

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

Respondent details

Comment ID number: PDSP.067.001

What is your Name: James Hobson

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

JEH Planning Limited

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:

Norfolk Estates

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 SP1: Overall Growth Plan

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: No

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:

See attached report with the following contents:

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1.0 Introduction. .

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3.0 Part 2: Policy NC3- Provision of Affordable Housing

4.0 Part 1: Policy H1 Criterion e.) Spatial Distribution - Scale and Supply of New Housing .

5.0 Part 1: Policy SA2 – Northwest Sheffield Sub-Area .

6.0 Part 1: Policy SA3 Northeast Sub Area

7.0 Part 1: Policy H1 Criterion g.): Range of New Housing - Scale and Supply of New Housing

8.0 Part 1: Policy SP1 Protection of Green Belt

9.0 Part 1: Policy SP1 Major New Transport Infrastructure

10.0 The Suitability and Deliverability of Holme Lane Farm, Grenoside (SHLAA Ref: S01129)

11.0 The Suitability and Deliverability of Land off Midhurst Road, Fox Hill (SHLAA Ref: S01232)

12.0 Comments on Other Evidenced Based Documents .

13.0 Conclusions and Key Recommendations

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:

Please see the conclusions and the key recommendations in the attached report.

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:

The representations we have submitted raise fundamental issues regarding the soundness of the draft Local Plan that require further scrutiny.

From: [REDACTED]
To: [REDACTED]
Subject: FW: Your response on Draft Local Plan -Norfolk Estate
Date: 27 February 2023 13:16:15
Attachments: [image001.jpg](#)
[Norfolk Estate Reps Sheffield Plan Publication Version Dec2022 Final 20022023.pdf](#)
[image002.jpg](#)

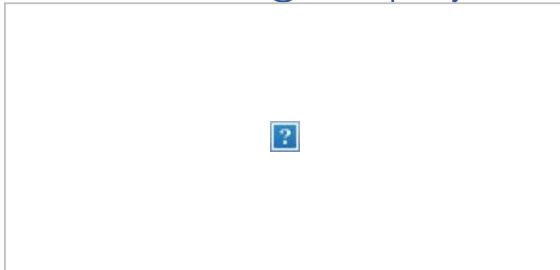
Alaina Briggs (she/her)
Equalities and Engagement Officer
Equalities & Engagement Team
Policy, Performance and Communications
Sheffield City Council
[REDACTED]

I am currently hybrid working from home and the office. My working days are Monday, Tuesday, Thursday and Friday. I am on leave every Wednesday.

Website: www.sheffield.gov.uk/equality

Website: <https://www.sheffield.gov.uk/home/campaigns/equality-partnership>

Follow us on twitter: @SCCEqualityPart



From: James Hobson <[REDACTED]>
Sent: 20 February 2023 16:41
To: consultation <consultation@sheffield.gov.uk>
Subject: RE: Your response on Draft Local Plan -Norfolk Estate
Dear Sir/Madam

To accompany the representation form we have completed and submitted on behalf of the Norfolk Estate below, please find attached the full version of our representations for your consideration.

Please confirm that these representations have been duly made.

Kind regards

James

James Hobson
Managing Director



Address: Lindley House Hungate Bishop Monkton Harrogate HG3 3QL
Telephone: 07949 218163
Website: <https://jehplanning.com/>

From: Have Your Say Sheffield <notifications@engagementhq.com>
Sent: Monday, February 20, 2023 4:37 PM
To: James Hobson <[REDACTED]>
Subject: Your response on Draft Local Plan

Thank you for your response on [Draft Local Plan](#)

Have Your Say Sheffield

Hi James Hobson,

Thank you for completing the survey Publication Draft Sheffield Plan representation. Your responses are listed below for your reference:

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

JEH Planning Ltd

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.

Norfolk Estate

Which document do 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 SP1: Overall Growth Plan

Do you consider the Local Plan is legally compliant?

Yes

Do you consider the Local Plan is sound?

No

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. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Local Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

See attached report with the following contents: Contents. 1.0 Introduction. . 2.0 Part 1: Policy SP1 - (Criterion a) Housing Growth Requirements 3.0 Part 2: Policy NC3- Provision of Affordable Housing 4.0 Part 1: Policy H1 Criterion e.) Spatial Distribution - Scale and Supply of New Housing . 5.0 Part 1: Policy SA2 – Northwest Sheffield Sub-Area . 6.0 Part 1: Policy SA3 Northeast Sub Area 7.0 Part 1: Policy H1 Criterion g.): Range of New Housing - Scale and Supply of New Housing 8.0 Part 1: Policy SP1 Protection of Green Belt 9.0 Part 1: Policy SP1 Major New Transport Infrastructure 10.0 The Suitability and Deliverability of Holme Lane Farm, Grenoside (SHLAA Ref: S01129) 11.0 The Suitability and Deliverability of Land off Midhurst Road, Fox Hill (SHLAA Ref:

S01232) 12.0 Comments on Other Evidenced Based Documents . 13.0 Conclusions and Key Recommendations

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 at 5 above. (Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see the conclusions and the key recommendations in the attached report.

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

The representations we have submitted raise fundamental issues regarding the soundness of the draft Local Plan that require further scrutiny.

Thank you,
Sheffield City Council

Other projects that might interest you

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The Council is consulting on our Commissioning Plan for Mainstream Education Places 2023-2026,...

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Representations

Client: Norfolk Estate

Proposal: Sheffield Plan Publication Version December 2022

Sites:

- Holme Lane Farm, Grenoside (HELAA Ref: S01129)
- Land off Midhurst Road, Fox Hill (HELAA Ref: S01232)

Date: February 2023




Ref: JEH019/020



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Registered Office as above

Representations Document control

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Representations

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Representations

1.0 Introduction.

1.1 These representations are prepared by JEH Planning and have been made on behalf of the Norfolk Estate 'our client' in response to the Publication Version of Draft Sheffield Local Plan that was released in January 2023 for consultation.

1.2 Norfolk Estate have a significant landholding interest within the City of Sheffield and as such they have land holding interests with development opportunities that are both available and suitable to help contribute towards delivering the vision, objectives and spatial growth strategy for the city within the identified plan period.

1.3 The Norfolk Estate have already been proactive in previous stages of the emerging Local Plan including the City Plan that was withdrawn in Sheffield City Policies and Sites Pre-Submission document and more recently the City Wide Issues and Options Sheffield Plan that was released in 2020. In addition, as part of the 'Call for Sites' HELAA process the Norfolk Estates have specifically promoted these sites as residential sustainable urban extensions with the following reference numbers:

- Holme Lane Farm, Grenoside (HELAA Ref: S01129)
- Land off Midhurst Road, Fox Hill (HELAA Ref: S01232)

1.4 Our client is firmly committed to unlocking the right kind of economic and sustainable growth for the region with the objective of achieving development allocations within key strategic locations of the City that reflect important spatial and sustainability principles. Our client fully embraces the local plan process of evaluating spatial strategies and this development prospect would deliver the right kind of housing to achieve the Council's objectives.

1.5 Whilst a recent updated draft NPPF has been released for consultation as well as the Prospectus, we consider that given the draft status of these documents the proposed changes carry no weight in the consideration of the Council's Local Plan process and so our representations are submitted in the context of the current national guidance regarding plan making.

1.6 This statement has been prepared and formatted using the relevant policy headings taken from the draft Sheffield Plan document. Where relevant our representations also examine in detail the background documents and evidenced based work that has been undertaken by the Council to inform the decision making process.

Representations

2.0 Part 1: Policy SP1 - (Criterion a) Housing Growth Requirements

Introduction

2.1 Criterion a.) of draft Policy SP1 proposes a requirement of 35,530 new homes by 2039 (2,090 homes per annum from 2022 to 2039) which we consider to be too low and therefore fails the test of soundness.

2.2 Nationally we are facing a housing crisis. It is adversely affected by the broken housing market that afflicts the country as a whole. A lack of appropriate housing options prevents some people from forming their own households, particularly younger adults, whilst those who can, may have to cope with substandard or expensive accommodation. These problems are far too widespread in a city such as Sheffield and must be addressed. The Plan is one of the tools that can be used to take on the responsibility and address these issues.

2.3 One issue in particular is that the proposed housing requirement contradict the Governments objective of levelling up of the country particularly in the North of England. Major cities like Sheffield are in danger of being left behind and the challenges can only be truly met through a more diverse range of new provision including a major boost in the supply of housing.

Policy Context - Planning Positively and the Standard Method

2.4 Paragraph 59 of the NPPF aims to significantly boost the supply of housing. Paragraph 60 recommends that to determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment conducted using the standard methodology in national planning guidance unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends signals.

2.5 Given this context, Strategic Housing Market Assessments (SHMAs) primarily informs the production of the Local Plan, and their key objective is to provide the robust and strategic evidence base required to establish the full Objectively Assessed Need (OAN) for housing and provide information on the appropriate mix of housing and range of tenures needed. The NPPG clearly states that they do not set a 'housing target' for the planning authority.

Representations

2.6 Paragraph 11 of the NPPF sets a presumption in favour of sustainable development whereby local plans should meet objectively assessed development needs, with sufficient flexibility to respond to rapid change.

2.7 As expected by NPPF, the housing need in this plan should be derived using the standard method provided in the NPPG for calculating the Local Housing Need (LHN). If insufficient new homes are provided to meet this need, then there is a risk that affordability levels will worsen, and people will not have access to suitable accommodation that meets their needs.

2.8 The standard method uses a formula to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply. It identifies a **minimum** annual housing need figure but guidance in the NPPG clearly states the figure does not produce a housing requirement figure. (NPPG Paragraph: 002 Reference ID: 2a-002-20190220)

2.9 The NPPG specifically asks when it might be appropriate to plan for a higher housing need figure than the standard method indicates. It reconfirms that the government is committed to ensuring that more homes are built and supports ambitious authorities who want to plan for growth. As stated above, the standard method for assessing local housing need provides a **minimum** starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there is a clear acceptance that there will be circumstances where it is appropriate to consider whether actual housing need is higher than the standard method indicates.

2.10 The minimum figure for Sheffield under the standard method is 2,923 dpa. While this is calculated over a ten year period it can be applied across the whole plan period, this equates to a total need of 49,691 homes over the period 2022-2039.

2.11 However, paragraph 61 of the NPPF also states that to justify an alternative approach it requires exceptional circumstances to be demonstrated. Sheffield is seeking to justify a lower housing figure than this Local Housing Need, but we consider exceptional circumstances have not been demonstrated to allow them to deviate from the standard method.

Representations

2.12 Sheffield needs to increasingly assert its role as one of the main drivers of economic growth in the north of England. This can only be done through prioritising new initiatives and projects to develop the economy. This should include a more ambitious employment growth plans for the area combined with a housing need that is greater than proposed within the draft Local Plan which is significantly below the standard method figure.

2.13 A fundamental part of the standard method calculation is applying the “cities and urban centres uplift” of 35 per cent for England’s 20 biggest cities and towns which includes Sheffield. The rationale for the cities and urban centres uplift is confirmed in the Government response to the local housing need proposals in “Changes to the current planning system” dated April 2021. This document says the uplift is to ensure consistency with the Government’s Manifesto commitment to see 300,000 homes per year delivered by the mid-2020s and this target has more recently been re confirmed by the Levelling Up Minister. The increase in the number of homes to be delivered is expected to be met by the cities and urban centres themselves, rather than the surrounding areas. In considering how need is met the Government has confirmed that in the first instance, brownfield and other under-utilised urban sites should be prioritised to promote the most efficient use of land but this does not necessarily preclude the release of other sites if these meet certain criteria.

2.14 Government state that the approach of focusing housing growth on the biggest towns and cities is also *‘to ensure that homes are built in the right places, to make the most of existing infrastructure, and to allow people to live nearby the services they rely on, making travel patterns more sustainable.’*

2.15 Within the Housing, Economic Growth and Demographic Modelling prepare by Icenid dated July 2021 their modelling work concludes that all the housing projections are lower than the Standard Method of 2,923 dwellings per annum and there is no reason to exceed this level of housing growth to meet the economic needs of the city.

2.16 This report seeks to dismiss the 35% cities uplift element of the standard method by saying at paragraph 9.15 there is a better balance between housing and employment growth using the older version of the standard method i.e. without the urban centres uplift. However, this approach misses the point that the Government have specifically confirmed that the 20 largest cities and towns are proposed to take more than their projected uplift to fully address the national housing crisis as these types of settlements are considered to be the focus to deliver the most sustainable locations for housing develop and no exceptional circumstances have been justified by the Council as to the reasons for proposing a lower LHN figures.

Representations

2.17 Evidence that other cities have taken the decision of adopt and embrace the more ambitious 35% uplift LHN figure to address the housing crisis can be found in Greater Manchester where there is an emerging strategic plan which includes large scale Green Belt releases justified under exceptional circumstance and also Leicester where greenfield sites are being delivered to accommodate the anticipated increase in growth.

2.18 The Publication Draft Sheffield Plan makes the case for rejecting the 35% uplift for their urban centres because it would result in a housing growth figure that outpaced the anticipated level of jobs growth. However, Sheffield is in competition with other cities across the UK and world to attract and retain the skilled workers that will be critical to delivering high and sustained levels of economic growth.

2.19 We consider that greater emphasis should be placed on stimulating economic growth and job creation to achieve higher and more sustained productivity to ensure Sheffield plays a key role within the region and at national level. Within this context it should be emphasised that Government advises that the LHN figure of 2,923 pa for Sheffield is the *minimum* need that has been calculated and so the proposed housing requirement proposed by the Council would fall short of the aspirational but reasonable target which in turn would not deliver a sufficiently ambitious economic growth strategy.

2.20 Despite proposals in the draft national policy revisions to water down the requirement for Councils' development plans to meet their LHN, these remain only in draft form and so no weight can be placed on these changes. The onus is still on authorities to explain why they have departed from their LHN figures.

2.21 We do not consider the Council have provided sufficient justification to warrant a reduction and deviation from the standard method. It is therefore considered appropriate to proceed on the basis that the Council should seek to meet their LHN, as a minimum, up to 2038

Representations

3.0 Part 2: Policy NC3- Provision of Affordable Housing

3.1 The authority has a high degree of affordable housing need. The baseline evidence found within the Strategic Housing Market Assessment 2018 indicates that the affordability of housing has worsened for those on low income households as a result of an expanding population, the availability mortgage credit and equity loans and - to a lesser extent - rising incomes has driven price rises. Using the simple multiple that house prices are affordable at 4 times gross household earnings, SHMA data suggests that 61 per cent of those who do not currently own housing are unable to afford lower quartile prices.

3.2 From the modelling work, the level of affordable housing shortfall that should be supplied annually in Sheffield is 902 units per annum. This figure represents the required level of new affordable supply that would be required if the backlog is to be cleared over 5 years.

3.3 Whilst it is recognised that market housing schemes are not the only mechanism for delivering affordable housing it is unlikely that the proposed housing requirement will be able to meet this need and stem the increase in the significant shortfall. This lends greater weight to the identification of a higher housing requirement which is consistent with the NPPG and the LHN figure.

3.4 Furthermore, affordable housing provision is unlikely to come forward in sufficient quantity based on the proposed allocated sites as there are significant risks associated with delivery and viability issues relating to anticipated abnormal costs of developing brownfield sites within urban and central areas. Therefore, to reduce the viability burden it is invariably the case that the developer in these developments will seek to negotiate a reduction in affordable housing provision which would undermine a key priority for draft Local Plan.

Representations

4.0 Part 1: Policy H1 Criterion e.) Spatial Distribution - Scale and Supply of New Housing

Sheffield Housing and Economic Land Availability Assessment (HELAA 2022)

4.1 At paragraph 67 of the Framework, local authorities are encouraged to prepare a Strategic Housing Land Availability Assessment to '*identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability*'. To be considered developable, sites should be in a suitable location for housing development, and there should be a reasonable prospect that the site will be available for and could be developed at the point envisaged.

4.2 In terms of overall site identification, it is unclear how sites have been included within the initial assessment. We note at Table 2 the assessment outlines the range and types of sites that have been considered however we question the vetting process as many of these sites may not necessarily have been actively promoted as development opportunities and if this is the case they could not be considered as being reasonably available.

4.3 From paragraph 3.13 the most recent assessment captures *all* the sites that have been promoted since the first 'Call for Sites' that took place in 2009 but there may have been changes in circumstances in terms of whether some of these are still available. We also note from Table 2 that it includes '*internal site suggestions from various officers from their general knowledge of Sheffield*'. Against this background we would suggest that sites may have been included within the HELAA that are not being actively promoted and little weight has been given within the assessment as to whether these sites would be available and economic viable which is critical point when determining potential sites for allocations.

4.4 We note that within the HELAA there is an aversion to assessing potential development sites that are currently designated as Green Belt. This approach is unhelpful as in our view Green Belt sites will be required in order to deliver both the housing and employment requirement and so these opportunities should be considered as early as possible within the evidence based work. There is no reason why the Council should be so precious about assessing Green Belt sites through the HELAA as it is simply a database of available land from which the most suitable and deliverable sites can be selected to meet future development needs. This aspect should be reconsidered as part of the next review of the HELAA.

Representations

Windfall provision

4.5 Of the identified housing land supply set out in Table 1 of the draft Plan and Table 19 of the HELAA over 22.7% is made up of windfall provision which is a significant proportion and conflicts with the certainty associated with adopting a plan led approach.

4.6 It is accepted that housing supply will continue to generate small windfall site opportunities, but it is unclear whether the Working Group mentioned in the HELAA has reconvened to sanction the assumed allowance of 200 new homes per annum.

4.7 We do not consider an allowance for large windfall sites should be included as no compelling case has been made by the Council as required by paragraph 71 of the NPPF. Given a thorough 'Call for Sites' process has taken place we consider that the HELAA process has already identified and accounted for these sites as part of the Local Plan allocations process. For the purposes of assessing the supply in Table 19 we recommend that the figure of 4,675 dwellings should be reduced to zero. We believe this category of site should not be relied upon through the plan making process to make up the likely deficit.

Housing Land Supply

4.8 A key issue in determining the soundness of the plan is whether adequate supply for new housing is provided and this is a key issue at the heart of the need for considering Green Belt release.

4.9 As the evidence stands, we consider that both the capacity assessment of the central area and the HELAA presents over ambitious and inflated assumptions regarding the amount of housing supply that could reasonably be delivered from these sources. Both documents seemed to suggest that there is sufficient supply available to deliver the Council's somewhat conservative target requirement of 35,530 new homes over the plan period (substantial below the standard method LHN figure), but we seriously doubt whether this is the case as many sites will not fall within the category of developable land.

Representations

4.10 The Council have not demonstrated that its housing land supply has sufficient flexibility to demonstrate it represents a deliverable, viable and robust land supply and will deliver balanced and inclusive growth, thereby achieving an appropriate overall spatial strategy. In light of this and the need to ensure the Green Belt boundary can endure beyond the plan period it is necessary to identify additional new sites across the city-region, over and above those in the existing land supply. Having considered a number of spatial options we do not think the Council have chosen the right approach and instead we conclude that in order to achieve a sustainable pattern of growth for the City, it is necessary to remove some land from the Green Belt and to allocate this land within this Plan for residential development.

