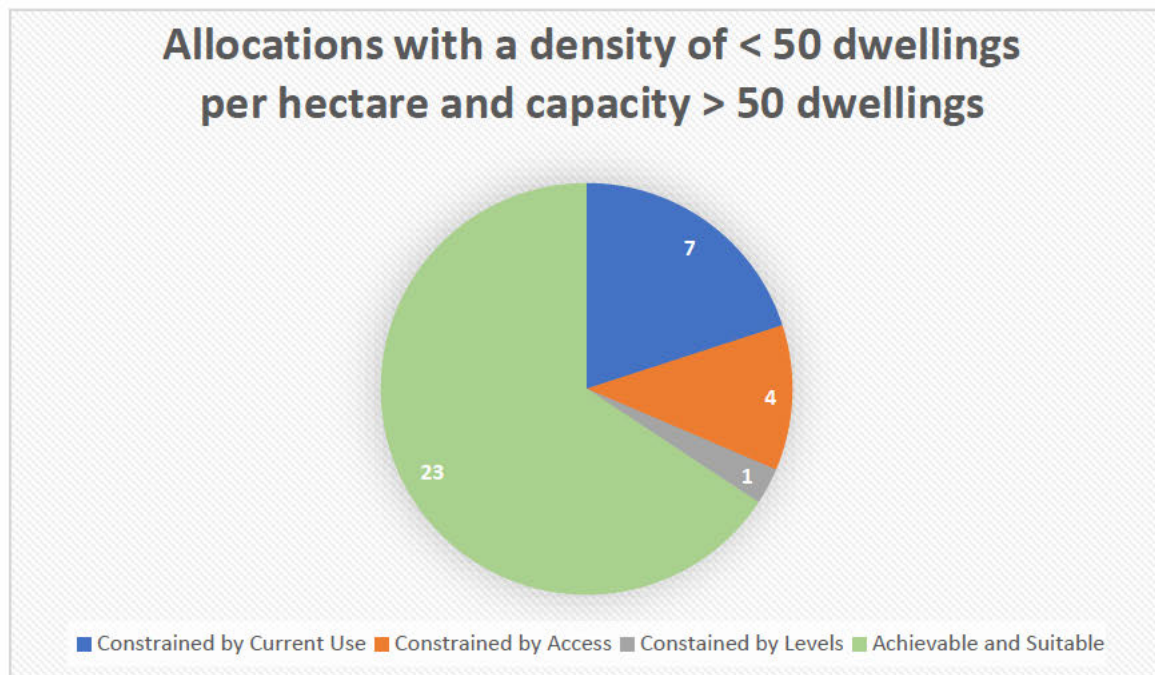


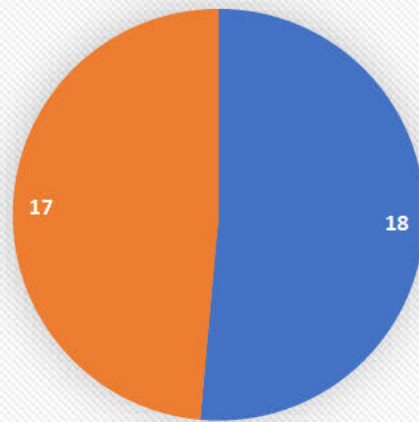
Chart 2: The Constraints and Achievability of Allocations.

Chart 2 demonstrates that this could potentially leave only 23 achievable and suitable allocations in the whole of the local plan.

Should the constraints highlighted in Chart 2 be overcome, we consider that the ownership of the 35 allocations could need to be considered. As shown in Chart 3, the Sheffield City Council own over half of the 35 allocations. 3 of these Council owned allocations (*ES29*, *ES24* and *ES27*) have already been committed to the Sheffield Housing Company, of which, *ES29* and *ES24* are already on site and being built out.

Furthermore, we are of the understanding that a number of these council owned sites are being considered for development by the Council's own affordable housing arm. While we appreciate the need for affordable housing in Sheffield as more and more people continue to utilise the Right to Buy scheme, we also feel it is important to maintain market variety not only in terms of tenure, but also the size of dwellings available on the market. It would be prudent that a delivery program should be in the public domain in order for transparency in the development of these Council owned sites.

Allocations with a density of < 50 dwellings per hectare and capacity > 50 dwellings



■ Sites owned by Sheffield City Council ■ Sites owned Privately

Chart 3: The Ownership of Allocations.

As shown in Chart 4, of the 35 allocations which fall within the target density and size for many housebuilders, there are 14 allocations which already have some form of planning permission granted on them. 8 of the 14 with planning permission are already in the process of being built (including the 2 Sheffield Housing Company sites previously mentioned). As the plan runs from April 2022, a number of the allocations could be complete before the Plan is even adopted. While 3 of the 14 permissions are Outline, the very fact that a planning permission has been granted on them not only indicates that they will most likely be under the control of a housebuilder shortly, but also that they will likely begin being developed within the first 5 years of the Plan.

