

**Report to full Council
Appendix 5b**

6th September 2023

The Sheffield Plan: Our City, Our Future

PART 2: Development Management Policies and Implementation

Tracked Changes post Public Consultation

**Planning Service
City Futures Department**

This document has been prepared in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

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▲ Denote a strategic policy (see paragraph 21 of the National Planning Policy Framework (2021))

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1. Introduction to Part 2

- 1.1. This document forms Part 2 of the Draft Sheffield Plan. It includes:
 - The **development management policies**
 - Information on **implementation** of the Sheffield Plan
- 1.2. The Policies Map shows where many of the development management policies will apply.
- 1.3. Part 2 sets out criteria to provide certainty and consistency in negotiations and decisions about planning applications. The policies provide guidance on what is needed to make development economically, socially and environmentally sustainable.
- 1.4. A series of supplementary planning documents will also be produced to clarify aspects of some policies and to assist developers who are making planning applications.
- 1.5. The spatial strategy for the Plan set out in Part 1 focusses future development in the existing urban areas, with new communities being developed in the Central Sub-Area and primarily on previously developed sites in other parts of the city. Policies in Part 2 are vital in shaping new homes, communities and employment opportunities that work well and make best use of the land available. The policies will ensure that new homes are well-designed and better meet people's differing needs, thereby helping to create sustainable, inclusive communities across the city.
- 1.6. We want Sheffield to have an inclusive economy that creates opportunities for all Sheffielders. Developing new employment opportunities in different parts of the city will help diversify the jobs market and enable people to make best use of their skills.
- 1.7. Since declaring a Climate Emergency, the Council has been developing approaches to improve climate resilience. The Plan provides an opportunity to ensure that new development in the city is built to withstand the challenges that climate change will bring, as well as enabling people to live more sustainable lives which will help in tackling climate change. Policies in Part 2 cover a wider variety of issues that will influence our response to the climate crisis and provide resilience, including reducing energy demand, renewable energy generation, flood risk, sustainable transport and biodiversity.

2. Policy Zones, Allocated Sites and Other Designations

- 2.1. Policies in Part 1 of the Sheffield Plan describe the overall growth plan (**Policy SP1**), the spatial strategy (**Policy SP2**) and the hierarchy of centres (**Policy SP3**). This is further developed through the Sub-Area Policies. The overall spatial strategy is represented on the **Key Diagram**.
- 2.2. The implications of the spatial strategy at a more local level are shown on the Policies Map through a series of '**Policy Zones**' that guide the use of land and buildings across the entire area covered by the Sheffield Plan. There is a relatively high degree of flexibility in the Policy Zones in terms of the mix of uses that can take place and this enables the Plan to respond to changing market conditions.
- 2.3. On the **Allocated Sites** a specific use(s) is specified. Although this provides less flexibility than in the Policy Zones, it is necessary to ensure that the overall growth plan in Part 1 of the Plan can be delivered.
- 2.4. **Other designations** overlay some of the Policy Zones and provide additional policy guidance. These are also shown on the **Policies Map**.
- 2.5. Part 2 of the Plan sets out the policies that apply to the different Policy Zones and designations and sets out the overarching requirements for development on Allocated Sites.

Policy Zones

- 2.6. The policies for the 13 Policy Zones are set out in the relevant chapters:
 - Residential Zones (**Policy NC2**)
 - District and Local Centres (**Policy NC10**)
 - Flexible Use Zones (**Policy NC16**)
 - Hospital Zones (**Policy NC17**)
 - City Centre Office Zones (**Policy EC2**)
 - General Employment Zones (**Policy EC3**)
 - Industrial Zones (**Policy EC4**)
 - University/College Zones (**Policy EC8**)
 - City Centre Primary Shopping Area (**Policy VC1**)
 - Cultural Zones (**Policy VC2**)
 - Central Area Flexible Use Zones (**Policy VC3**)
 - Urban Green Space Zones (**Policy GS1**)
 - Green Belt (**Policy GS2**)
- 2.7. The Policy Zones may have 'preferred', 'acceptable' or 'unacceptable' uses.
 - **'Preferred Uses'**: most Policy Zones have a preferred land use or uses, which will be dominant and which determine the general character of the area. This preferred, dominant use reflects the spatial strategy for that area and will help to secure an adequate supply of land for particular uses that meet local and citywide needs.