4.11 In addition, the plan assumes no degree of headroom between the need figure and the capacity of the sites that will need to be allocated to meet the need. In our view there needs to be enough headroom to ensure that the plan remains robust in the event that there is slippage in the delivery of housing from the allocated or committed sites. This approach is important in a number of ways particularly if the Council are keen to focus on the ability of bringing forward difficult and complex regeneration brownfield sites that may take longer to deliver than anticipated.

4.12 If the plan fails to provide a sufficient level of headroom, we consider that this would pose a risk to achieving local economic prospects and would not adequately address housing affordability or the availability of affordable housing. It would also potentially increase the rate of commuting and would be inconsistent with the assessed housing need of adjoining authorities such as Rotherham which lies within the same housing market area.

4.13 Interestingly within the Employment Land Review 2021, Litchfield's advocate the introduction of a 'safety margin' when planning for employment allocations to allow some flexibility of provision to take into consideration such factors as delays of some sites coming forward for development. At paragraph 6.75 of the ELR it states:

'This margin, or flexibility factor, is a contingency adjustment, providing a modest additional land buffer so that supply is not too tightly matched to estimated demand, and so that shortages of land do not arise if future demand turns out to be greater than the forecasts. Such flexibility is sensible given the uncertainties in the forecasting process and the scope for delays in developing employment space.'

Representations

4.14 There needs to be some recognition and an allowance in the plan that a similar approach should apply to the housing growth strategy to reflect the growth ambitions of the city and introduce sound contingency measures. Adopting this principle becomes even more important as the Council are aiming to achieve a level of housing growth that is substantial below the standard method figure.

4.15 Factoring in an appropriate headroom is in accordance with the NPPF which says that plan should have sufficient flexibility to adapt to rapid change and we would support this approach particularly through the allocation of a variety of deliverable sites in sustainable locations that accord with the settlement growth distribution of the city.

Proposed Housing Spatial Strategy

4.16 The Publication Draft Sheffield Plan is ambitious for the city centre and redeveloping brownfield sites. It proposes c.18,465 new homes over the plan period in the City Centre comprising c.51% of the total proposed housing supply and 56% of the proposed housing allocations.

4.17 The latest data in the HELAA 2022 shows that the City Centre delivered 56% (996 dwellings) of the city's gross dwelling completions. If the Council can maintain that level of delivery every year of the plan period, then, in theory, they will achieve the desired numbers. However, of the 996 completions in 2020/21, only 7 were 'houses', the rest were apartments and student clusters. Housing delivery in the city centre will need to diversify if it is to meet the city's housing need but we question whether this objective will be achieved.

4.18 We can see the attraction for the Council seeking to encourage intensification of development within the central and urban areas to try and reduce the pressure on Green Belt locations. However, we are not convinced there is a sufficient and robust body of evidence available to demonstrate that there would be the quantum of developable sites available to achieve the level of yield that would be required to deliver this option. It is therefore unrealistic to assume that all the housing requirements can be delivered from the proposed supply of sites allocated within both the central sub area and the other urban area of the city.

Representations

4.19 There also needs to be a note of caution as previously Sheffield has suffered from an oversupply of apartments and continuing this strategy again would run the risk of not providing a sufficient diverse choice of homes which would run contrary to the evidence found within the SHMA and surveys undertaken by Ipsos MORI and Place Alliance about current attitudes to housing. In addition, by focusing on achieving high density schemes this would reduce the range and mix of housing which would in turn contribute to stifling the economic growth of Sheffield.

4.20 Indeed, people wanting semi-detached and detached housing are likely to move to other parts of the City Region. This type of housing is preferred by professionals and families, and by constraining the choice, Sheffield risks alienating these groups from residing in the authority which would lead to increased levels of commuting and congestion on the highway network.

4.21 Within the city centre there is a significant number of competing land uses and there needs to be a realisation that in many cases commercial land value will eclipse residential value. In those cases where there may be more competition between commercial and residential this may lead to the loss of existing employment premises and so reduce the amount of land available which would directly impact on supporting a stronger economy.

4.22 Land assembly issues where central sites are in multiple ownership and the cost of remodelling and regeneration of areas is likely to lead to potential delays in delivery are also factors to consider together with certain sites not being feasible without public sector support.

4.23 These potential sites will require the most significant public sector support and investment to enable their development, perhaps requiring the Council to compulsorily purchase land, relocate businesses, invest in large infrastructure programs and assemble sites ready for development. This is a large undertaking and looking at Local Authorities such as Erewash and Broxtowe that restricted Green Belt release in favour of urban regeneration, there are considerable delivery and viability issues with those Local Plans.

4.24 This strategy will only allow a limited number of developers to deliver apartments and high-density style homes, thus restricting the market operators and overall housing choice to future citizens of Sheffield.

Representations

4.25 Based on the evidence we are not convinced the target figure suggested by the Council within the central and urban area is realistic and achievable. It therefore becomes imperative that the Council consider selective Green Belt release that are in sustainable locations and can demonstrate having limited harm on the openness and purposes of Green Belt as part of an integrated approach to achieving their future employment and housing growth.

4.26 The Council should accept there are exceptional circumstances to warrant the release of Green Belt meet housing need and with it the opportunity to enable more family sized housing than would be delivered in the central area. This would lower the risk of people wanting more space and larger family homes moving out of Sheffield.

4.27 Whilst this alternative approach would mean more new homes on the edge of the city as well planned urban extensions, we accept that these would still need to be in the most accessible location and where it would cause the least harm to the environment and the Green Belt. This approach should be undertaken as part of a revised site selection methodology and be guided by how a site performs against the Green Belt Review Assessment.

Conclusions

4.28 In conclusion, we consider there is not a sufficient and compelling level of evidence to suggest that both the central area and urban area can support the amount and type of housing growth requirement. We would therefore suggest that consideration be given to more realistic target levels within the central and urban areas. The transferred balance of the requirement would then be weighted towards the release of well-planned large and small Green Belt sites that are situated either in very sustainable locations or alternatively these sites have the prospect of achieving an increased level of sustainability through the delivery of associated support infrastructure.

Representations

5.0 Part 1: Policy SA2 – Northwest Sheffield Sub-Area

5.1 Policy SA2 seeks to deliver approximately 1,015 new homes which is only 2.8% of the Council's proposed housing requirement. This proportion of growth is too low to support this area of the city and so the amount of new housing should be increased.

5.2 In the SHMA the survey sheds light on preferences for specific locations, among those people likely to move and at Table 5.16 shows that the Northwest Sheffield is one of the most popular Housing Market Areas within the city to live.

5.3 Northwest Sheffield is also noted in the SHMA as having a shortfall in affordable housing units.

5.4 The lack of new housing in this sub area due to a tight Green Belt boundary is exacerbating these issues and further supports the need for Green Belt release in sustainable locations near key transport hubs and corridors.

5.5 This alternative spatial approach would also support the following aims of the plan:

- The potential to deliver more affordable housing.
- offers opportunities to provide new quality open spaces allowing better access to green infrastructure and associated health benefits.
- It would provide an opportunity to deliver sites such as at Midhurst Road that would provide convenient access to employment areas outside the city centre.

5.6 It is considered that the only realistic way the Council can hope to increase the delivery of housing is to release suitable unconstrained Green Belt sites. As such a selected number of well planned urban extension sites around the built up area of Sheffield that relate to the existing hierarchy of settlements that would not unduly harm the purposes of Green Belt would make an important contribution to achieving this objective. The Northwest Sub Area should be considered as part of this alternative spatial approach.

Representations

6.0 Part 1: Policy SA3 Northeast Sub Area

6.1 Policy SA3 proposes the deliver of approximately 970 new homes which is only 2.7% of the overall housing requirement proposed by the Council for the local plan period. This proportion of growth is too low to support this area of the city and so the amount of new housing should be increased.

6.2 The Holme Lane Farm site whilst falling within the Northeast Sub Area, is identified in the SHMA as lying within Northwest Sheffield Housing Market Area and so the same arguments we have set out above in section 5.0 , regarding increasing the delivery of housing, also apply to the promotion of this site.

Representations

7.0 Part 1: Policy H1 Criterion g.): Range of New Housing - Scale and Supply of New Housing

7.1 The economic opportunities and quality of life that Sheffield can offer make it an attractive place for people to move to. This not only includes younger adults drawn by the universities, graduate jobs and lifestyle offer but also families attracted by the long-term prospects for their children, and older people wanting to take advantage of the wide range of cultural and leisure facilities.

7.2 Following the implications of COVID-19, the types of homes needed has changed with more demand for private gardens, extra workspace and access to local green spaces. A study by Ipsos MORI for St. Modwen released in 2020 found the experience of living through lockdown changed peoples 'wish list' for their housing and the areas they live in. The study is based on 2482 interviews with UK residents aged 16 – 75. It confirms that people are more likely to consider a private garden as important and proximity to green spaces are rated positively by most people thinking about their local area.

7.3 The survey also reveals there is a stronger preference for living away from city or town centres but there are marked generational differences with younger cohorts favouring being based in cities /towns.

7.4 A survey undertaken by the Place Alliance released in October 2020 entitled Home Comforts summarised the findings of a national survey of 2,500 households (representing 7,200 people). The intention was to understand what can be learnt from the pandemic on our home environments. The findings offer insights into how we should be designing houses in the future in order that they are more resilient and better able to support healthy lifestyles. The key elements of the research concluded:

- Houses are more comfortable than flats: Those living in houses (of any type) were more comfortable than those living in apartments, with those living in mid- (5-10 storey) or high-rise blocks (over 11 stories) being the least comfortable of all.
- Access to private open space is critical: Access to private open space from the home was the strongest design-based predictor of comfort. Households with a private garden or terrace space were the most comfortable, followed by those

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with a private balcony or shared garden. Households with no access to any sort of private open space were least comfortable.

- High-rise comes out poorly: Neighbourhoods composing houses (whether detached, semidetached or terraced) score markedly better than those with apartment blocks, particularly those with high rise blocks.
- Building higher means less community: Apartment blocks have a much weaker sense of community than houses and the sense of community reduces the higher blocks become.
- Higher, newer and social come off worse: Residents in high rises, post-2010 homes, and local authority owned developments experienced the smallest boost in community feeling.

7.5 These views support a survey undertaken as part of the SHMA 2018 where householder preferences and aspirations were assessed, and it revealed a clear preference for detached and semi-detached housing. The table below summarises evidence of demand for properties of different types, sizes, tenure and locations that can be found in the SMHA at table 8.1:

Dwelling type profile	current profile %	profile of new demand %
flats /apartments	25	20
terrace	29	18
semi detached	32	35
detached	12	28

Source: SHMA Household survey 2018

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7.6 Whilst the figures in table 8.1 acknowledge that the data is an indication of unconstrained preferences and should be taken as a guide only, they clearly provide clear evidence of the differences between the current and preferred demand by households. There is a move away from flat and apartment living to a preference in demand for more semidetached and detached houses.

7.7 This information should be seen in the context of the preferred spatial strategy of the Council which seek to focus on the potential development opportunities that may come forward within the Sheffield city centre. Evidence found within the SHMA at paragraph 4.55 confirms that 94% all the properties in this area are flats and these are likely to continue to be the most common types of housing developments on future city centre sites.

7.8 It is therefore reasonable to conclude that a plan strategy that focuses a significant element of the housing requirement in the city centre area would create an untenable mismatch and imbalance between the demands and preferences of the housing market and the potential limited range of products that could be offered arising from the character of the supply of land available if the wrong strategy is taken.

Representations

8.0 Part 1: Policy SP1 Protection of Green Belt

8.1 Criterion h.) of draft Policy SP 1 confirms the protection for existing Green Belt boundaries around existing built-up areas, with one strategic land releases on a predominantly brownfield site at the former Norton Aerodrome (for residential use).

8.2 However, the plan avoids addressing the relationship between finding suitable employment locations and sites to support economic growth and demonstrating exceptional circumstances before making changes to the Green Belt.

8.3 We consider the Council have wrongly conclude that there is an adequate supply of housing land available without requiring the need to release Green Belt land. We take an opposing view and suggest that based on: the envisaged level of growth required during the plan period; the limited availability of sites to accommodate this need on brownfield site; and the locational requirements to ensure a diverse range of developable housing types and products to satisfy the housing need, there are significant grounds to confirm that exceptional circumstance exist to warrant the release of Green Belt land to deliver the growth objectives of the plan.

8.4 We consider that the future housing needs can only be met through allocations of land both within urban areas and through the release of Green Belt and the exceptional circumstances include:

- The need to meet the need for housing land arising during the emerging plan period;
- There is insufficient capacity within urban areas and outside of Green Belt to accommodate the objectively assessed needs of the City; and
- Promoting sustainable patterns of development across the district through Green Belt releases.

8.5 We also object to the Plan as no attempt has been made to consider the long term development needs for housing and employment to ensure that the Green Belt boundary lasts beyond the Plan Period. The National Planning Policy Framework sets out national planning policy on safeguarded land at paragraph 143. It describes safeguarded land as areas between the urban area and the Green Belt which may be required to meet longer-term development needs stretching well beyond the plan period.

Representations

8.6 Paragraph 143 goes on to set out that local plans should be clear that safeguarded land is not allocated for development at the present time and that planning permission for the permanent development of this land should only be granted following an update to a plan which proposes development.

8.7 It is accepted that the National Planning Policy Framework does not require that local plans to identify areas of safeguarded land but that they do so 'where necessary'. We consider that it is necessary to identify safeguarded land in Sheffield in the Plan. Point e) of paragraph 143, states when defining Green Belt boundaries in a local plan planning authorities should be able to demonstrate that these boundaries will not need to be altered at the end of the plan period. It is unlikely that this could be achieved in Sheffield without ensuring safeguarded land is identified. This is because the vast majority of land outside of the urban boundaries is Green Belt land and the Plan adopted an over optimistic assumption regarding the capacity and the deliverability of housing sites within the Central Area of the city. It is unlikely that at the end of the plan period in 2039 adequate amounts of land could be identified that can satisfy development needs within the plan settlement boundaries proposed for the Plan.

8.8 We therefore consider the principle of safeguarded land should be identified in the Plan of an adequate amount to ensure that Green Belt boundaries should not need to be altered in the long term.

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9.0 Part 1: Policy SP1 Major New Transport Infrastructure

- 9.1 Criterion j.) of draft Policy SP1 identifies major new transport infrastructure, including local rail upgrades, including to the Hope Valley Line and Barrow Hill Line. In addition to these upgrades, we consider that to improve the key mass transit transport corridors for providing fast direct public transport services from the suburbs to the central area we recommend that using the existing railway line infrastructure should be a key priority of the Local Plan.
- 9.2 The Local Plan should also recognise the funding bid that is actively being pursued by South Yorkshires Mayoral Combined Authority in relation to the Don Valley line. SYMCA submitted a Strategic Outline Business Case to the DfT in 2022 to re-open the Don Valley line between Sheffield and Stocksbridge for local passenger services. The scheme has been shortlisted to progress to the next stage of the Government's Restoring Your Railway funding initiative designed to reinstate local railway services and restore closed stations. The funding bid included a proposed new station at Wadsley Bridge which is in close proximity to both the Midhurst Road and the Holme Lane Farm sites.
- 9.3 Development along these improved transport corridors would increase the prospects of creating key pieces of infrastructure that would be more viability as a result of increasing the population and businesses in the catchment areas of the proposed new station.
- 9.4 It is also important to consider this proposed transport initiative in the context of ensuring that that this area is equipped with better and more improved transport connectivity as this will enable accelerated growth as well as improved levels of sustainability and reduced highway congestion through providing modal choice.

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10.0 The Suitability and Deliverability of Holme Lane Farm, Grenoside (SHLAA Ref: S01129)

10.1 The site we are promoting extends to approximately 7.8 hectares and is currently in agricultural use. The site relates well to the existing urban area and all these features visually create an urban fringe character to the site which is well contained and detached from the wider countryside setting to the west.

10.2 The site lends itself to a development of mixed family market housing with a percentage of affordable houses. We have estimated through the initial masterplanning work that the capacity of the site would around 200 units. Below is a concept masterplan framework showing how the site could be developed:



Figure 1: Concept Masterplan Holme Lane Farm

Representations

- 10.3 As part of our previous engagement in the 'call for site' process of 2014 and the emerging Local Plan, a detailed Development Framework Report for this site dated September 2014 was produced by Signet Planning and submitted to the City Council. This report is still relevant and provides a useful overview of the planning context, as well as an assessment of the key technical, and environmental disciplines. It can be found in Appendix 1 to this document.
- 10.4 Influenced by this analysis, some initial masterplanning/ design work was undertaken. This work has identified an overall version of the development of the site as well as demonstrating its availability, suitability and deliverability as a short term development opportunity to support the future housing growth delivery for the City.
- 10.5 We are not aware of any material changes that would substantially influence the conclusion we reached. Indeed, we have shown it would achieve a high level of sustainability credentials and is unconstrained in nature that would deliver the right type of housing in the right location, particularly as they are easily accessible by public transport and within convenient reach of schools and other local facilities. The Council's Green Belt assessment also shows this small parcel of land processing a limited Green Belt function and so its release would not materially impact of harm the role and purposes of this designation.

Representations

11.0 The Suitability and Deliverability of Land off Midhurst Road, Fox Hill (SHLAA Ref: S01232)

11.1 The site we are promoting extends to approximately 8.2 Ha with an additional 4.2 Ha of land if the adjoining Council land is included and is currently in agricultural use. The site relates well to the existing urban area and these features visually create an urban fringe character to the site which is well contained and detached from the wider countryside setting to the northwest.

11.2 The site lends itself to a development of mixed family market housing with a percentage of affordable houses. We have estimated that the capacity of the site would around 250 units.