When looking at the information compiled in Chart 2 and 4 combined, there is the potential that there will be as little as 8 achievable and suitable sites that are not being developed, or will be in the near future. These 8 sites equate to an indicative capacity of 1,158 dwellings, just over 3% of the 35,700 dwellings allocated in the Draft Sheffield Local Plan. This is of course of great concern, not only from the point of view of driving out a great source of economy and work for qualified trades people in Sheffield, but also a very limited amount of new family lifetime homes available for the many that are seeking them. This will only add to an existing competitive housing market, driving house prices further out of reach for many and will not provide the housing variety required in the Sheffield market.

Allocations with a density of < 50 dwellings per hectare and capacity > 50 dwellings

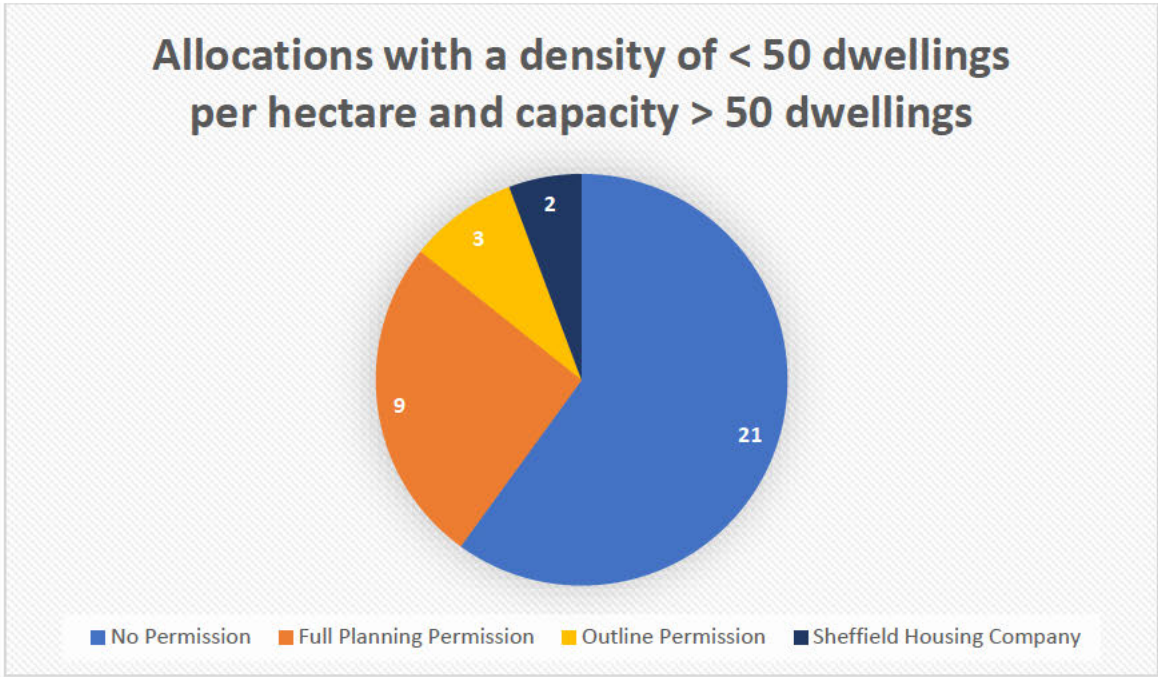


Chart 4: Planning Permissions on Allocations.

When looking at the housing sites allocated in closer detail, it reveals an emphasis on high density, central city living, and does not appear to consider the demand for more traditional homes in Sheffield. The Council appear to see the neighbouring Local Authorities (Barnsley, Rotherham and Doncaster) as providing the housing needed through the large developments in Waverley (Rotherham) and Hoyland (Barnsley), a point which contradicts the aims of the Sheffield Plan to create less demand for cars and create 20 minute neighbourhoods.

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We also question, that while the spatial strategy Option 3 was chosen, it was our understanding that this included two large brownfield sites in the Greenbelt being released. While we note that Norton Aerodrome was released, we wonder why the Hesley Wood site was not? This would have made an ideal site for a masterplan and provided opportunities for a strong range of housing. This site was predicted to have provided a further 1,200 homes over the plan period, which could have increased the current 4,460 homes by over 20%.

We are called to question the suitability of the plan, because the number of allocations which appear suitable for Gleeson Homes, and traditional housebuilders in general, appear limited. When further considering the planning applications, site constraints and site ownership, there is the potential that as little as 8 allocations may be deemed as achievable and suitable for development as housing (not apartments). This, we feel, puts the Sheffield Local Plan in a precarious position, as not only has the 35% uplift required by the government been avoided, but many of the allocations selected may never be realised by developers, as they will simply not be viable.

Response prepared by:	Joseph Hutchesson
Response checked by:	Reuben Spears
Date of submission:	17.02.23