- **‘Acceptable Uses’**: it is not usually desirable or sustainable for these Policy Zones to be taken up exclusively by a single preferred use(s). So, for each area, there are a number of other land uses that are also suitable and compatible with the preferred use(s). The approach of including a range of other acceptable uses encourages a mixing of uses in order to create more vibrant communities and enable sustainable patterns of development which reduces the need to travel.
- **‘Unacceptable Uses’**: sometimes it is clear that certain land uses would be incompatible with the preferred use and these are explicitly identified as being unacceptable (e.g. open storage uses such as scrapyards in a Residential Zone). Identifying clearly unacceptable uses gives greater certainty to developers and occupiers than simply leaving them to be determined on their merits. However, for many unclassified (sui-generis) uses, it is unnecessary to prescribe whether a particular land use is acceptable. In these cases, it is better to leave the decision to be made on its merits as proposals are put forward.

- 2.8. In some Policy Zones there are no preferred uses. This occurs where areas are mixed in character or it is not critical to secure a specific dominant use, especially where it is important to allow the flexibility to achieve regeneration of an area. In these areas it may be desirable to use a master planning approach to determine the appropriate mix and distribution of land uses.
- 2.9. The Policy Zoning approach is consistent with the requirements of the National Planning Policy Framework, which states that *‘land use designations and allocations’* should be *‘identified on a policies map’*¹.
- 2.10. By listing preferred, acceptable and unacceptable uses, policies in the chapters below provide a basic framework for considering planning applications. **Uses listed as ‘preferred’ are permitted in principle, as are ‘acceptable’ uses, though in a number of Policy Zones the preferred use must be dominant.** The fact that uses are acceptable in principle does not remove the need to consider and weigh up other statutory policies and relevant material considerations in reaching planning decisions. So, if a use is described as being ‘acceptable’ it does not mean that a planning application for that use must always be approved.
- 2.11. There will be other uses that are either unspecified or are not listed. This is an ‘amber light’ status where other considerations need to be taken into account before deciding whether a proposal is acceptable in principle.
- 2.12. The Policy Zoning system, combined with site allocations, provides a way of achieving a balance between certainty and flexibility. Figure 2 below shows where certainty is maximised but flexibility is minimised, or vice versa.

¹ NPPF (2021), paragraph 23.

Figure 2: Policy Zone/Site Allocation Hierarchy

Certainty	Traditional site allocations in which sites are safeguarded for a single use or mix of uses to help guarantee meeting a citywide requirement (e.g. for housing)	Flexibility
↑	Policy Zones which have a preferred use or mix of uses where certain uses are dominant or will be actively promoted to deliver the overall spatial vision	↓
↑	Policy Zones with no preferred use(s) where a range of uses are acceptable , providing flexibility and allowing developers to respond to changing market conditions	↓
↑	Areas where no uses are specified	↓

Development on Allocated Sites

- 2.13. The allocation of sites for specific uses increases the certainty about the future of land by proposing where new development should take place and, in most cases, what the land should be used for. This is consistent with the requirements of the National Planning Policy Framework, which requires strategic policies in local plans to allocate 'sufficient sites to deliver the strategic priorities of the area'².
- 2.14. Allocating sites helps to ensure that land will be available to meet the citywide requirements for employment land and housing (see **Policies SP1** and **H1** in Part 1). But sites may also be allocated where there is a local case for requiring a particular use. This might be due to the site occupying a prominent location, for example on a gateway route, or to meet a local need (e.g. reserving land for local shops or community facilities).
- 2.15. The required use(s) takes precedence over the 'preferred' or 'acceptable' uses for the Policy Zone in which the allocated site lies. Most of the Allocated Sites would, however, allow a proportion of the site to be developed for other uses so that, for example, local facilities and services can be provided close to where people live or work.
- 2.16. Some sites already have planning permission and allocation is proposed in order to reserve the land in the event that the permission is not taken up. Where planning permission has expired, the previous granting of permission should not be taken as evidence that the site is still suitable for that use as the Sheffield Plan may introduce a new policy approach.

POLICY AS1: DEVELOPMENT ON ALLOCATED SITES

On the allocated sites where a specific use or mix of uses is required, the required uses should cover at least 80% of the ~~site area~~ gross floorspace or, in the case of Office Sites, at least 60% of the gross floorspace, unless specified otherwise in the Site Allocations Schedule (Annex A). Ancillary uses should conform to the provisions of acceptable uses for the Policy Zone in which the site is located.

Particular importance will be attached to the delivery of the required uses on Strategic Sites.

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Definitions

For '**Policy Zones**' – see the introduction to Chapter 2 above.

² NPPF (2021), paragraph 23.

'Allocated sites' – see Glossary.

'Strategic Sites' – sites which, due to their size or location, are regarded as particularly important to the delivery of the spatial strategy. For Housing Sites, this means sites of at least 200 homes or 4 hectares. For Employment Sites, this means sites of at least 1 hectare or 3,000sqm of office space.