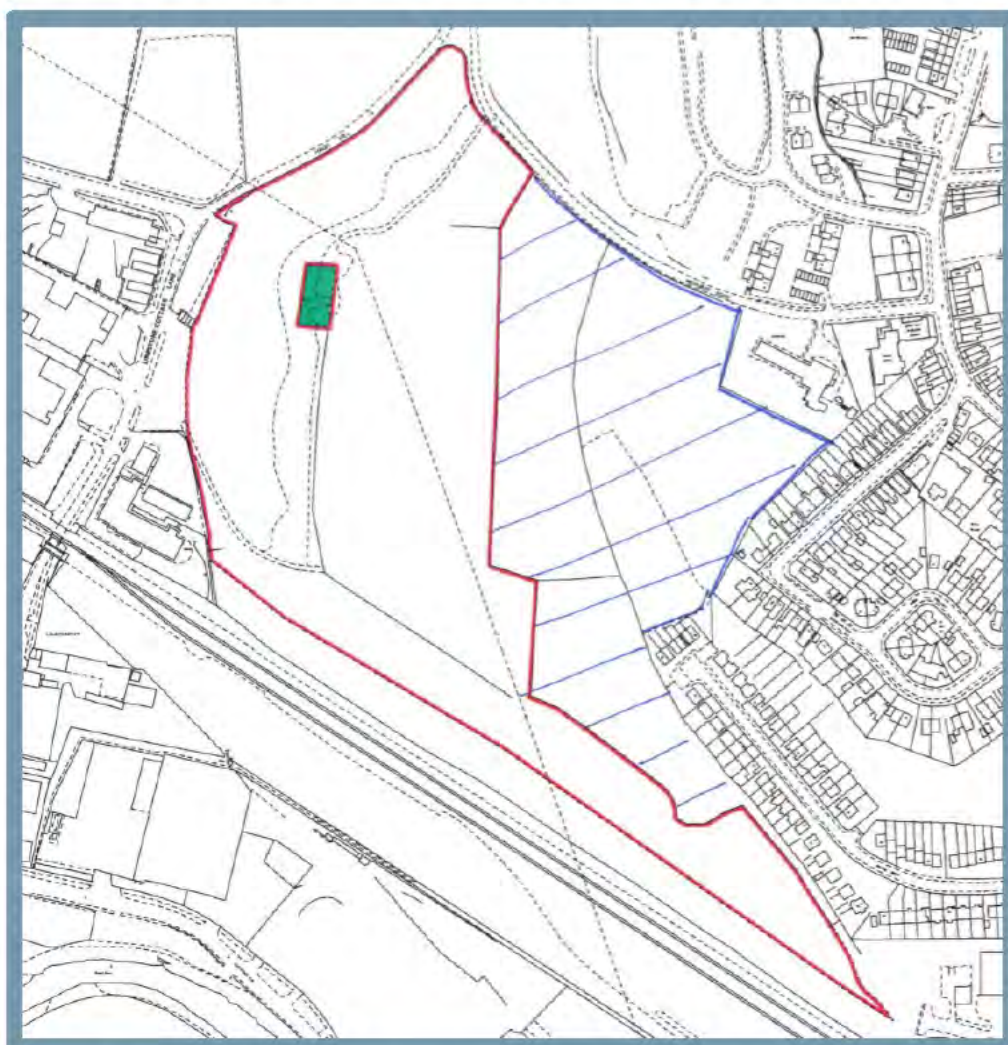


Figure 2: Midhurst Road Site Location (Norfolk Estate land edged red and Council land hatched blue)

Representations

- 11.3 We consider that this site is an important strategic housing development opportunity given its location as a strong housing market within the city. Furthermore, it could also be considered in the context of the adjoining land owned that is being promoted by the City Council to the east of the site as this would represent a logical rounding off of the urban area and increase the critical mass of the overall development to deliver key infrastructure.
- 11.4 Given the convenient location of the site next to the Woodhead railway line, it also presents a significant opportunity to propose a tram train station as part of a strategy for re-opening the Don Valley railway line for public use between Stocksbridge and the city centre. The feasibility of delivering this infrastructure provision, which would improve connectivity for a number of communities in and around Sheffield, is currently being explored by The Don Valley Railway group and a funding bid is being progress for the Don Valley Reinstatement fund. Our proposal and the associated development value would increase the chances of the railway scheme becoming a reality as well as improving overall levels of connectivity by sustainable forms of transport between new homes and jobs and services.
- 11.5 We note that the Birley Edge and Black Edge Local Wildlife Site affects the site, but we consider a housing scheme that carefully addresses the implications of the likely environmental effects of the project as part of a suitable scheme of mitigation/compensation could be achieved through further detailed technical assessment work.

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12.0 Comments on Other Evidenced Based Documents

Site Selection Methodology Note January 2023

- 12.1 Similar to the Green Belt sites not being assessed as part of the HELAA, which we have objected to elsewhere in our representations, the Site Selection Methodology Note confirms at paragraph 3.20 that all greenfield Green Belt sites and non-sustainable brownfield Green Belt sites were excluded from the process at stage 1 of the assessment. Based on our view that Green Belt releases will be required to ensure that Plan can be considered sound, the approach adopted by the Council is too narrow in its assessment of alternative sites particular if an independent Local Plan inspector decides that further consideration should be given to the release of Greenfield Green Belt sites in order to meeting the growth requirements of the City and achieve a Plan that is 'sound'.
- 12.2 The sources of the sites identified in the Note extend historically to the undeveloped allocations within the UDP. We would question the deliverability of sites that have previously been identified as potential development opportunities but have never been implemented over the last 20 years or so. Only those sites where there is strong evidence to suggest that they are currently been actively pursued and promoted should feature in the site selection process.

Green Belt Review 2020

- 12.3 In our view it is necessary to remove some land from the Green Belt to meet future development needs and so we welcome the principle of the Green Belt Review.
- 12.4 Based on our response to Policy SP1 we believe there are insufficient quality of suitable housing and employment sites that can be delivered within the urban area and as such exceptional circumstances to warrant the release of land from Green Belt to accommodate these needs. As such, the review helps identify and target areas that least meet the purposes of including land in the Green Belt as set out in the NPPF.

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- 12.5 Details of the Green Belt review methodology are set out within the Green Belt Review September 2020. The first stage of the Green Belt assessment examines and identify how broad parcels of land in the Green Belt perform against the relevant five purposes of Green Belt. The criteria for identifying the broad parcels are set out in Section 5 of the review document and are essentially strategic in nature whilst focusing on the proximity of the settlement hierarchy as previously set out in the Core Strategy.
- 12.6 Whilst the consideration of strategic parcels can be a useful starting point, the smaller resultant Green Belt parcels are of greater significance and value as it is the assessment of these area that could lead to specific sites being released. Indeed, it is recognised that a smaller resultant parcel could have a very different assessment against Green Belt purposes than the 'parent' general area. As part of the sieve process we would suggest that smaller parcels that fall within the common constraints listed in paragraph 6.4 and 6.6 could be excluded from the assessment but if these constraint only form a small part of the parcel or it can be demonstrated through technical work that the impact can be mitigated to a satisfactory level, a judgement should be made rather than automatically ruling out the entire parcel.
- 12.7 Whilst we would agree at a general level that the identification of smaller parcels should reflect the settlement pattern establish within the Core Strategy (which focuses development within the main area of Sheffield and the principal towns,) there should be an allowance made in order to consider potential strategic employment location as there are potentially a wide range of other factors at play (such as transport connectivity to the strategic network, or the relationship to other business as part of achieving a clustering effect) that will determine the suitability of these types of uses.
- 12.8 We note that there is a strong correlation between the smaller Green Belt parcels and the sites that have been actively promoted by landowners or agents through the Call for Sites process and this is supported as it allows full consideration of their suitability for development which can then be taken in to account as part of the overall site selection methodology if a need to release land from the Green Belt is evidenced.

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- 12.9 We support the view that the process of the scoring system of the parcels of land against the purposes of Green Belt is not solely mechanistic and there will be an opportunity to apply sound professional judgement as part of the selection process. Nevertheless, the scoring system provides a useful starting point and we have reviewed our client's site against the Green Belt purposes and assessment criteria providing our own views and revised score where appropriate.
- 12.10 In addition to scoring the site against the relevant purposes of Green Belt, each small parcel was assessed to ascertain how robust the new Green Belt boundary would be if it was removed from Green Belt, and this was compared to the relative strength of the current boundary. However, whilst this assessment has been quantified, unlike the scoring methodology for the Green Belt purposes, there is no guide in the review as to how the score should be applied and so this requires further explanation.
- 12.11 In terms of Green Belt purpose one - checking the unrestricted sprawl of large urban areas, we agree that parcels which are well connected to the settlement and are contained by the adjoining-built form essentially restricts urban sprawl and consider the assessment satisfactory. However, another important aspect to consider is the strength of the existing boundary in preventing urban sprawl which would not otherwise be prevented by a barrier. The NPPF states that local authorities should define boundaries clearly using physical features which are readily recognisable and likely to be permanent. Highly defensible boundaries would include motorways, main roads, railway lines and natural land formation such as water courses, woodland area and development with strongly established boundaries. Features lacking in durability could comprise development with weak irregular and inconsistent boundaries. A better qualitative and quantitative scoring system to assess existing and proposed boundary parcels should be undertaken which assigns the results to this Green Belt purpose rather than it being a standalone assessment.

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- 12.12 In terms of Green Belt purpose two - preventing neighbouring towns from merging, we suggest that distance between distinct main settlements is too simplistic and a 'scale rule' approach should be avoided. Therefore, in addition to asking the question whether the loss of Green Belt would lead to a significant reduction in distance between settlements, it is also important to consider the visual function and more consideration should be given to the overall visual landscape character having regard to the topography and defensible barriers between existing urban areas as these will influence the impression of whether there is a sensitive gap that requires protection.
- 12.13 In terms of Green Belt purpose three relating to safeguarding the countryside from encroachment, consideration should be given to the sensitivity of landscape quality. In particular whether or not there are national or local landscape designation areas and does the Green Belt area displays semi urban/urban fringe characteristics. If so, we would suggest these parcels would have a low sensitivity to development and should be considered in the scoring process to improve the somewhat crude approach suggested in the Green Belt Review.
- 12.14 In terms of Green Belt purpose four - preserving the setting and special character of historic towns, we would agree with the Council that this purpose should not be assessed as there are no historic towns within the area.
- 12.15 In terms of Green Belt purpose five relating to assisting in urban regeneration by encouraging the recycling of derelict and other urban land, we would take issue with the Council as they have decided to use this as part of their scoring process. The extent to which the Green Belt will support urban regeneration can be difficult to quantify but it is generally recognised that Green Belt should encourage re use of urban land by limiting the availability of land outside the settlement.
- 12.16 We consider that the Council are misinterpreting this purpose of Green Belt through their scoring system. The objective of the purpose is to recycle derelict and other urban land which relates to land *within* an existing settlement boundary and so it does not apply to the re use of previously developed land in the Green Belt that is either adjacent to or remote from existing urban areas. To support our argument, we refer to Rotherham Councils detailed Green Belt Review (March 2016) which dismissed this purpose as part of their assessment on the basis that they considered it impossible to judge how any given parcel of land within the Green Belt would contribute to the fulfilment of this purpose.

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- 12.17 Furthermore, the Planning Advisory Service published updated guidance for undertaking a review of the Green Belt in February 2015. They confirm that during the plan making process the amount of land within urban areas that could be developed will already have been factored in before identifying Green Belt land and so the value of land parcels is unlikely to be distinguished by the application of this purpose. We would agree with these view and request that the Council remove this purpose from the scoring process. As part of reviewing Green Belt boundaries in terms of assessing whether changes should be allowed for new employment to be built in exceptional circumstances, consideration should also be given to identify areas of safeguarded land on the edge of settlements to meet the longer term development needs for housing and employment so that Green Belt boundaries last beyond the plan period.
- 12.18 Similar to identifying allocations, we would expect that safeguarded land designations to align closely with the settlement hierarchy and the transport network to reflect the underlying spatial and sustainability objectives of the plan. Within the Green Belt Review document there is no reference to the issue of safeguarded land and so it is unclear as to how the Council intend to deal with the matter, but it is an important consideration to ensure that the Green Belt boundary once reviewed stretches well beyond the plan period.

Detailed Review of Green Belt -Holme Lane Farm (Small Parcel G-3-d)

12.19 We have reviewed this parcel against the Green Belt purposes and scoring criteria found within the Council's Green Belt Assessment Methodology. We set out our review as follows:

Site Name: Holme Lane Farm			
HELAA Ref: S03100		Green Belt Ref: G-3-d	
Green Belt Purposes	SCC Score	JEH Comments	JEH Revised Score
Purpose 1: to cheque the restricted sprawl of large built up areas	1	We agree with this score.	1
purpose 2: To prevent neighbouring towns merging into one another	1	We agree with this score	1

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Purpose 3: To assist in safeguarding the countryside from encroachment	5	The site is detached from the wider open countryside and rural landscape character. The site instead is strongly influenced and enclosed by the urban features which abut its boundaries.	3
Purpose 5: To assist in urban regeneration, by encouraging the recycling of derelict and other urban land	5	For the reasons given in our representations this purpose of Green Belt should not feature in the assessment.	0
Total Green Belt score	12		5
Robustness of Green Belt boundary	2	The existing Green Belt boundary is poorly defined by rear garden fences of the residential area along the Halifax Road (A61) to the east and the rear boundary wall of Grenoside Grange. The proposed new boundary of Fox Hill Road would create a more strong and durable long term boundary.	Query the LPA's approach to scoring this aspect and recommend it should form part of the purpose 1 assessment.

Detailed Review of Green Belt - Midhurst Road (Small Parcel Ref: O-1-b)

12.20 We have reviewed this parcel against the Green Belt purposes and scoring criteria found within the Council's Green Belt Assessment Methodology. We set out our review as follows:

Site Name: Midhurst Road			
HELAA Ref: S02917/ S03143		Green Belt Ref: O-1-b	
Green Belt Purposes	SCC Score	JEH Comments	JEH Revised Score
Purpose 1: to check the unrestricted sprawl of large built up areas	3	We consider the parcel relates well to the Nutwood Trading Estate to the west and if this is considered the existing urban area would feature on at least 3/4 of its boundary	1
Purpose 2: To prevent neighbouring towns merging into one another	2	The key gap to assess between this parcel and the relevant settlements is in a northeast direction towards Deepcar and Wortley. Both distances are significantly over the 2km assessment criterion for scoring 1. In addition, there is undulating topography and significant Woodland areas that reduced the perception of the two settlements from merging in this direction.	1

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Purpose 3: To assist in safeguarding the countryside from encroachment	5	The site is detached from the wider open countryside and rural landscape character. The site instead is strongly influenced and enclosed by the urban features which abut its boundaries.	3
Purpose 5: To assist in urban regeneration, by encouraging the recycling of derelict and other urban land	5	For the reasons given in our representations this purpose of Green Belt should not feature in the assessment.	0
Total Green Belt score	15		5
Robustness of Green Belt boundary	2	The existing Green Belt boundary is poorly defined by rear garden fences of the residential area of Baxter Drive and Birley Hill Rise. The new boundary would be more robust utilising the physical features of Midhurst Road and Hagg Hill which would then tie into the existing strong and durable Green Belt boundary around Nutwood Trading Estate.	Query the LPA's approach to scoring this aspect and recommend it should form part of the purpose 1 assessment.

12.21 Based on reviewing the Council's assessment and applying our own score specifically to both these sites, it is clear that there are strong grounds to justify their removal as part of the overall Green Belt review as they make a very limited contribution to the five purposes of Green Belt.

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13.0 Conclusions and Key Recommendations

13.1 This is a formal response to the Publication Draft Sheffield Local Plan submitted on behalf of the Norfolk Estates specifically in relation to the promotion of three adjoining sites known as Site HELAA REF Sites Nos S03100 Holme Lane Farm and S02917/S03143 Midhurst Road, Sheffield both for housing purposes.

13.2 We have demonstrated that the draft Local Plan does not meet the Government's test of soundness set out within the Framework for the following reasons:

- The proposed housing requirement is too low. Planning at this level will exacerbate the current shortage of land, deepen the housing crisis, fuel affordability problems and constrain economic growth prospects and social mobility. A higher housing requirement is needed. We do not consider the Council have provided sufficient justification to warrant a reduction and deviation from the standard method. It is therefore considered appropriate to proceed on the basis that the Council should seek to meet their LHN of 2,923 homes per annum as a minimum, up to 2038.
- In the central area the Council are relying on a significant quantum of development to come forward on difficult and challenging sites and the future delivery is uncertain. Additional allocations are therefore required elsewhere to address this deficit.
- The windfall figure is too high as it is reasonable to expect the downward trend of windfall delivery to continue given the plan identifies new allocations.
- A strategy that focuses on increased housing delivery in the Central Sub area risks of not providing a sufficient diverse choice of homes which would run contrary to be evidence found within the SHMA where householder preferences and aspirations were assessed and revealed a clear preference for detached and semi-detached housing. The success of delivering a citywide housing strategy will be dependent upon creating a wide mix of locations and different types of housing across district that seeks to attract and accommodate a wide range of

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housing needs that support the socio and economic dynamics of the city as a whole in a sustainable manner.

- The proposed spatial distribution of the proposed housing to both Northwest and Northeast Sub Areas is too low in the context of these urban areas offering a sustainable pattern of development with a wide range of facilities close by and the good public transport links including the prospects of a rail link.
- The Council need to focus and commit to the alternative approach of selectively releasing Green Belt land for development which would involve choosing the most sustainable locations as well as having the least harmful impact on the purposes of Green Belt. Without considering the release of Green Belt sites to satisfy the employment need then the draft Plan should be considered unsound.
- Contrary to the Council's view the future development needs can only be met through allocations of land both within urban areas and through the release of Green Belt. The exceptional circumstances include:
 - The need to meet the need for housing land arising during the emerging plan period;
 - There is insufficient capacity within urban areas and outside of Green Belt to accommodate the objectively assessed needs of the City; and
 - Promoting sustainable patterns of development across the district through Green Belt releases.

13.3 In terms of the promotion of Sites Nos S03100 and S02917/S03143 our representations have demonstrated that:

- The Norfolk Estate are fully committed to promoting and delivering them.
- The location and size of the sites sit well within the distribution of growth in terms achieving their economic and housing strategy whilst achieving a sustainable pattern of growth.
- The two sites make no material contribution to the purposes of Green Belt in terms of preventing settlements from merging, checking unrestricted urban sprawl and safeguarding the countryside from encroachment as the physical characteristics of the site (included its topography and vegetation and road

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network) act as defensible boundaries disconnecting them visually from the surrounding areas of countryside.

- If for whatever reason the Council chose not to identify these sites for either employment or housing purposes, then as an alternative they should be released from Green Belt and designated as Safeguarded Land to continue to reflect a sustainable pattern of development beyond the plan period.

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Appendix 1 - Development Framework Report Land at Holme Lane Farm, Fox Hill Road, Sheffield September 2014

Development Framework Report

Land at Holme Lane Farm, Fox Hill Road, Sheffield



September 2014

Document Reference HG2590-REPS

Client Norfolk Estates

Notes This document is intended for double sided printing at A4.

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Key Facts and Figures



7.8Ha Overall Site Area



2 vehicle access points proposed off Foxhill Road.



195 dwelling capacity of the development providing a mix and range of new dwellings.



33 full time equivalent construction jobs generated over the build period.



2Ha proposed green infrastructure provision.



£6.5m Gross Value Added (GVA) over the build period.



2 landowners control the site. The Norfolk Estate is the majority land owner but they have co-operation from the other party.



£6.1m in the annual addition housing expenditure generated by the proposed development.

Land Budget

Site Area	7.8ha
Residential	5.8ha
Green Infrastructure (SUDS)	2.0ha
	0.5ha

Residential

Holme View/ The Avenue	140 units
The Crescent/ Salt Box Walk	35 units
Holme Farm (New)	5 units
The Copse (Executive Homes)	10 units
Total	190 units

Concept Masterplan



Executive Summary

This report has been prepared on behalf of the Norfolk Estate to demonstrate the suitability and deliverability of the Holme Lane Farm site as a sustainable residential led urban extension to Sheffield.

Norfolk Estate own the majority of the site and the proposed access arrangement onto Fox Hill Road but cooperation exists with the other landowner who controls the south east quadrant. The land in question is therefore available.

The aspiration of the Norfolk Estate following the submission of this document is to constructively engage with Sheffield City Council through the emerging Local Plan process. On the basis of a 'front-loading' approach, the level of information is proportionate and this overarching document summarises the following technical reports that can be found on a CD disc appended to the back of this report:

- Flood Risk and Drainage Assessment;
- Landscape and Visual Assessment;
- Ecological Appraisal;
- Transport and Feasibility Study.

Meeting housing needs is one of the most important functions of the Local Plan. It is clear that the Government places considerable importance on the

need to encourage house building to meet the national shortage. There are a range of indicators and scenario projections to seek to identify the objectively assessed housing needs for Sheffield and they range from around 2,500 dwellings per annum (SHMA 2013) to over 3,000 dwellings per annum (the 2008 household projections). Clearly these figures are far in excess of the current housing requirement identified within the Core Strategy. Sheffield also has significant economic ambitions which will require significant uplift in housing. Sheffield is not a self contained housing market area and its inter-relationship with Rotherham will need to be carefully considered which will influence the agreed approach to housing requirement.

The current Five Year Housing Land Supply position equates to under 2.5 years which clearly places the City Council in a vulnerable position and puts pressure on them to increase delivery rates to meet the existing and future housing needs. There is an acute lack of suitable housing supply and more land is now urgently required.

The site is designated as Green Belt. Whilst it is acknowledged that the general extent of Green Belt should only be altered in exceptional circumstances, the provision of housing to meet the current and future housing need represents such circumstances. The only realistic way the City Council can hope to increase the delivery of housing is to release additional

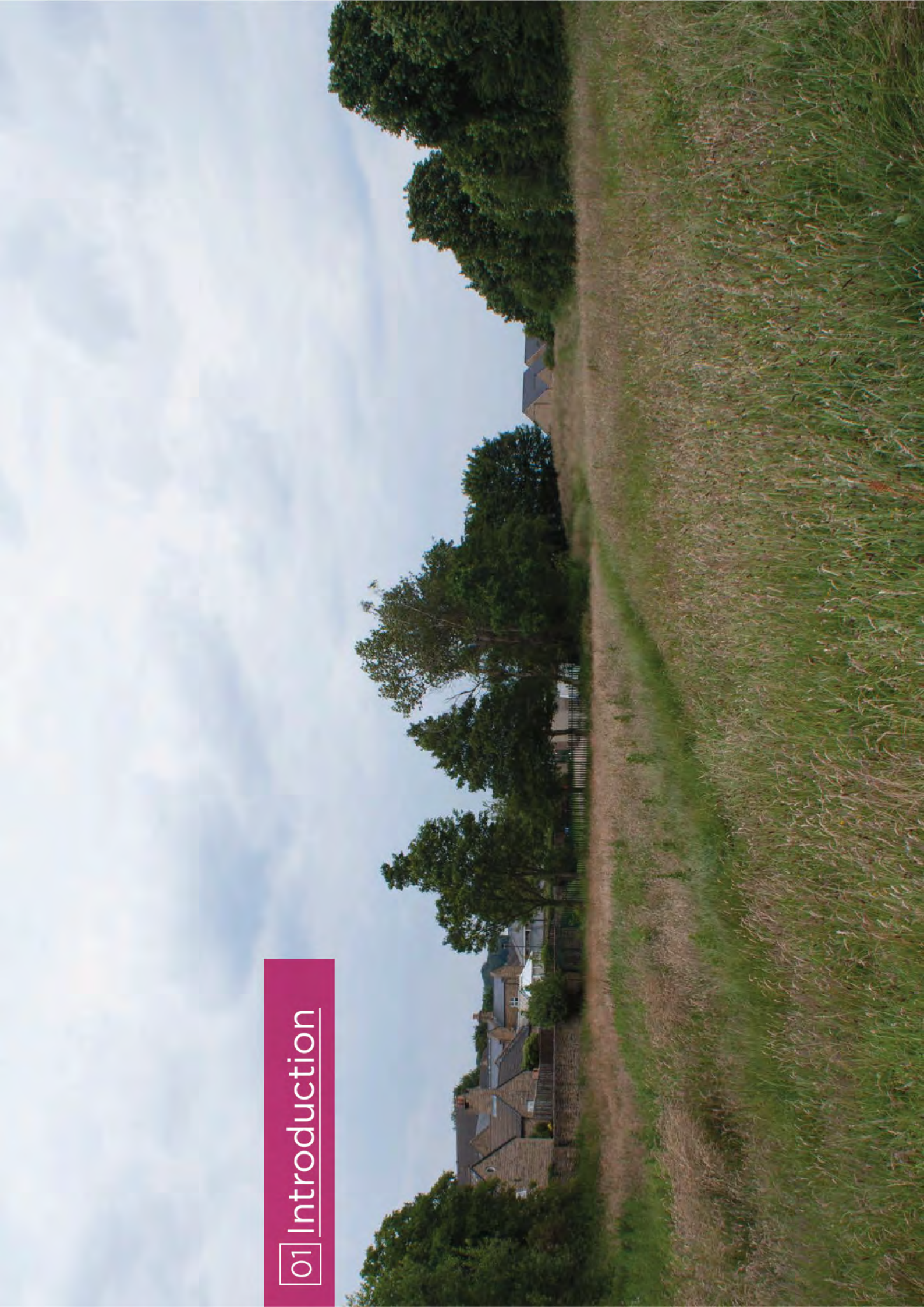
unconstrained unused sites and the removal of the Holme Lane Farm site from Green Belt would not impact on the general extent of this designation as it does not perform any of the five purposes set out in Paragraph 80 of the Framework.

The environmental and technical work has informed the understanding of the site constraints, the opportunities, and the potential mitigation measures required as well as the effect on development capacity. This level of technical work has demonstrated that there are no fundamental issues to prevent the development coming forward and the constraints identified can be mitigated. The masterplan work has tested the evidence spatially to demonstrate that the scheme is suitable and broadly deliverable.

The constraints and opportunities have been brought together to form the Concept Masterplan which will deliver in the region of 200 dwellings together with related infrastructure provision.

Using this overarching framework and the Concept Masterplan as a starting point, the landowner wishes to work in association with Sheffield City Council to get to a point where a viable scheme can be adopted as a key development allocation within the new Local Plan.

01 Introduction



Introduction

- Signet Planning is appointed by the Norfolk Estate to prepare this Development Framework Report to introduce the initial evidence base work that has been carried out to support the Holme Lane Farm Site as a sustainable residential led urban extension to Sheffield.
- This document should be seen as an overarching report that identifies the current planning context and the initial conclusions of more detailed technical and environmental reports that have been commissioned by the Norfolk Estate. It seeks to demonstrate the availability, suitability and deliverability of the site to support the future housing growth for the City.
- The level of information is proportionate to that needed at this stage in the planning process and is the first stage to emphasise a commitment of the landowner to fully embrace the process of evaluating a housing proposal of this scale.
- As part of the recent 'Call for Sites' process undertaken by Sheffield City Council in July/August 2014 we have already completed the representation form to justify the suitability and availability of this site. However, it is intended that this more detailed overarching framework report will provide the basis for interaction between all parties with an interest in ensuring that the evolving proposals respect the needs of the community and environment whilst at the same time satisfying future planning policy, in particular the requirement for new homes in Sheffield. The Council must be prepared to meet demand for more homes and in order to meet this challenge, it is important for key parties to work together to deliver more homes.
- The site is being promoted by the Norfolk Estate who own the majority of this site with the opportunity for the remaining area within the redline area (i.e. the south eastern quadrant) to come forward. The land in question is therefore available - a key test in terms of whether a development can be delivered.
- The Norfolk Estate have retained a consultancy team to provide sufficient and robust evidence at this stage in the process to demonstrate the site is both suitable and deliverable.
- A team has undertaken extensive preparation, testing and revision of the proposals since being instructed. The masterplan proposals have been prepared and tested by:
1. Signet Planning (Planning Advisors and Masterplanning)
 2. Northern Transport Planning (Highways and Transportation Consultants)
 3. Smeeden Foreman (Landscape and Ecological Consultants)
 4. Flood Risk UK (Drainage and Flood Risk Consultants)
- The specific technical and environmental reports relating to the work produced by these consultants can be found on the CD attached at the back of this report.

Introduction

1.9 The consultancy team has been assembled to enable key issues to be addressed on an up front basis, but it is appreciated that the process is evolutionary and further specialist appraisal work relating to the site may be required. Study work commissioned has informed the evolution of the concept masterplan framework set out in section 7 with the objective of identifying constraints, and where necessary mitigation options and assessing the likely impact on residential development capacity.

- Identify the next steps in terms of planning process and any further refinements beyond demonstrating that there are no fundamental 'showstoppers'.

1.10 The approach also demonstrates a clear commitment from the landowner to the promotion of the site and is willing to share the information with Sheffield City Council. The eventual aim is to work on a collaborative basis to ensure that the planned development can meet wider corporate and local community objectives.

1.11 The preparation of this overarching report and the supporting technical evidence has been guided by addressing the following key issues:

- Identify clear objectives intended for the overall development
- Identify key site constraints including those that are fixed and those that need to be overcome;
- Identify the overall quantum and distribution of the uses across the site;
- Identify the mitigation and infrastructure needs to ensure that the development is viable, attractive and sustainable;



02 Site and Context

Local Facilities

5

Connectivity

6

Site Description

6

Site and Context

2.1 The subject site is located towards Grenoside, at the northern edge of Sheffield in between the A61 Halifax Road and Fox Hill Road.

Local Facilities

2.2 The site is well related to existing services and facilities. In terms of provision for children and young people there is a nursery less than five minutes from the site on Halifax Road (Little Rascals) and three Primary Schools (St Thomas More, Fox Hill and Grenoside Community) within a 10-15 minute walk of the site as well as two Secondary Schools, Yewlands Technology College (10 minutes' walk) and Chaucer Secondary School (10-15 minutes' walk).

2.3 In terms of access to health care the Grenoside Surgery and its associated Pharmacy are located immediately opposite the northern boundary of the site off Salt Box Lane.

2.4 Turning to shopping facilities, the site is close to a couple of local shopping parades, such as Halifax Road which includes a Lidl (10-15 minutes' walk), Chaucer Road shops including a BestOne Convenience Store (10 minutes' walk) and the small store (10-15 minutes' walk) on Main Street in Grenoside to the north. The large ASDA superstore at Parson Cross is also within a similar walking distance, less than a mile from the site and connected to the public transport network.

2.5 A number of pubs are also close to the site such as the Red Lion and the Cow and Calif.

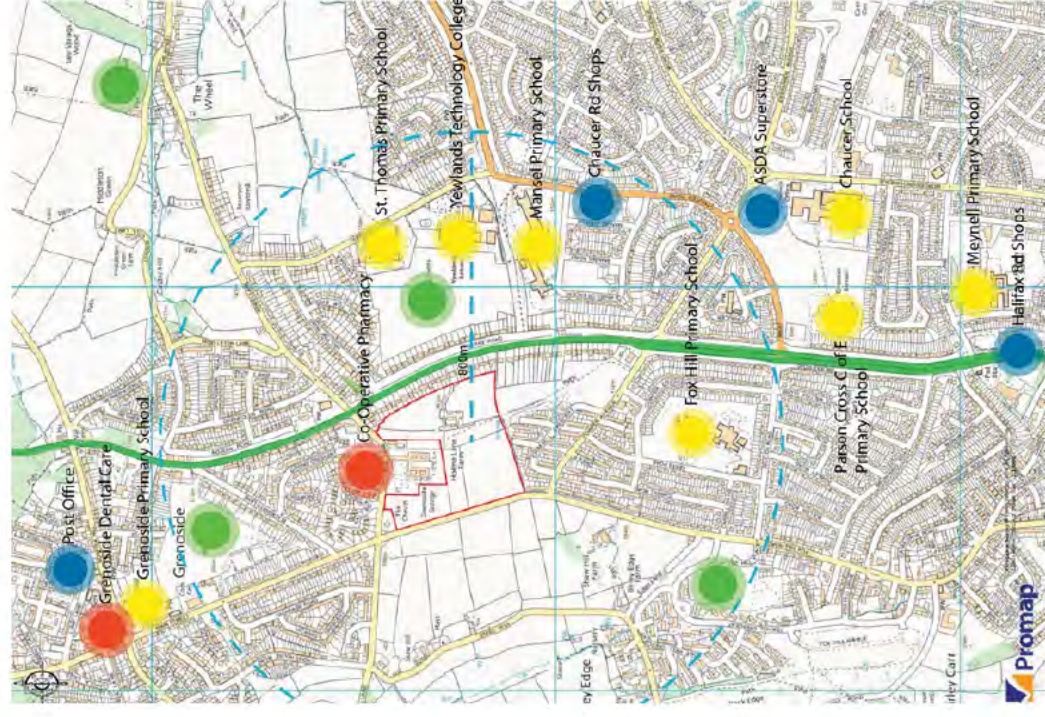


Figure 2.1: Local Facilities

Connectivity

- 2.6** In terms of transport, the site benefits from frequent and regular bus services along the A61 and Fox Hill Road which serve the wider area with bus stops within a 5 minute walk of the site. Services 78, 79, 79A, 85 and 97 provide connections to the centre of Sheffield every 5-10 minutes. Journey times are approximately 35 minutes.
- 2.7** Route 67 of the National Cycle Network also runs parallel to the site along Fox Hill Road with this being a signposted route with Toucan crossings along main roads. This route leads through to non-traffic free paths to the north of the site through Grenoside Woods and into the countryside. To the east the path leads through parks and often traffic free paths through to Meadowhall (and across the M1 to Thorpe Hesley).
- 2.8** Turning to vehicular access the site is well linked to the strategic highway network via the A61 which provides direct links to Sheffield City Centre to the south and J36 of the M1 motorway to the north.

Site Description

- 2.9** The site consists of a series of open fields under the ownership of Norfolk Estates part of which forms part of the Cowper Avenue Greenspace Local Wildlife Site in the centre of the site. The south

east portion of the site comprises the curtilage of Holme Farm which is a group of converted farm buildings to six residential units and associated landscaped lawns/trees.

- 2.10** The site immediately abuts Fox Hill Road along the western boundary, the northern boundary meets Salt Box Lane at the north east and north west corners either side of Grenoside Grange, a care home which extends southwards from Salt Box Lane creating an irregular shaped site. The boundaries here are enclosed by relatively high stone walls. The eastern boundary comprises the rear garden boundaries of detached and semi-detached dwellings served by the A61, Halifax Road which is a main route through Sheffield. The southern boundary runs parallel to a public right of way which runs along the back of properties on the housing estate off Fox Hill Road. The public footpath connects Fox Hill Road and Halifax Road although this link is currently quite overgrown.

- 2.11** In terms of landscape features the topography of the site slopes to the centre of the site from the eastern and western boundaries. The most significant trees, hedges/shrubs run through the middle of the site from the southern boundary northwards either side of the local wildlife site, demarcating the boundary with the Holme Farm complex, which is located on the higher ground to the east. A number of mature trees are located along the north west and north edge of the Holme

Site and Context

Lane Farm complex. A hedgerow with some trees and shrubs then extends further north to Salt Box Lane. The fields on the western half of the site are demarcated by broken hedges and small shrubs and trees.

2.12 The accompanying views illustrate the features of the site.



Figure 2.2: View of the fields to the rear of properties along Halifax Road in the north east quadrant of the site.



Figure 2.3: View of the boundary with Grenoside Grange/Scout Hut and the hedgerow/trees running through the north east quadrant of the site (far right)



Figure 2.4: View from the south west corner of the site from Fox Hill Road looking northeast across the site with the trees around Holme Lane Farm visible on the ridgeline



Figure 2.5: View south of Holme Lane Farm looking south across the site with the housing estate off Fox Hill Road in the distance

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Planning Policy Process

National Planning Policy

3.1 The promotion of the site is intended to come forward through the emerging Local Plan Process and the approach that should be adopted to this process is best explained by the test that an Inspector would apply which are outlined within Paragraph 182 of the NPPF.

Tests of Soundness

- A Positively Prepared - plan should be prepared based on a strategy which seeks to meet objectively assessed developments and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.
- Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence.
- Effective – the plan should be deliverable over its period and based on effective joint working on cross/boundary strategic priorities.
- Consistent with National Policy – the plan should enable delivery of sustainable development in accordance with the policies in this framework.

Positively Prepared

3.2 The twelve principles of the planning system identified in Paragraph 17 of the Framework which should underpin both plan making and decision taking include:

- The recognition that this planning system should be genuinely planning led and should be based on joint working and cooperation to address larger than local issues.
- The planning should pro-actively drive and support sustainable economic development to deliver homes, that the Country needs. Every effort should be made objectively to identify and meet the housing needs of an area and respond positively to wider opportunities for growth. Plans should take account of market signals such as land prices and housing affordability and set out a clear strategy for allocating sufficient land which is suitable for development in their area and taking account of these needs.

3.3 Paragraph 47 of the Framework begins by stating that Local Authorities should 'boost significantly' the supply of housing. They should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing. Reference is also made to encourage the Local Authorities to identify key sites which are critical to the delivery of the housing strategy over the Plan Period. Meeting housing need is one of the most important functions of the Local Plan. Failure to deal with it properly can have wide ranging implications for the whole plan and can render it unsound. The Framework requires that Council should positively seek opportunities to meet the housing needs unless the adverse impact of doing so would significantly and demonstrably outweigh the benefit. It states

Planning Policy Process

that every effort should be made objectively to identify the immediate housing need, setting out a clear strategy for allocating sufficient land, taking account of the needs of the residential community. From this, it is clear that the Government places considerable importance on the need to encourage housebuilding to meet the national shortage.

Justified

3.4 This requires the strategy to be the most appropriate when considered against reasonable alternatives and based upon proportionate evidence (Paragraph 182).

3.5 The Framework identifies that the evidence base for the objective assessment of housing need should be adequate, up to date and relevant (Paragraph 158) and Paragraph 159 states that the Local Planning Authorities should have a clear understanding of the housing needs in their area. To do this they are, according to Paragraph 159 of the Framework required to prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where Housing Market Area's cross administrative boundaries; and prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet the identified need of housing over the plan period.

Effective

3.6 For a plan to be effective, proposed allocations must be based on realistic assumptions regarding the site's availability, suitability and likely economic viability to deliver completions over the Plan Period (Framework Paragraph 159).

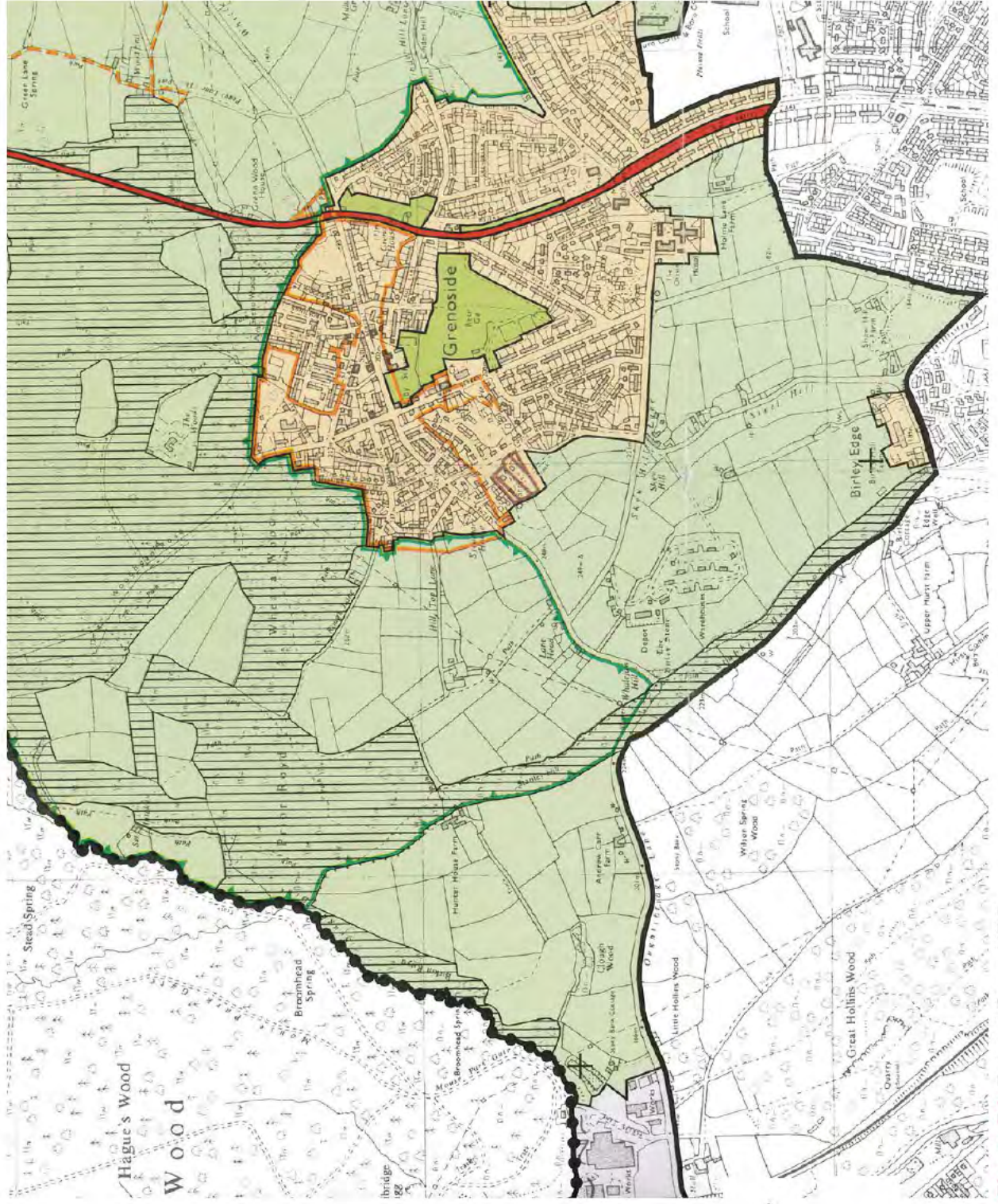
3.7 To be effective, Council's also have to demonstrate they have met their statutory duty for Local Authorities to cooperate on planning issues.