Further information

For Development on Strategic Housing Sites, see also Policy NC1.

3. An Environmentally Sustainable City - Responding to the Climate Emergency

Responding to the Climate Emergency

- 3.1. Global warming of 1.5°C and 2°C is expected to be exceeded during the 21st century unless unprecedented reductions in carbon dioxide (CO₂) and other greenhouse gas emissions occur in the coming decades. Such changes in the climate will have a significant impact on our society, the natural environment and how we will live and work. Sheffield declared a Climate Emergency in February 2019 and committed to working towards becoming a net-zero carbon city by 2030.
- 3.2. Part 1 of the Plan highlights the role that the overall spatial approach plays in responding to the Climate Emergency; reducing the need to travel and promoting sustainable modes of travel by maintaining a compact city, reusing sustainably located previously developed land, minimising further sprawl and focussing on delivering higher density development in the Central Sub-Area, in particular.
- 3.3. This section includes policies that aim to help tackle the Climate Emergency by guiding how development takes place; in terms of design, layout and so on – as well as tackling some of the problems that arise from climate change. Many of the measures that address the climate emergency will also benefit health and wellbeing and make homes more affordable to heat and run.
- 3.4. The policies deal with those matters over which the planning system has control. Matters such as the removal of gas boilers or internal insulation of existing buildings do not require planning permission.

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Measures Required to Achieve Reduced Carbon Emissions in New Development

- 3.5. The Plan sets new standards that will ensure that new development in the city receiving planning permission from 2030 onwards is net-zero carbon. Building Regulations were tightened in 2022 and are due to be tightened again in 2025 when the Government has indicated it intends to introduce the 'Future Homes and Building Standard'. The percentage reductions in carbon emissions referred to in Policy ES1 relate to reductions against the levels permitted by the Building Regulations 2014. The Climate Change Act 2008 provides the basis for the UK's approach to tackling and responding to climate change.
- 3.6. Policy ES1 encourages the reuse of existing buildings wherever possible because this is one of the best ways of reducing the consumption of natural resources. Many new buildings will, however, be needed so these need to be designed to deliver higher levels of energy efficiency.

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- 3.7. It is unlikely that the national grid will be net zero carbon by 2030 so, from 1 January 2030, Policy ES1 means that developments in Sheffield will need to either generate their own renewable energy onsite or connect to a renewable energy network such as the District Energy Network.
- 3.8. Further guidance on how applicants can estimate a building's future operational energy use of both regulated and unregulated energy will be provided in a supplementary planning document. This will also provide guidance on how developers can show the collective impacts of both operational and embodied carbon emissions over the course of a building's whole life cycle and eventual disposal.

POLICY ES1: MEASURES REQUIRED TO ACHIEVE REDUCED CARBON EMISSIONS ~~IN NEW DEVELOPMENT~~

Developments that result in new dwellings or new non-residential buildings will be ~~expected~~ required to reduce their regulated carbon emissions by at least ~~64.75~~ 67.5% from 1 January 2025 and be net zero carbon (in terms of both operational carbon and embodied carbon) from 1 January 2030. In order to achieve this, developments should:

- a) adopt a 'fabric first' approach, achieving minimised energy demand through the use of efficient services and low carbon heating before maximising potential for onsite renewables; and
- b) generate renewable energy and/or provide low carbon heating in accordance with **Policies ES2 or ES3**; and
- ~~b)c)~~ adopt a re-use first approach to existing buildings; and
- ~~c)~~ reuse existing buildings wherever possible; and
- d) use sustainable and/or recycled materials wherever possible; and
- e) create and restore habitats that absorb carbon, such as wetlands and woodlands wherever possible and in accordance with **Policies GS5-GS7** and GS11; and
- f) improve soil management to enable better storage of carbon within soils wherever possible

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Definitions

'Regulated carbon emissions' - the release of carbon dioxide and other greenhouse gas emissions into the atmosphere through systems that are controlled by the Building Regulations. (i.e. heating and cooling, hot water, ventilation, fans, pumps and lighting).

'Net zero carbon' – no net carbon dioxide emissions from either operational carbon or embodied carbon.

'Operational carbon' – carbon dioxide emissions arising from building use through systems that are controlled by the Building Regulations (regulated energy) or from unregulated energy consumption (e.g. use of electrical appliances).

'Embodied carbon' - is the total quantity of carbon emissions associated with the materials used to construct and maintain the building throughout its lifespan. This includes material extraction, manufacture, transportation, construction, maintenance, replacement, demolition and end of life.

Renewable Energy Generation

- 3.9. The use of renewable and low carbon energy to heat and power buildings will help to deliver a net zero carbon city. It reduces the need for fossil fuels, which are a finite resource, as well as mitigating climate change by reducing greenhouse gas emissions. It also reduces the city's reliance on the National Grid enabling the city to generate a secure local energy supply.
- 3.10. The 'Investment Potential of Renewable Energy Technologies in Sheffield' report (2014)³ identified two suitable locations (Hesley Wood and Greenland, north of Darnall) for standalone grid-connected wind turbines. The locations are shown on the Policies Map.

POLICY ES2: RENEWABLE ENERGY GENERATION

All new developments will be expected to use low-carbon energy sources and where feasible, avoid the onsite combustion of fossil fuels.

Renewable energy generation schemes will be supported where the individual or cumulative impacts of such schemes on the following issues are acceptable or can be sufficiently mitigated:

- a) ~~the impact on~~ landscape character and local topography; and
- b) visual amenity including any impacts on the Peak District National Park, townscape and heritage assets; and
- c) ~~the impact on~~ biodiversity, geodiversity and best and most versatile agricultural land (including any protected areas); and
- d) flood risk; and
- e) highways safety ~~impacts~~; and
- f) ~~the impact on the~~ amenity of any sensitive neighbouring uses

Wind energy

Developments of one or more standalone wind turbines will be permitted in the following locations if it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed:

- Within the existing urban area: smaller turbines
- Hesley Wood – capacity for one larger turbine of up to 2.5 megawatts
- Greenland, north of Darnall – capacity for one larger turbine of up to 0.5 megawatt

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³ NPPF (2021), paragraph 183-185.

Applicants will be expected to submit a decommissioning strategy at the planning application stage, for standalone grid-connected wind turbines.

Definitions

'Avoid the onsite combustion of fossil fuel' – relates to use the onsite use of fossil fuels used to provide energy and heating to the development.

'Smaller turbines' - up to 35m from ground to tip of blade.

'Larger turbines' - more than 35m from ground to tip of blade.

For ***'heritage assets'***, ***'biodiversity'***, ***'geodiversity'***, ***'renewable and low carbon energy'*** – see Glossary.

Renewable Energy Networks and Shared Energy Schemes

3.11. Sheffield's District Energy Network uses power generated from the burning of un-recyclable waste to provide heat to over 125 buildings in Sheffield City Centre. EON also operate a biomass Combined Heat and Power Network in the east of the city. There is potential to connect new developments to the networks which can also help developers comply with the requirements for minimised energy demand set out in Policy ES1. This is often a more cost-effective option than onsite renewable energy generation.

POLICY ES3: RENEWABLE ENERGY NETWORKS AND SHARED ENERGY SCHEMES

Decentralised renewable and low carbon energy networks will be promoted by:

- a) requiring connection to either the District Energy Network, the Biomass Combined Heat and Power Network or other renewable energy networks, where feasible; and
- b) protecting existing networks and safeguarding potential network routes; and
- c) for significant developments, requiring [an-a feasibility](#) assessment into establishing a new network where it is unfeasible to connect to an existing network; and
- d) supporting community energy schemes that are in full or part community ownership

Shared energy schemes within significant developments or between neighbouring developments (new or existing), will also be encouraged. Any new energy networks should avoid the use of fossil fuels.

The design and siting of new development should seek to minimise the impact on existing renewable or low carbon energy installations.

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Definitions

'Decentralised renewable and low carbon energy networks' – energy produced close to where it is used, for heating, power or a combination of both.

'Significant developments' – developments of 1 hectare or more.

For **'renewable and low carbon energy'** – see Glossary.

Other Requirements for the Sustainable Design of Buildings

- 3.12. Policies ES1 to ES3 above set out the requirements in relation to carbon reduction and renewable energy generation. Policy ES4 below deals with a number of other issues relating to building design and use of natural resources that can help to reduce adverse impacts on the environment or which are needed to help cope with the impacts of climate change. This includes effects that can impact on health; overheating of buildings, availability of daylight, indoor carbon dioxide levels and levels of harmful chemicals.
- 3.13. Given the severity of the forecast for the city's future water supply, the policy adopts the optional requirement on water efficiency for new dwellings, as set out in the Building Regulations Approved Document G: 'Sanitation, hot water safety and water efficiency' or any subsequent updates. Developments can help to conserve water by incorporating measures to reduce water usage like water efficiency fixtures, grey water recycling and rainwater harvesting.
- 3.14. Green, blue and brown roofs, and green walls provide several benefits, which include increasing biodiversity, reducing surface water run-off and improving air quality by absorbing pollutants and particulates. Their contribution in helping to minimise the urban heat island affect can also reduce the need for heating and cooling in buildings, while their inclusion within the cityscape helps strengthen Sheffield's unique greenness.
- 3.15. Further, more detailed, guidance on how developments can safeguard health will be provided in a supplementary planning document.