Consistent with National Planning Policy

3.8 Generally, there is a requirement for the strategy to deliver sustainable development in accordance with the Framework. This requires an assessment of the Plan as a whole in terms of its ability to actually deliver sustainable development across all three dimensions of sustainability, namely social; economic; and environmental.

Local Policy

3.9 The designation of this site within Green Belt is shown within both the Sheffield UDP Proposals Map (March 1998) and indicatively on the Core Strategy Key Diagram (March 2009).



- Housing Area**
refer to *Housing Chapter Nether Edge*
- Green Belt**
refer to *Green Environment Chapter*

Figure 3.1: Extract from UDP

Planning Policy Process

3.10 The Core Strategy was adopted by the Council in March 2009 and flowing from this document the Local Authority had been progressing the emerging Draft City Policies and Sites DPD which identified specific sites for development in line with the broad spatial policies above the Core Strategy. However, at an advanced stage in the consultation process, the City Council took the decision on 18 December 2013 not to progress this DPD any further as there was a high risk that housing policies in the DPD could be found unsound for various reasons, in particular:

- Changes in economic conditions since the Core Strategy was adopted which meant that the five year supply of deliverable housing sites is less than half the required under National Planning Policy; and
- Housing requirement in the adopted Core Strategy could be regarded as out of date given the latest estimates of housing need across Sheffield/Rotherham Strategy Housing Market Area.

3.11 The Local Authority now admit that both the Core Strategy and the City Policies and Site's DPD conflict with National Planning Policy. As the options for allocating more housing land are evidently constrained by policies in the Core Strategy, there is now a realisation that the only way more land can be brought forward is to commence the comprehensive review including a review of the Green Belt boundary. The Local Authority therefore, accepts that this will need to take place

as part of a wider reassessment of housing requirements and land supply across the Sheffield City Region. This reassessment would also allow consideration of housing land allocation options which are more economically viable and therefore more attractive to the market.

3.12 Within this context, the Local Authority have now embarked on a new Local Plan and whilst account will be taken of the work done in relation to the draft City Policies and Site's DPD, the Local Authority are updating their evidence base with robust information and this work is currently taking place with the intention to produce an initial Issues and Options document in 2015.

3.13 Given the current circumstances, we consider the evidence contained within this overarching promotional framework has been released at an ideal time to participate in the plan led approach and therefore shape the emerging policies on the basis of earlier meaningful engagement in the spirit of the guidance found within the framework.



04 Housing Need and Housing Land Supply

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Housing Need and Housing Land Supply

Introduction

4.1 It is important that establishing the full objectively assessed housing need is a fundamental starting point to agree and understand. This will include an analysis of household projections, a review of the Strategic Housing Market Assessment as well as taking into account the economic ambitions of Sheffield whilst also engaging with neighbouring authorities under the Duty to Cooperate.

Previous Housing Requirement

4.2 The Core Strategy was adopted in March 2009 so the City Council's target for the period 2004 to 2026. The net requirement between this period amounted to an annual rate of 1,352 dwellings. This target predates the Framework and is the same target as that set out within the Regional Spatial Strategy which was abolished in February 2013.

4.3 This historic requirement took into account the 2004 Government Household Projections. Sheffield's targets was set at a level below the level needed to accommodate the projected housing growth, on the basis that some of Sheffield's housing need would be met in Rotherham although it is worth noting that as part of their emerging Core Strategy, Rotherham have taken the decision to plan for their own needs only rather than factor in a proportion of Sheffield's requirement.

Review of Emerging Objectively Assessed Housing Needs Evidence

Household Projections

4.4 For the purposes of establishing the future dwelling requirement for Sheffield, then the starting point should be the most recent Government Population Projections. The following table provides a useful summary of the issues in terms of the potential range of average annual dwelling requirement based on the different projection figures.

Table 1: Scenario Projections

Scenario Projections	Average Annual Dwelling/ Household Growth for Sheffield
2008 – Base DCLG Projections of Households	3,000
2008 – Base DCLG Projections of Households (Adjusted for Revised 2010 – Based Population Projections)	2,290
Interim 2011 – Base DCLG Projection of Households – based on results of census for period 2011 – 2021	1,951
What Homes Where 2013 – 2028	2,940

4.5 The Core Strategy was prepared in the context of the 2004 – based DCLG Projections of Households and at that time annual average annual growth had been calculated at around 1,864 dwellings which is higher than the agreed housing requirement figure set out within the adopted Core Strategy (1,352 dwellings per annum). Sheffield’s housing requirement figure was set at a level below that which would be needed to accommodate the 2004 – DCLG base Household Projections was on the basis that a neighbouring authority of Rotherham would be set at a level substantially higher than the projection figure. This implies that some of Sheffield’s housing need would be met in Rotherham. However, the RSS has now been revoked and more up to date household projections have been published.

4.6 The more up to date household projection figures indicate a higher annual average dwelling requirement that previously proposed within the Core Strategy. The latest Government projections (Interim 2011) show that the number of households in Sheffield could increase by an average of about 1,950 dwellings per year over the period 2011 to 2021 if recent past trends continue. Although this figure should be viewed with caution as it only covers the period to 2021 and are derived through a period of economic recession. As such they are likely to mask a considerable amount of latent demand.

4.7 The ‘Whats Homes Where’ website is an on-line government resource endorsed by the LGA and the HBF amongst others and it is notable that the data also indicates a higher annual average (2,940 dwellings) which is more consistent with the 2008 Housing Projection figure.

Housing Need and Housing Land Supply

4.8 Indeed, reference is made to paragraph 57 of the Inspector's Report for Rotherham Core Strategy (dated June 2014) who favoured the 2008 – based projection stating:

“The Inspector who examined the Lichfield Local Plan noted that, over the longer term, household representation rates have been rising and a fall in these rates identified in the 2011 projections is likely to have been driven by short term factors such as the impact of the recession, constraints on the housing supply and constraints on mortgage lending. It is reasonable, he concluded, to assume that beyond 2021 (the end of the period covered by the 2011 projections), household representation rates will resume their long term rise. These considerations would appear similarly to apply to Rotherham, and they are persuasive of the conclusion that the 2008 – based population projections are a better foundation for assessing housing requirements, as the Council proposes.” (Our Emphasis)

4.9 Applying the same conclusion for Sheffield it would suggest an annual dwelling requirement of around 3,000 dwelling. Clearly far in excess of the current position within the Core Strategy.

Forecast of Population and Households for the Sheffield City Region - March 2013

4.10 As part of the Local Plan process, this document has been produced

to provide a consistent evidence base across the Sheffield City Region and it identifies six scenarios which for Sheffield are as follows:

Table 2: Six Housing Projection Scenarios

Scenario	Dwellings per annum
Dwelling led - based on new dwelling developments (average annual completions 2004 – 2010)	1,296
Planned provision - based on targets in adopted on emerging Local Plan	1,352
Employment Led - Based on total number of jobs remaining at a 2010 level for the period on the forecast, with no jobs lost of new jobs created.	1,576
Migration led - based migration assumptions. The 2001 to 2009 annual changes have been used to produce annual age - specific averages for the period of the forecast.	3,627
Natural Change - this scenario assumes no migration are with population change being driven only by births and deaths.	1,740
ONS 2010 - base projections: Sub national population projections (SNPP) assumptions on births, deaths and migration - but using 2010 mid year ONS estimates as a starting point.	2,398

4.11 This forecast report provides no guidance on the suitability of any one of the projections in terms of setting the objectively assessed need for any individual authority.

Strategic Housing Market Assessment (SHMA) (2013)

4.12 Whilst the use of the ONS projections and scenarios provide a useful starting point identifying future housing requirement they must be accompanied by a properly evidenced SHMA. The NPPF clarifies (Paragraph 159) that the SHMA should be used to determine 'the scale and mix of housing and the range of tenures that the local population is likely to need over the Plan Period.

4.13 In terms of market housing, the SHMA considers the overall demand coming from the existing households within the market, newly forming households from within the locality and from the net effects of migration.

4.14 The SHMA then goes on to consider the extent to which this latent demand might lead to effective demand that cannot be accommodated within the existing stock. The SHMA concludes that there is some uncertainty associated with the household projections but taken together, additional market demand from: existing households; newly forming households; and migration suggests that Sheffield would need 1,768 new homes per annum. This new market demand will be additional to the level of affordable housing need which is forecast

to be a further 725 units per annum with the suggested tenure split through an affordable/intermediate housing ratio of 70/30.

4.15 In totality, the new housing requirement identified in the SHMA for both market and affordable housing could be as high as 2,500 dwelling per annum which again is in contrast to the existing requirement set out in the Core Strategy of 1,352.

4.16 We consider there are a number of criticisms that could be levelled at the SHMA that could influence the overall objectively assessed housing need. A significant omission from the tested scenario is an employment growth approach. We would suggest that such a scenario is required to be tested and adopted if Sheffield wish to fulfil its strategic economic vision as well as aligning closely with the spatial priorities identified within the Strategic Economic Plan for the envisaged growth between 2015 to 2025 as identified in the Sheffield City Region LEP.

4.17 The Strategic Economic Plan sets out an ambitious vision to help drive greater growth within the region and deliver 70,000 net additional jobs. In particular the Sheffield City Centre has been identified as one of the key long term spatial areas of growth and change where a significant proportion of growth is expected to occur. From the assumptions within the SHMA, there seems to be a considerable mismatch between the economic aspirations of the LEP in terms of the planned changes to the labour force and housing growth.

Housing Need and Housing Land Supply

4.18 Another criticism is that the SHMA concludes Sheffield is a self-contained Housing Market Area. However, there has been a general acceptance particularly at the hearing to the Rotherham Core Strategy that Sheffield and Rotherham form a single strategic housing market area and we consider that further work is still needed to take into account this relationship as Sheffield progress with their new Local Plan. Historically, Rotherham's requirement was set at a substantially higher level than the trend base figures to compensate for the lower levels of housing requirement for Sheffield as recognised within the RSS. The current housing requirement figure likely to come forward through the Rotherham Core Strategy has been calculated on their actual need without any uplift relating to the redistribution of household growth for Sheffield. As a result, Rotherham MBC is proposing to set up lower housing targets than that originally set in the RSS. Consequently there is now a strong argument to say that a refreshed assessment of a housing requirement is needed across the entire Sheffield/Rotherham Strategic Housing Market Area and the wider Sheffield City Region. Indeed, the Framework now requires this strategic approach and the latest set of Main Modifications from the Rotherham Core Strategy (and endorsed by the Local Plan Inspector) confirm that it will use its best endeavours to cooperate with neighbouring Local Authorities especially Sheffield City Council to produce jointly a SHMA for the entire Housing Market Area. Based on the emerging household projection evidence and the SHMA, even

with a conservative estimate of growth, there would be a significant potential shortfall of dwellings when compared to the planning provision within the Core Strategy. There is therefore clear justification for the identification and release of further sites through the Local Plan process. The evidence base regarding the high level of objectively assessed housing need provides the exceptional circumstances that are required to consider the release of Green Belt sites particularly if they are sustainable, attractive to the market and are economically viable.

Five Year Housing Land Supply

4.19 The latest assessment of the Five Year Land Supply was produced in July 2013 it has been calculated that the housing land supply position equates to **under 2.5 year supply of housing land** which is significantly below the required five year land supply advocated by the Framework. The current situation clearly places the City Council in a vulnerable position and to increase delivery rates to the likely increases in the objectively assessed housing need for both market and affordable housing, the only realistic option available is to release additional unconstrained greenfield/Green Belt land on the edge of urban areas that are sustainable, offer a choice of locations and are attractive to the market.

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05 Baseline Analysis

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Baseline Analysis

Background

- 5.1 As part of the Local Plan process, the NPPF at Paragraph 158 acknowledges that policies and proposals should be based on adequate, up to date and relevant evidence about the economics, social and environmental characteristics and prospects of the area.
- 5.2 On this basis, it is important that any masterplan approach to the delivery of the potential housing allocation is well grounded having regard to relevant evidence based work and proportionate to the stage of the planning process. Key technical information will have a direct impact of influencing the composition of the spatial plan and therefore this section identifies key constraints and opportunities relating to the Holme Lane Farm site so that mitigation strategies and solutions can be explored.
- 5.3 The following technical documents have been summarised in this section but the full details have been submitted as technical appendices which can be found on a CD at the back of this document.
- Flood Risk and Drainage Assessment
 - Landscape and Visual Impact Appraisal
 - Ecological Appraisal
 - Transport and Feasibility Study
- 5.4 The intention is for the Local Authority's specialist officers to understand the study work and respond to this as a basis for entering into discussions to further test the proposals.

Ecological Assessment

- 5.5 A preliminary Ecological Assessment has been carried out and the key elements that have been taken into account as part of the masterplan process are as follows:
- Designated Sites**
- 5.6 Wheata Woods Local Nature Reserve (LNR) is located approximately 0.8km to the north west of the site. The study area is at such a distance from the LMR that no adverse impact upon this site is anticipated as a result of the proposed development.
- 5.7 The northern half of the non-statutory site Cowper Lane Greenspace Local Wildlife Site (LWS) is located within the southern section of the site. From the Development Plan Policies, LWS designations receive protection from development which would damage their wildlife values. However, from the survey undertaken, it is considered that the grassland habitat may not now meet the criteria to be designated as an LWS. This is likely to be due to degradation of the grassland's diversity through lack of management and in turn the increasing dominance of competitive tall grasses.
- Habitats**
- 5.8 The Study Area comprises a complex of grassland fields comprising rank grasses and pasture for horse grazing. Associated habitats include hedgerows, dense and scattered scrub, trees and areas dominated by tall rural vegetation and bracken.



Figure 5.2: Site Habitats Map

Baseline Analysis

Protected Species

5.9 **Bats** – a number of mature trees were considered to have potential to support roosting bats. Whilst the Holme Lane Farm Buildings have been acknowledged as potential in terms of roosting bats, it is not envisaged that these would be affected by any proposed development.

5.10 **Badgers** – no sign of badgers were identified within the site but a more detailed survey at the appropriate time may be required.

5.11 **Reptiles** – as records of common lizards and grass snakes were provided from consultation undertaken with the local record centre, the site may provide potential habitats for such species and further reptiles survey work should be undertaken at the appropriate time which would then go on to inform any necessary mitigation.

5.12 **Breeding birds** – a wide range of bird species were recorded during the survey and it is recommended that the retention and creation of hedgerows together with the planting of native shrubs and trees should be included.

5.13 **Invertebrates** – butterfly species were recorded on site during the survey and there recommendation is for the retention of the grassland habitat of the LWS and hedgerows would aim to maintain suitable habitats for butterflies.

5.14 **Other protected species** – from the survey it is considered there are

no other suitable habitat within or adjacent to the site or protected species such as otter, water voles and white clawed crayfish.

Mitigation

5.15 The survey has revealed that the quality of the grassland within the LWS has reduced to a level that it may not now meet the criteria that identifies the designation. Whilst a more detailed botanical assessment is being undertaken, the proposed development could facilitate the protection of the LWS as an area of greenspace with an appropriate management scheme with the aim of restoring the diversity of grassland.

5.16 To improve habitat creation, additional recommendations include:

- Retention of existing hedgerows within the site;
- Planting of native hedgerows to the boundaries of the site where these are absent;
- Planting of native trees and shrubs throughout the site.

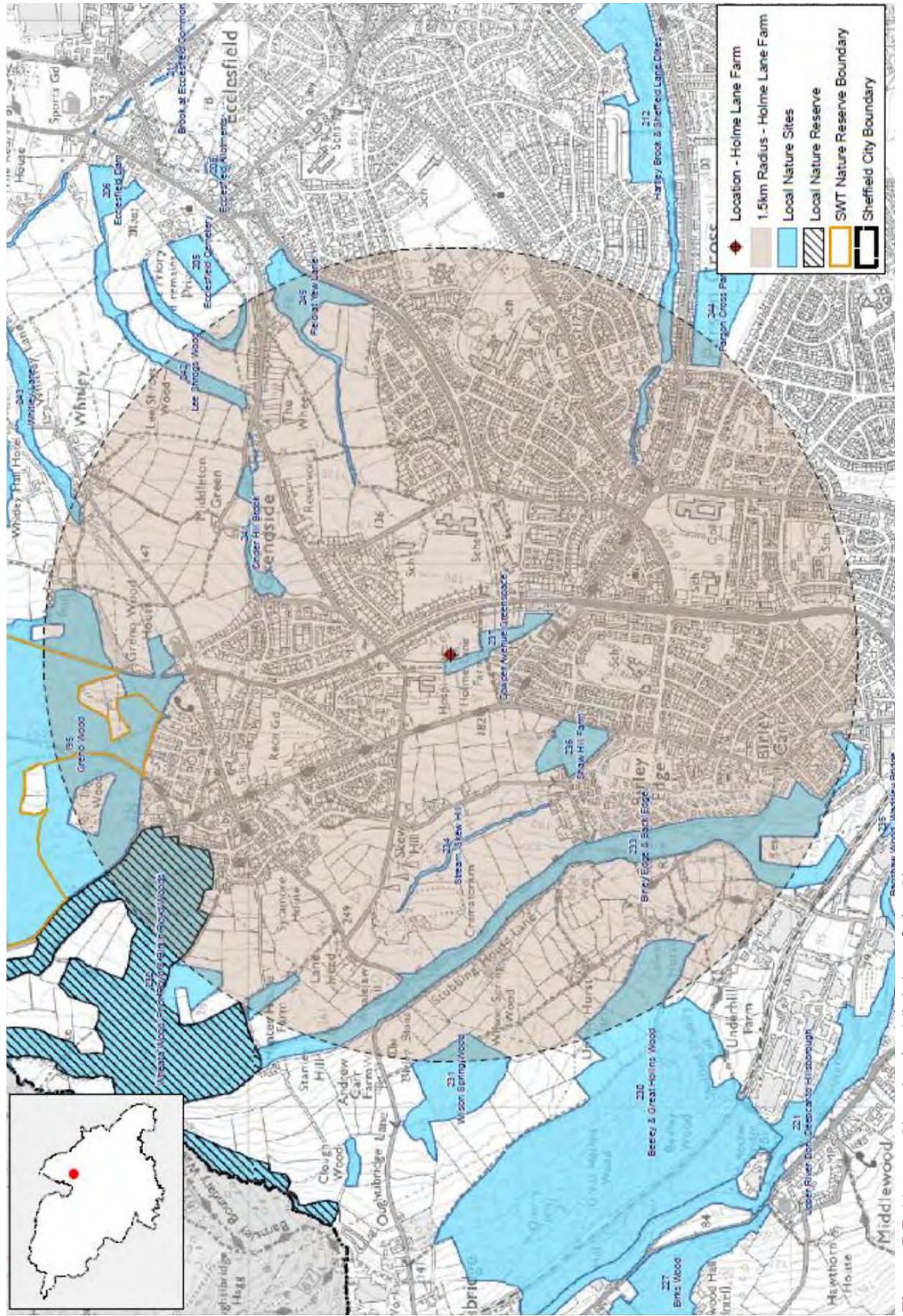


Figure 5.3: Nature Sites in the Vicinity of the Site

Baseline Analysis

Landscape and Visual Assessment

5.17 The site is located within the Sheffield Landscape Character Area as UP2 (Pastoral Hill and Ridges) and whilst the site is typical of some aspect of this character with its undulating topography, the presence of mature woodland along boundaries and naturally regenerated woodland running alongside the ditch contributes to a landscape with a more parkland type character.

5.18 Research reveals that the landscape character is a highly dynamic and transitional landscape set on the periphery of Sheffield. Over the past 100 years, the surrounding area has experienced many changes in land use and reflects the change in history of Sheffield's industrial past. The site possesses many strengths within its landscape character for example the expansive views puts the site into context and provides visual links into the City. It is also evident that the landscape could easily be susceptible to neglect and degradation.

5.19 The site remains typically urban fringe in character and is considered to be medium sensitivity to change. Any new development would fit into an eclectic patchwork of different landscape character.

5.20 In terms of visual amenity, the landscape assessment identified twelve viewpoint locations - Two vistas where it was deemed that no views would be obtainable. Four other viewpoints were considered to have a neutral overall impact. The remaining six views were considered to either be 'minor' or 'moderate' adverse overall impact with one of these considered to have a 'major adverse' impact.

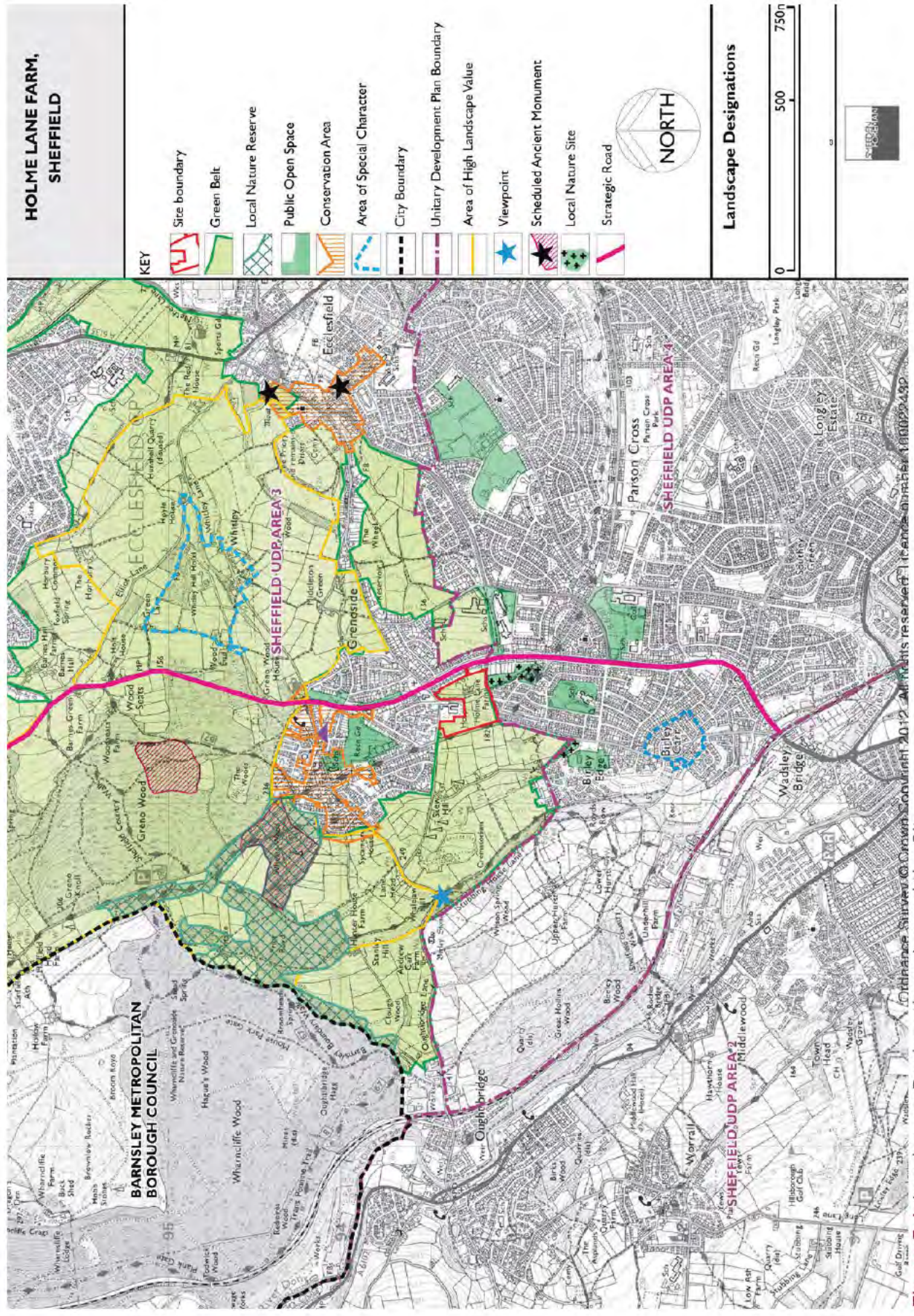


Figure 5.4: Landscape Designations Around the Site

Baseline Analysis

5.21 The viewpoints and associated table are summarised in the following figure and table but the key views are summarised below.

- **Fox Hill Road (Viewpoint 1)** – whilst views from this location will change, new residential development will provide a continuation of the existing housing already present along Fox Hill Road. The view towards the west of the road (opposite the site) is more effective at drawing attention with its detracting features and more distinctive land form pattern.
- **Fox Hill Road (Viewpoint 2)** – as with the viewpoint 1, the outlook from this viewpoint is dominated by the view of Fox Hill Road and its associated features. The character of the land on the western side of the road is much more open and exposed compared to the site itself. Views from this point in a southerly direction will change as the site is visible and built form will be a prominent feature of the view. The openspace will become urban development and the long range views of the City will be lost.
- **Salt Box Lane (looking south) (Viewpoint 4)** – the view from this viewpoint is very enclosed in character as a result of the degraded stone wall and line of mature deciduous trees along Salt Box Lane. Any new development will be visible through gaps in the field boundary although the degree of enclosure experienced at this view point would largely remain the same.
- **Grenoside Grange Hospital (Viewpoint 5)** – the existing view is largely confined within the hospital boundary. The views experi-

enced by patients and staff from within the hospital will not significantly change.

- **Public Right of Way and Access Point into Local Area (Viewpoint 7)**
 - views experienced from this close range are largely open. Whilst the view does present several detracting features (such as Skew Hill Telecom Mass and Overhead Electricity Cables), any development would enclose this area and the connection between the site and the wider open countryside would be lost.
- 5.22 The majority of the more sensitive view point receptors are in close proximity to the site itself due to the amount of enclosure and built structure encasing the site. From the north, the site is screened by tall, mature vegetation and a stone wall. Grenoside Grange Hospital also contributes to the screening effect with its boundary vegetation and high stone wall. To the east and the south of the site there is extensive high density housing which proved to be an almost complete obstruction to views into the site from any views not in the immediate proximity.
- 5.23 The land surrounding the site to the west is gently undulating and contributes to the screening of the site from viewpoints 9 and 10. The visibility of the more distant locations would be largely unaffected due to the existing context within which the development would be viewed as an extension of an existing urban fabric.

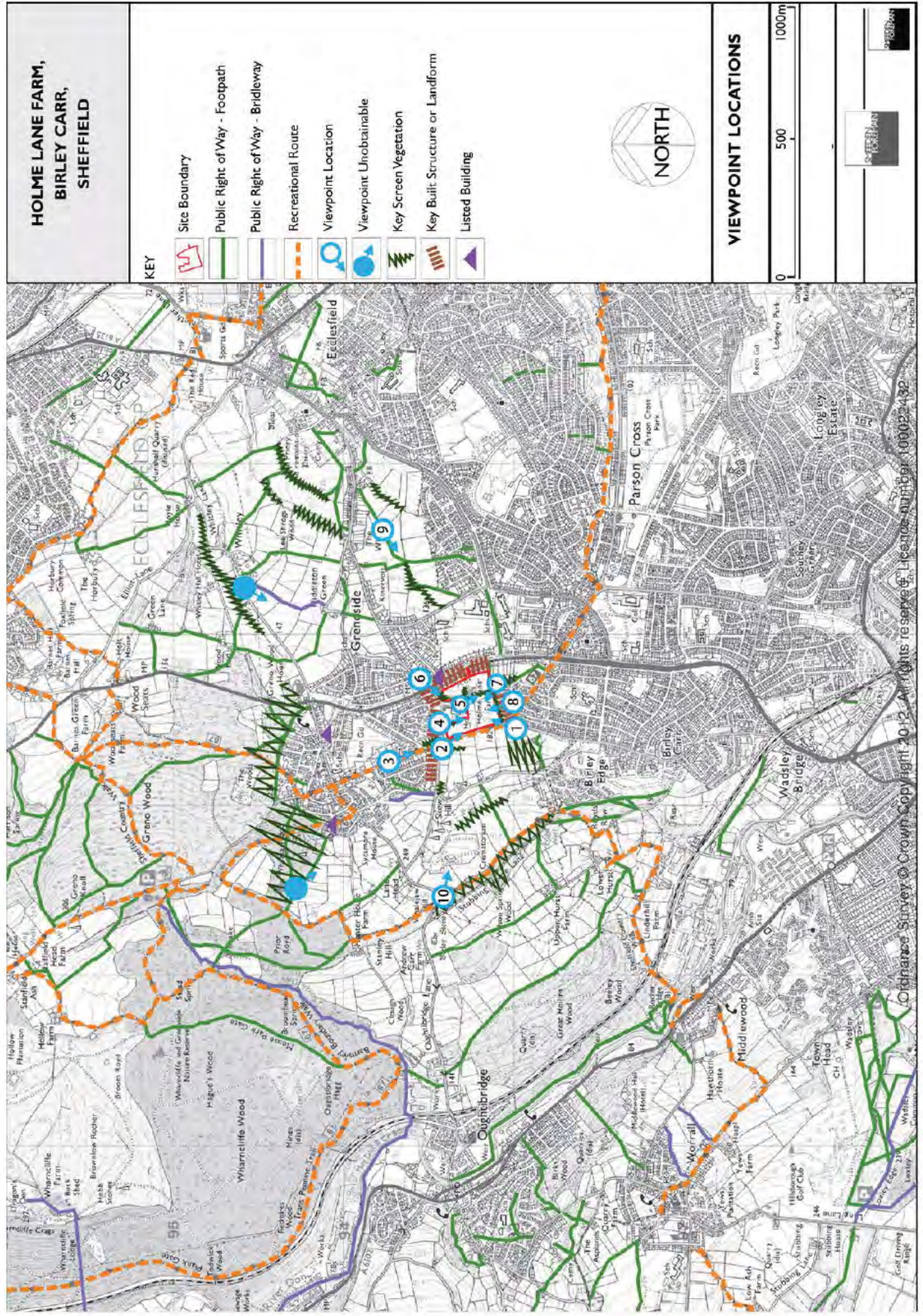


Figure 5.5: Viewpoint Locations Map

Baseline Analysis

5.24 The LVIA study demonstrates that there are few receptors located in close proximity to the site that would experience significant change. Furthermore, the site's location is on land relatively depressed particularly when viewed from the north and west. Therefore the site will not comprise the visual amenity and character of views from the more elevated land further to the west.

Viewpoint no.	Location	Sensitivity of Key Receptor	Overall impact
1	Fox Hill Road	Medium	Moderate Adverse
2	Fox Hill Road	Medium	Moderate Adverse
3	Main Street, Grenoside	Low	Neutral
4	Salt Box Lane	Low to Medium	Minor Adverse
5	Grenoside Grange Hospital	Low	Minor Adverse
6	Halifax Road	Low	Neutral
7	PROW and Local Nature Area	High	Major Adverse
8	Grimsell Close	Medium	Minor Adverse
9	The Wheel	Medium	Neutral
10	Sheffield Country Walk	Medium	Neutral

Table 3: Site Sensitivity from Local Viewpoints

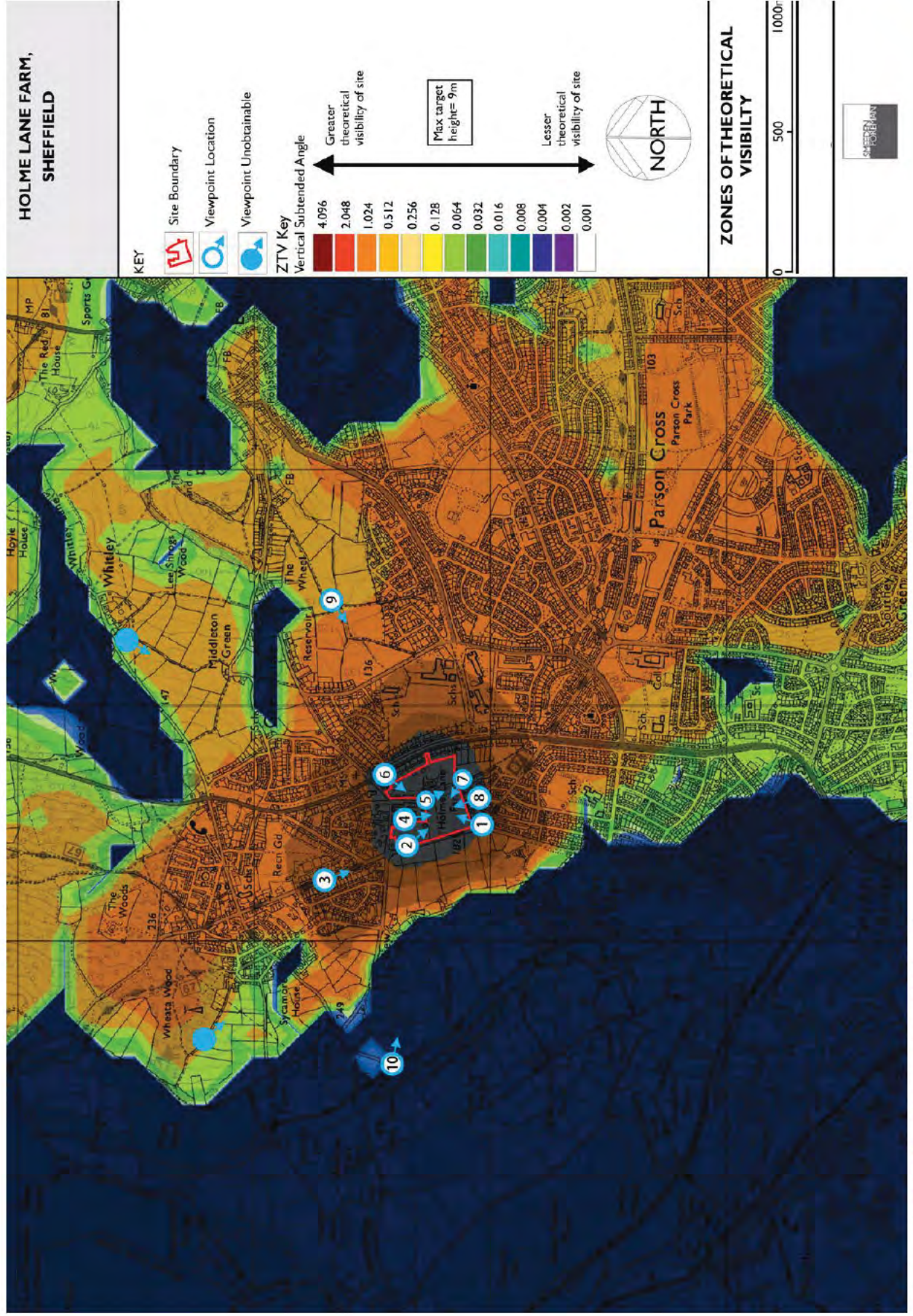


Figure 5.6: Map Showing Zones of Visibility

Baseline Analysis

Green Belt Assessment

5.25 The development will take place in an area that is currently designated as Green Belt. Irrespective of the exceptional circumstances that exist in terms of ensuring the provision of future housing need Sheffield, the analysis of view point locations reveal that the essential characteristic of openness of this site has already been compromised with the encroachment of urban development on three sides of its site's boundaries (the north, east and south). The remaining western boundary is defined by a minor road, Fox Hill Road with its associated urban features. This isolates the site from the character of the adjoining Green Belt land as well as creating the opportunity to revise and redefine the boundary given its physical presence that is readily recognisable and permanent.

5.26 It is considered that the site does not perform any of the five purposes of including land in Green Belt stated in Paragraph 80 of the Framework. The site lies within a parcel of land which is already enclosed with urban features and built up form therefore the proposed development can be considered to be further restricted growth on an already established settlement. We do not consider that the site would contribute to the coalescence of two settlements (Grenoside and Brierley Carr) as this connection has already occurred along Halifax Road.

5.27 Given the area is strongly defined with urban features and there is a strong degree of enclosure which has already compromised the

'openness' of this area, the loss of Green Belt designation would have little impact on the overall principles of this designation.

5.28 It is acknowledged that the general extent of the Green Belt should only be altered in exceptional circumstances. The need to provide housing to meet the current and future housing requirement can represent such circumstances. As defined within this report, based on the emerging increased housing provision required, the only realistic way the Council can hope to increase the delivery of housing is to release additional unconstrained unused sites and the removal of the Holme Lane Farm site from Green Belt would not impact on the general extent of Green Belt in South Yorkshire.

Baseline Analysis

Movement and Transport

Opportunity for Site Access

5.29 Vehicular access to the site can be readily achieved from Fox Hill Road with a priority junction and ghost island turning lane (See Figure 5.8). This access arrangements and cycle way/footway improvements can be provided utilising existing highway land and land within the site so not affected by third party land.

5.30 There is considerable flexibility regarding the location of the site access on Fox Hill Road. A single access from Fox Hill Road should be sufficient to serve the western half of the site. The provision of a second site access from Fox Hill Road would allow an appropriate means of access to serve the eastern area of the site.

Accessibility

5.31 Walking is considered the most important mode of travel at a local level with potential to replace short car journeys. Within a walking catchment area of 2km includes suburban areas of Brierley Carr, Grenoside, Parson Cross, Wadsely Green and parts of Ecclesfield. The 5km cycle catchment extents towards Sheffield City Centre and includes the major residential and employment areas of northern Sheffield as well as Chapelton and High Green to the north and Oughtibridge and Worrall to the west.

5.32 A range of local bus services operate on roads adjoining the site with services operating on Fox Hill Road, Cowper Avenue, Halifax Road

and Salt Box Lane. The services in combination provide eight buses an hour to and from Sheffield City Centre during Monday to Saturday daytime periods with connections also available to suburban centres such as Meadowhall and Hillsborough. The full extent of the site is within 400m of frequent local bus services.

Transport Effects of the Development

5.33 Northern Transport Planning have undertaken an initial transport assessment of the traffic effects of a development proposal comprising around 195 dwellings.

5.34 It is recognised that traffic issues will need to be considered in more detail as the proposed development evolves but it is considered that the work so far is proportionate based on the current stage released in the planning process.

5.35 Based on multi model data, an estimate has been made of the trips being made by all modes of transport from the site. In view of the infrastructure and services available in the local area it is considered that around 72.90% of trips would be made by vehicular occupants. In this context and the volume of vehicular traffic lights to be generated by development of 195 dwellings, the likely traffic movements would be at a modest level with 115 vehicular movements indicated in the morning peak hour and 121 vehicular movements in the evening/peak hours.



Figure 5.8: Potential Site Access Layout

Baseline Analysis

5.36 An assessment of the distribution of traffic movements onto the network has been made by reference to car driver commuting trips in the Grenoside and North Ecclesfield Super Output Area of the Sheffield area (Sheffield 005) within which the site is located as recorded in the 2011 census. The data indicates some 68.4% of generated trips would be relatively local within the Sheffield.

5.37 Operational analysis demonstrates that traffic movements generated by the proposed development would have only a limited effect on operation of the local highway network. Peak hour traffic flows at the nearby junction of the A61 with Salt Box Lane and Wheel Lane and at the junction of Fox Hill Road with Cowper Avenue would remain within capacity on completion of the proposed development.

5.38 A highway improvement has been identified to address peak hour highway capacity issues at the junction of Fox Hill Road with Salt Box Lane, Skew Hill Lane and Main Street, with a view to mitigating the impact of development and improving junction operation. The draft scheme proposes local widening of Fox Hill Road, utilising land within the existing highway verge to create a two-lane approach to the junction. Operational analysis demonstrates that local widening of the Fox Hill Road approach significantly improves junction operation and satisfactorily mitigates the effects of traffic generated by the proposed development.

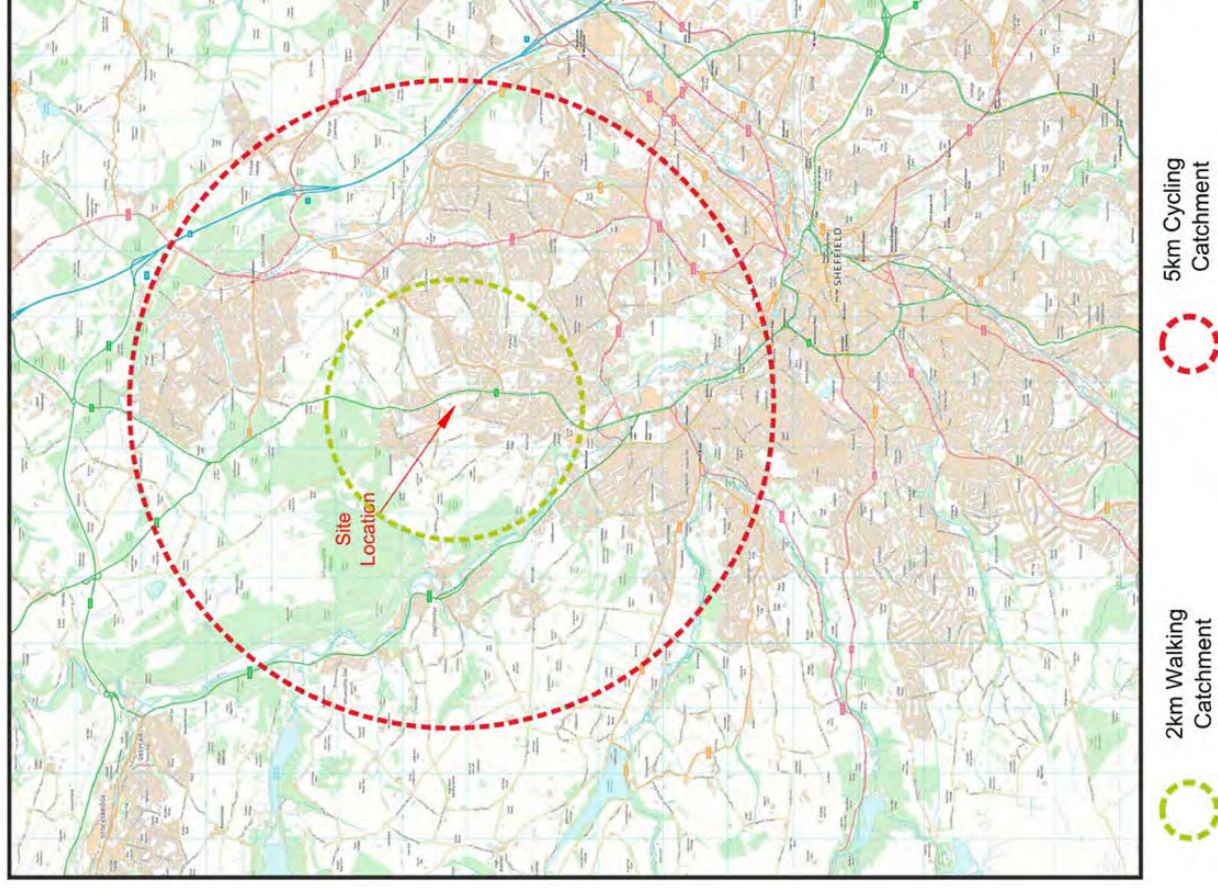


Figure 5.9: Walking Catchment Areas

5.39 To enhance sustainability and encourage the promotion of other modes of transport besides the car there would also be the opportunity to consider provision of improved facilities for cyclists on the Fox Hill Road frontage, for example through provision of a shared footway/cycleway.

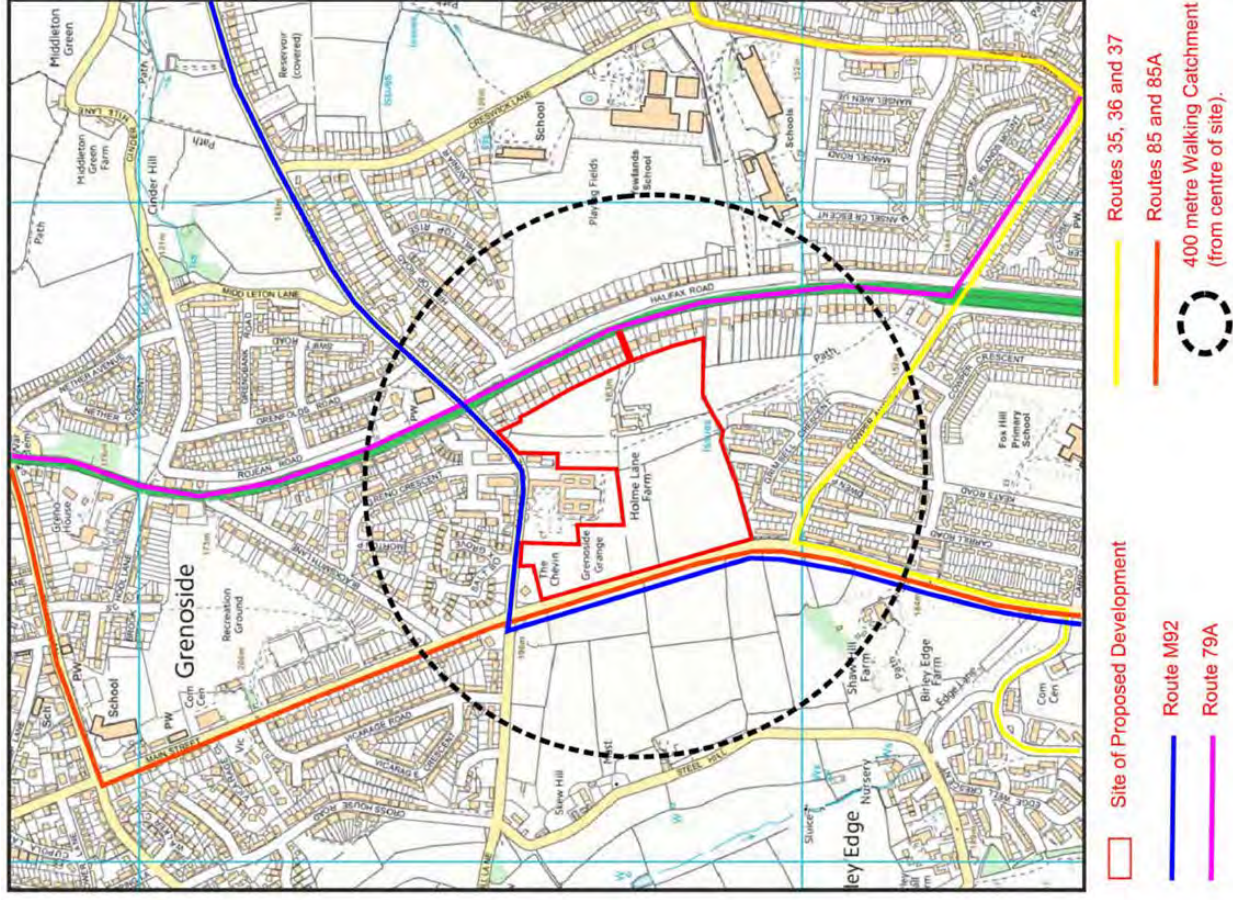


Figure 5.10: Connections to Public Transport

Baseline Analysis

Flood Risk and Drainage

Flood Risk Sources

Flooding

5.40 The Environment Agency's Flood Map shows the site as being located entirely within Flood Zone 1 and therefore considered to be at a **low risk of flooding** from rivers and the sea.

Artificial Watercourse Flooding

5.41 The site is not shown to be at a residual risk of flooding from artificial watercourses, such as reservoirs, with the Environment Agency's Reservoir Flood Map showing the nearest susceptible area to be largely correlated with the fluvial flood plain of the Rover Don which lies 1.8km to the south west of the site.

Groundwater Flooding

5.42 The City Council's Strategic Flood Risk Assessment states that there are no known incidents of groundwater flooding in Sheffield and that it is considered reasonable to assume that the potential risk of groundwater flooding is **extremely low**.

Surface Water Flooding

5.43 A rough appraisal of the flood map for surface water appears to show the site as being predominantly at 'very low' risk of surface water flooding with the exception of two 'low' risk areas within the south

eastern extent of the site. It is therefore anticipated that the risk of flooding to the site from catchment wide pluvial flow is a '**low' or 'very low' risk**.

Drainage

Surface Water Drainage

5.44 Ground conditions are unlikely to be suitable for soakaways or other infiltration drainage techniques due to the impermeability of the mud stone and silt stone which is anticipated will predominantly comprise the site.

5.45 There is an ordinary watercourse on the south eastern extent of the site. It is anticipated that there may be capacity issues that preclude additional discharging to this watercourse and as such this assessment assumes discharge into the public sewer.

5.46 An existing Yorkshire Water combined sewer crosses the proposed site together with a storm water attenuation system which serves Grenoside Grange Hospital and this appears to have been adopted into the public sewer network. It is assumed that any connection into this public sewer could be made by gravity.

5.47 The drainage consultant has identified three distinct drainage catchment areas and the storm water storage requirements is based

on the assumption of 40% developed area for each of the catchment areas.

5.48 Based on the assumption of the catchment areas having an equivalent greenfield run off rate using the 1 in 100 year rainfall scenario with a 30% increase in rainfall intensity attributable to climate change, the maximum storage volume has been calculated to be **1,549 cubic metres volume of storm water storage** required. It is recommended that the most appropriate means of storage will be for the use of soft SUDS infrastructure such as ponds and swales which may be incorporated into the openspace contribution as part of the multi use green infrastructure provision. The most suitable location for SUDS areas will be on the lowest ground comprising the south and south east areas of the site.

Foul Water Drainage

5.49 The Local Waste Water Treatment Works is Blackburn Meadows and it is understood from discussions with Yorkshire Water that there is only limited spare capacity. It is recognised that this is an issue that will need to be resolved and will be subject to further on-going discussions with Yorkshire Water.

5.50 In so far as the sewer network is concerned, we understand that recent investigations have confirmed that the sewer network serving the area is also nearing capacity. As soon as a drainage layout for the new

development is available, it is anticipated that we would undertake a sewer capacity check.

5.51 Nevertheless, in terms of foul water connection there is a 225mm diameter combined sewer that exists immediately south of the south eastern corner of the site. At this stage, it is not possible to determine if the whole site will drain by gravity to the public sewer network but it is likely that the majority of the area can be drained in this manner. Where connection to the sewer cannot be achieved, a pumping station will be required to allow this connection. This may be the case in relation to the north east quadrant of the site. It should also be noted that a sewer does exist in Holme Lane but at present there is no information about this asset. The Holme Lane sewer may in future be an option for a split discharge point from the north east site quadrant but this will require further survey work to assess its viability.

06 Infrastructure Requirements

Green Infrastructure

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Education Provision

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Social Infrastructure

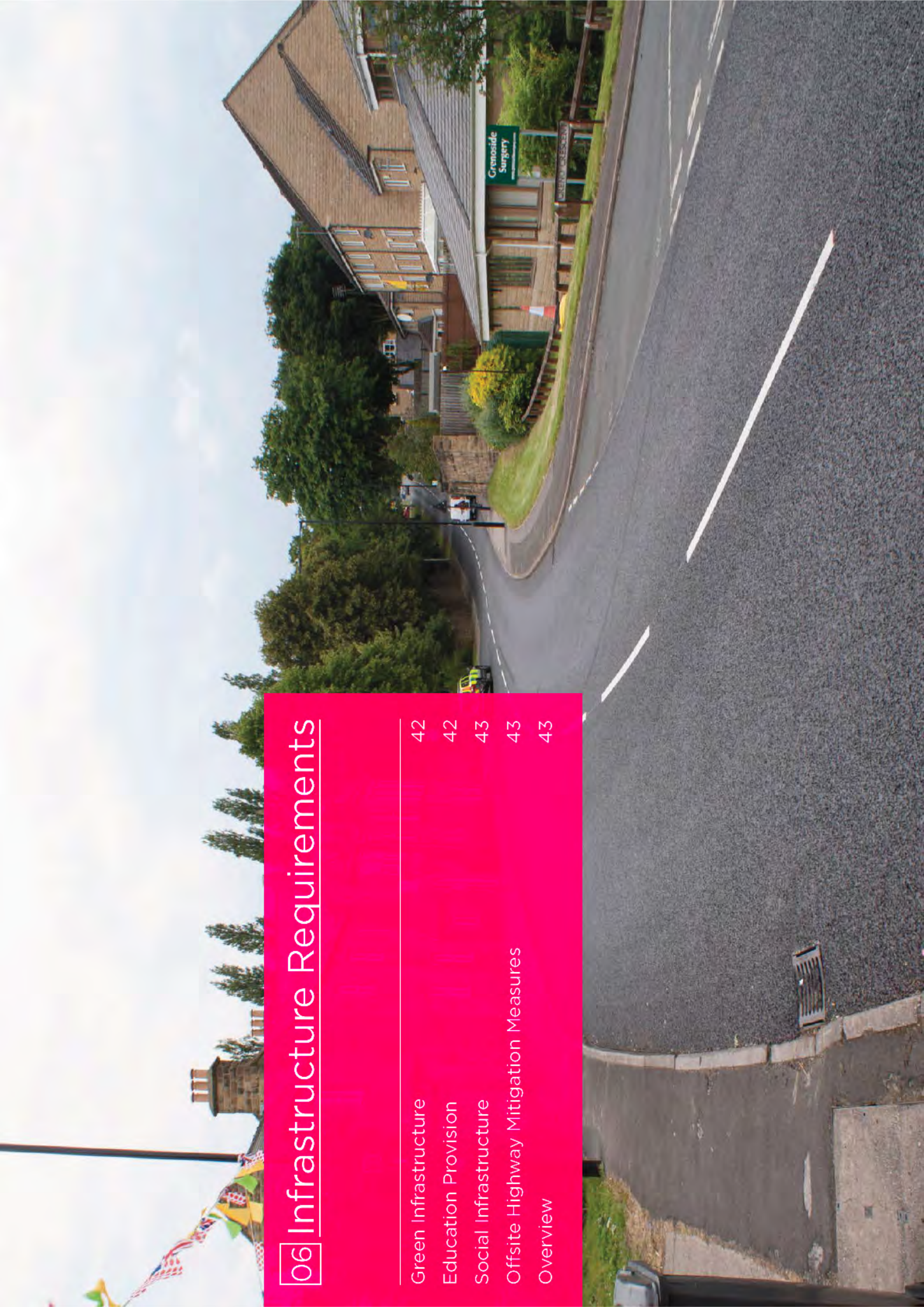
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Offsite Highway Mitigation Measures

43

Overview

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Infrastructure Requirements

6.1 It is recognised that in order to deliver and create a new sustainable community of the scale envisaged, a certain level of infrastructure will be required.

6.2 It is also noted that there is an emerging Community Infrastructure Levy (CIL) and comments on the emerging charging schedule and viability report were submitted during the recent consultation process by the Norfolk Estate in May 2014.

6.3 Given the timescales involved with the likely release of this site for housing, there is a strong probability that the CIL approach will be adopted by the City Council. As such this will be the principal way of raising money from the development to help the Council pay for essential infrastructure. This infrastructure will include schools, transport improvements, openspace plus any other community facilities required to ensure sustainable growth. Essentially, CIL will largely replace Section 106 Developer Contributions/Commuter Sum Approaches. The site is situated within Zone 3 of the draft CIL Charging Schedule which covers a wide cross section of Sheffield with a significant variance in housing market areas. We have already raised concerns through the consultation process that the proposed tariff of £30 per sq.m may render the development scheme unviable if not appropriately assessed.

6.4 Another concern is that the proposed new arrangements may require contributions twice to the same category of infrastructure since there

will still be the opportunity for the City Council to request Section 106 of the financial contributions.

6.5 Paragraphs 50 and 85 of the CIL Guidance requires the Council to set out what infrastructure will be delivered through the CIL and what will be through Section 106 and to work proactively with developers to ensure that developers do not end up paying twice for the same item of infrastructure.

6.6 In terms of anticipating the likely infrastructure required, we would make the following initial comments:

Green Infrastructure

6.7 Policy H6 of the Sheffield UDP remains the current policy for assessing openspace in new housing development. Due to the size of the site, there would be a requirement for 10% of the site to be laid out as open space to meet the needs of residents. From the Concept Plan, we are showing considerably more greenspace than the current policy requirement (26% i.e. 2 hectares). This would include a play area, ecological area and informal greenspace. It is accepted that a community sum for maintenance of these facilities may be required as part of a Section 106 Agreement.

Education Provision

6.8 The provision of additional school places both primary and secondary

Infrastructure Requirements

is a top priority for the CIL regulations so it is assumed that any infrastructure provision from the development would be derived from the agreed CIL tariff.

work and viability testing as the project moves forward.

Social Infrastructure

6.9 Similarly, any additional infrastructure that may be required in relation to the delivery of health facilities and community centres would be derived from the agreed CIL tariff relating to this development.

Offsite Highway Mitigation Measures

6.10 The initial highway analysis recognises that development may give rise to impact issues at the Junction of Foxhill Road with the Salt Box Lane, Skew Hill Lane and Main Street. It is recognised that any mitigation required that specifically relate to the traffic effects of the development may give rise to a specific Section 106 contribution where it is deemed necessary and reasonably related to the scale of the development.

Overview

6.11 Within the context of the emerging CIL Schedule the likely infrastructure provision arising from the development should be seen as an initial stage to demonstrate the delivery of a sustainable urban extension. Clearly there will need to be further infrastructure planning



07 Developing the Masterplan

- Movement Framework 45
- Green Infrastructure Framework 47
- Placemaking Framework 49
- Land Use Framework 51
- Concept Masterplan 53

The Crescent

The Copse

Ecological Area

Holme View

The Avenue

Surface Water Balancing

Surface Water Balancing

Surface Water Balancing (Wetland Planting)

Public Art

Play Area

Farm

Swale

New Build

Developing the Masterplan

7.1 Based on an understanding of the context of the site and the technical information which is summarised in this document a series of Framework Plans were developed to demonstrate how the site could be developed for housing in a sustainable way, ensuring the protection and enhancement of landscape and ecological features and creating a place for people which is well connected and integrated into the surrounding area.

Movement Framework

7.2 One of the first steps in the design process was to consider the circulation of pedestrians, cyclists and cars throughout the scheme. It was identified that a public footpath existed which ran parallel to the southern boundary, linking Fox Hill Road and Halifax Road, this path is accessible from various points further south on the existing housing estate off Fox Hill Road. In addition it was observed that informal 'desire line' paths had emerged across the site used predominantly by dog walkers, the development of the site presented an opportunity to create formalised pedestrian and cycle routes through the site.

7.3 In order to create a well-integrated development and to encourage walking, cycling and use of the bus network as alternative, sustainable modes of transport it is important that direct pedestrian/cycle routes are created. It was identified that two 'permeability links' could be created onto Salt Box Lane, making the doctors surgery and pharmacy accessible. Additionally a link through the current private drive access

to Holme Lane Farm was identified as a pedestrian/cycle route onto Halifax Road. The Fox Hill Road frontage is open and therefore connections to the western edge could be made at any point.

7.4 The public footpath along the southern boundary is of a poor standard at the current time and as part of the proposals can be upgraded. At present the path is narrow and lacks natural surveillance as it runs behind the fenced off rear/side gardens of properties off Grimsell Crescent/Drive/Close. The path is narrowed further by the unmaintained, overgrown foliage in the area.

7.5 It is proposed that the path be relocated 5-10m north of its current location, creating an opportunity for new soft landscaping/screening the rear boundaries of existing properties. New dwellings could then front the new footpath to provide natural surveillance with imposing on the amenity of existing properties. Overall this will create a much improved connection for pedestrians and cyclists.

7.6 Turning to vehicular circulation, the movement framework identifies that the most suitable access into the site are from Fox Hill Road. Two access points are proposed to distribute the flow of traffic. A primary route is identified from Fox Hill Road through the centre of the site to access the eastern half of the site. It is anticipated that the existing properties associated with Holme Lane Farm could also use the newly created access, with the existing private drive functioning as an emergency access and pedestrian/cycle connection.

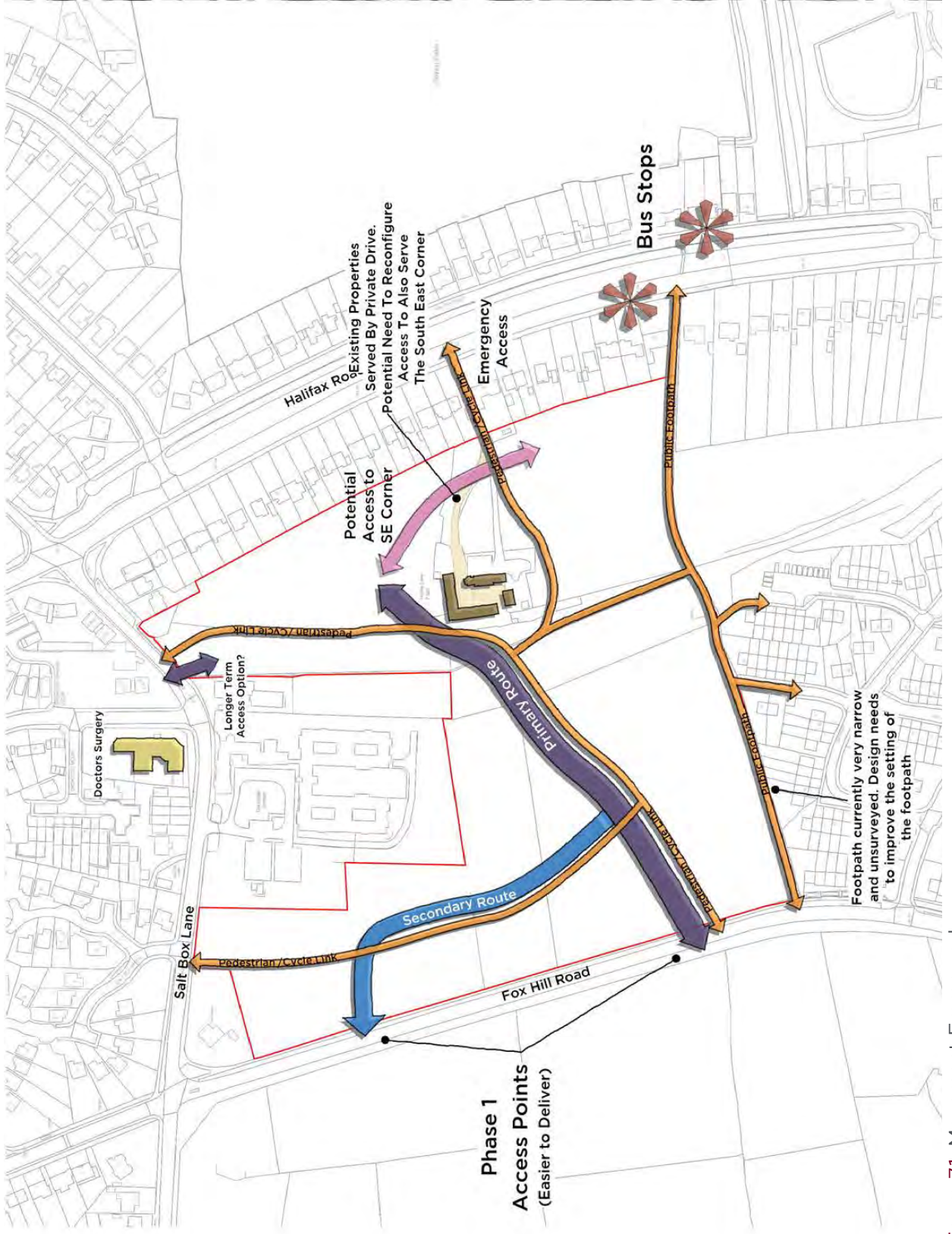


Figure 7.1: Movement Framework

Developing the Masterplan

Green Infrastructure Framework

7.7 The majority of the key landscape features of the site were identified for retention in order to create a mature landscape setting for the development. A narrow green corridor along the Fox Hill Road frontage is identified in order to create an attractive built frontage which incorporates soft landscaping measures. This would also provide a soft transition between the re-defined urban area of Sheffield and the recessed Green Belt boundary along Fox Hill Road.

7.8 The Green Infrastructure Framework identifies the portion of the Cowper Lane Local Wildlife Site which falls within the site with this area retained and having the potential for ecological enhancement. It is proposed that this area can become a multi-functional area of green space which will also have a drainage function, with areas set aside for surface water drainage. This can be achieved in an ecologically sensitive way through wetland planting to create an attractive area with a clearly defined new pedestrian/cycle path running through the site, limiting further access away from the path.

7.9 The mature trees around the western and northern edges of the Holme Farm complex will be retained as part of the development proposals which will serve to create an area to the south east of the site which will have a different character, being more enclosed.

7.10 In terms of 'blue infrastructure', the central area can drain the majority of the site, a swale can also be incorporated within the primary route. The areas in the north east and south east 'quadrants' of the site will

also have surface water balancing areas to drain these specific areas, which will also help should the site be developed on a phased basis. Overall approximately 0.5ha of land is required for Sustainable Urban Drainage.

7.11 The proposed pedestrian/cycle links on the Movement Framework are also identified on the Green Infrastructure Framework as these corridors are envisaged to be attractively landscaped, through new planting and/or through the alignment with existing hedgerows as is the case with the link to the north east corner. The potential screening along the southern boundary to incorporate the improvements to the existing public footpaths area also indicated.



Figure 7.2: Green Infrastructure Framework

Developing the Masterplan

Placemaking Framework

7.12 In order to create a development with a unique identity the Placemaking Framework was developed to identify key features of the site which should be capitalised on, some of which building upon elements identified in the Green Infrastructure and Movement Framework.

7.13 An opportunity was identified to align the primary route from Fox Hill Road through to the centre of the site (downslope) to capture views of Holme Lane Farm and the surrounding mature trees which sit on the higher ground on the eastern half of the site.

7.14 Along the primary route the potential for a 'hub' was identified at the junction with the secondary access road. This area could include some public art and a change in road surface to create a small 'arrival square'. At the end of the view down the primary street an equipped play area could be located in the lower ground as part of the open space, this would need to be sensitively designed with regard to the ecological area.

7.15 Consideration was given to the important frontages and edges within the site and how these should be treated. It was identified that the Fox Hill Road frontage was important to set the tone for the development and continue the strong building line along this street.

7.16 Additionally it was identified that an attractive frontage should be created along the southern boundary allied to the improvements to the public footpath. Lastly the two short areas of frontage onto Salt

Box Lane should also be capitalised on with proposed new dwellings integrating with the existing built form whilst accommodating the pedestrian/cycle links.

7.17 The edges around the Grenoside Grange Care Home and the eastern boundary should be inward looking, with rear gardens up to the boundary in order to be sensitive to the existing properties/residents.

7.18 The existing features of the site also lead to the potential to create three 'character areas' within the site. The western half of the site having the potential for a more compact set of residential streets which could be either traditional or contemporary in style.

7.19 The south east quadrant of the site includes a number of mature trees both around the edges which enclose this area but also scattered within what is currently the curtilage of Holme Lane Farm. The setting of the farm complex and the mature trees create an opportunity to create an 'enclave' or 'cluster' of large dwellings set in generous grounds which integrates the existing trees.

7.20 The north east quadrant is quite different in character to the other parts of the site as the ridgeline to the site follows the existing hedgerow. Along this ridge lines there are panoramic views across this part of Sheffield as far as Wentworth Park & Gardens with various iconic structures visible in the landscape such as Keppels Column and Rockingham Mausoleum. This area could be designed to have a traditional appearance, reflecting the connections with Holme Lane Farm.



Figure 7.3: Placemaking Framework

Developing the Masterplan

Land Use Framework

7.21 Once the various priorities for the site were understood indicative development parcels were laid out to understand the capacity of the site and the broad amount of open space/green infrastructure.

7.22 The site measures 7.8ha, with approximately 2.0ha of green space required to accommodate:

- Enhanced Cowper Avenue Local Wildlife Site;
- Surface Water Balancing Ponds and Swales (SUDS);
- Green Corridors (Pedestrian/Cycle Routes);
- Equipped Play Area;
- Informal Areas of Open Space.

7.23 On this basis 75% of the site is available for residential development, 5.8ha. On the basis of the three potential 'character areas' identified within the Placemaking Framework it was identified that a low density development in the south east corner could deliver 15 units in addition to the existing properties associated with Holme Lane Farm. The north east quadrant could deliver around 35 dwellings with the western half of the site able to deliver a larger quantum of development, in the region of 140 units.

7.24 Overall the site has the potential to deliver approximately 195 dwellings.

Table 3: Land Budget

Land Budget	
Residential	5.8ha
Green Infrastructure	2.0ha
Site Area/Total	7.8ha



Figure 7.4: Land Use Framework

Developing the Masterplan

Concept Masterplan

7.25 The framework plans essentially represent the 'layers' of the concept masterplan in order to create a development proposal which:

- has a unique identity;
- delivers a high quality residential proposal in a sustainable location;
- enhances landscape and ecological features;
- makes connections and integrates with its surroundings;
- positively addresses any potential constraints;
- identifies infrastructure requirements.

7.26 The Concept Masterplan draws together the various framework plans to create a vision for how the site could be developed. The comprehensive design process provides certainty that the proposals are achievable and deliverable, with the masterplan underpinned by the various technical studies undertaken.

7.27 The adjacent Concept Masterplan draws together the work to date and summarises the key elements of the design proposals.

Table 4: Potential Residential Yield

Potential Residential Yield	
Holme View/The Avenue	140 Units
The Crescent/Salt Box Walk	35 Units
Holme Farm (New)	5 Units
The Copse (Executive Homes)	10 Units
Total	190 Units

Notes on the Concept Masterplan

1 Salt Box Lane

A pedestrian route runs through to Salt Box Lane making direct connections to Grenoside Surgery. The new dwellings continue the street frontage along the road.

2 Key Node to the Development

The junction of Holme View and The Avenue creates a focal space with the potential to incorporate a public art feature.

3 Salt Box Walk

A narrow green corridor incorporating the existing hedgerow and trees along the ridge of the site provides a pedestrian/cycle connection to Grenoside Surgery and Salt Box Lane with potential views east across to the Wentworth Parks & Gardens.

4 Holme Farm

Integrate the attractive (converted) farm buildings into the development to add character, and extend the 'courtyard' of farm buildings. Access would be transferred to Fox Hill Road.

5 Emergency Access and Pedestrian Link

The former access to Holme Farm would become a pedestrian/cycle link onto the A61 Halifax Road, providing direct access to bus services and an emergency access.

- 6 The Copse**
Utilising the existing trees within this area to create a cluster of high quality 'executive homes' at a low density.
- 7 Ecological Area**
Enhancement of existing ecological area through new wetland planting etc incorporating surface water balancing areas. A play area with timber play equipment could be incorporated to the north.
- 8 Public Footpath**
The pedestrian link 'opened up' with development providing an 'active edge' and the footpath moved north approximately 5m and the southern boundary landscaped to create a more attractive route.
- 9 Holme View**
The primary route through the development, as such the widest street with swales and tree planting parallel to the road and a strong building line to enclose the street. The alignment captures views of Holme Lane Farm and the surrounding trees on the ridgeline.
- 10 Fox Hill Road Frontage**
Outward looking frontage with views across the fields, dwellings set back from the road with a narrow green corridor, incorporating a pedestrian path and small 'street trees'.
- 11 The Avenue**
Second access point to distribute traffic, sweeping through to the 'key node' and incorporating a stretch of the pedestrian/cycle link onto Salt Box Lane.



Figure 7.5: Concept Masterplan



08 Economic Benefits

Economic Benefits

8.1 Economic benefits, based on a housing development of 195 dwellings:

- Construction project which will generate turnover and employment for construction firms and related trades.
- Total construction costs of development will be around £14.7m and it is estimated that the gross impact generated by implementation of the proposed scheme will be approximately 162 person years of construction activity on site or the equivalent of 33 full time equivalent jobs over the five year build period. Construction is a key contributor to economic activity and employment due to its heavy reliance on an extended and varied supply chain. As a result, construction activity has significant positive impacts that go well beyond the on-site jobs created and the capital expenditure invested in the development scheme.
- The proposed development will generate GVA (Gross Value Added) of £1.3m per year through those employed directly on-site over the five-year build period. This is a measure of the value of the output produced by employees within the economy (those employed directly on site). It is a key indicator of economic growth.
- The 195 new dwellings will generate additional consumer demand by increasing household spending in Grenoside and the wider Sheffield area. Based on the Family Spending Survey published by the ONS, the annual additional household expenditure generated by the proposed development would be £6.1m. Some of this expenditure will be accounted for by spend on housing

and insurance costs (such as fuel and power, insurance, mortgage interest payments etc) which do not benefit to any real degree the local area. However a large proportion (£3.9m) will nevertheless be available to spend within Grenoside and Sheffield.

- The proposed development will also increase the amount of retail and leisure expenditure available in the area.



09 Conclusions and Next Steps

Conclusion

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Next Steps

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Conclusions and Next Steps

Conclusion

9.1 This report has been prepared on behalf of the Norfolk Estate as the first stage in a masterplan process to enter into meaningful engagement and collaboration with the City Council to justify and support a proposed new sustainable urban extension at Holme Lane Farm, Grenoside that could amount to some 200 dwellings.

9.2 We are aware that City Council have now embarked on a new Local Plan and it is important that a key initiative will be to ensure that meeting housing needs is properly dealt with as it will have a range of implications. It is clear that there is a significant shortfall in housing provision and the housing projection scenarios to assess the likely full objectively assessed housing need is significantly in excess of the current housing requirement set out within the Core Strategy.

9.3 The site is currently designated as Green Belt but the need to provide housing to meet the current and future housing requirement can represent exceptional circumstances. The only realistic way the Council can hope to increase the delivery of housing is to release additional unconstrained unused sites and the removal of the Holme Lane Farm site from Green Belt will not impact upon the general extent of Green Belt in South Yorkshire as demonstrated within this report.

9.4 The production of this report provides strong evidence to demonstrate deliverability of a major site that can come forward in the short term to support the requirement growth for the City.

9.5 Whilst it has demonstrated that there are no major 'showstoppers' associated with facilitating the required scale and mix of development,

it recognises there are issues to reconcile but essentially once the Green Belt issue has been addressed, there are no unusual constraints that cannot be overcome and address through the development control process.

9.6 The masterplan process has ensured that there has been a clear and systematic assessment of the issues to create a sense of place by maximising the opportunities the site has to offer whilst positively addressing any potential constraints.

Conclusions and Next Steps

Next Steps

- 9.7 The detailed level of work provided within this report should enable the City Council to proceed with confidence to ensure that the spatial vision of the area and their overall strategic vision for the City can be achieved in a coordinated manner.
- 9.8 The work within this report should be used to inform the Local Plan process and there is significant merit in allocating the site for a residential led urban extension.
- 9.9 As the scheme moves forward, viability will become an important strand in the overall assessment and inter-related to this will be the CIL tariff, any additional Section 106 contributions and the emerging aspirational policy requirements.
- 9.10 It is recognised at some stage in the process, public consultation and neighbourhood engagement will be an important exercise but we would envisage a joined up approach linked to the consultation stages of the Local Plan process.
- 9.11 Finally, it is envisaged that the process will be iterative and our justification for the release of this site for housing will be carefully monitored against the emerging evidence base work. The City Council is currently preparing the Green Belt methodology assessment work and establishing a rational approach to the level of objectively assessed housing need for the City as a whole. This work will be an important next steps to determine the City Council's future growth strategy.