POLICY ES4: OTHER REQUIREMENTS FOR THE SUSTAINABLE DESIGN OF BUILDINGS

All developments (including changes of use) will be expected to maximise the incorporation of sustainable design features including (as relevant):

- a) making the best use of the site's natural features (including topography to respond to natural surface water flow paths, river water flow paths, elevation, orientation and sun path); and
- b) use of natural light; and
- c) passive and active ventilation measures to avoid overheating and maintain good air quality; and
- d) passive solar design, while ensuring appropriate shading measures are provided where needed; and
- e) flood resistance and resilience measures with an allowance for climate change are incorporated if located in, or adjacent to, flood risk areas both now and in the future; and

- f) requiring the use of Sustainable Drainage Systems in accordance with **Policy GS11**; and
- g) flexibility for alternative future uses and the ability for a building to be adapted, converted or extended in future to meet the changing needs in people's lifestyles; and
- h) requiring compliance with Building Regulations Approved Document G: 'sanitation, hot water safety and water efficiency' (and therefore limiting the consumption of wholesome water in new buildings to 110 litres per person per day); and
- h)i) incorporate measures (e.g. external water butts) to address risks posed by drought or long periods of dry weather; and
- h)j) minimising waste and maximising the reclaiming, reuse and recycling (in line with the Waste Hierarchy) of existing materials during demolition, construction and operation; and minimising waste and maximising recycling during construction and operation; and
- h)k) where viable and compatible with other design and conservation considerations, providing green, blue or brown roofs which cover at least 80% of the total roof area on:
 - residential developments comprising 10 or more dwellings in a single block; and
 - non-residential developments of more than 1,000 square metres gross internal floorspace

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Definitions

'Waste Hierarchy' – as defined in the National Planning Policy for Waste⁴.

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'Passive solar design' – designing buildings and incorporating materials to use the sun's energy for heating and cooling.

'Water recycling' – cleaning and reusing rainwater and/or waste water used within buildings for other processes such as toilet flushing.

For **'green, blue or brown roofs'**, and **'residential developments'** – see Glossary.

Further information

More advice on health target metrics in new buildings is available in the RIBA 2030 Climate Challenge metrics.

⁴
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/364759/141015_National_Planning_Policy_for_Waste.pdf

Managing Air Quality

- 3.16. The whole of the built-up area of the city is an Air Quality Management Area (AQMA) and action is therefore needed to ensure that sensitive uses are protected from poor air quality. Sheffield's [Air Quality Action Plan](#) (2015) specifies the actions required to improve air quality. [Aerial emissions and poor air quality can also have a negative impact on the natural environment and biodiversity.](#)
- 3.17. Sheffield has been identified in the National Air Quality Plan as an area in exceedance for Nitrogen Dioxide (NO₂) gas. This means that we will need to tackle vehicle emissions in order to become compliant with the European health-based limits for this air pollutant in the 'shortest possible time'. [Sheffield's Clean Air Strategy](#) (December 2017) sets out the scale of the challenge the city faces and the actions that will be taken to improve air quality.
- 3.18. [Sheffield's Transport Strategy](#) (March 2019) and Clean Air Strategy both put emphasis on modal shift away from the private car towards less polluting modes of transport, improvements to the vehicle fleet and its use, and a move towards zero emission vehicles, to achieve ongoing improvement once compliance with EU legal limits is achieved.
- 3.19. New developments can result in a reduction in air quality, usually as a result of increased traffic generation. Consequently, it is important that impacts are mitigated and where possible provisions are made to improve air quality. This could include (but is not limited to), installing zero and ultra-low emissions vehicle refuelling infrastructure, providing bicycle parking, adopting an appropriate Travel Plan or supporting a local car club. Where an Air Quality Impact Assessment is required, impacts on designated sites beyond Sheffield, such as Special Protection Areas and Special Areas of Conservation should be examined. These considerations should include ammonia emissions generated by road transport, alongside other pollutants.

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POLICY ES5: MANAGING AIR QUALITY

Developments that include sensitive uses should be located in areas where air quality objectives in the Sheffield Clean Air Strategy are achieved or where sufficient measures to protect air quality are incorporated.

Where appropriate, an environmental buffer must be provided to protect sensitive uses and development should not lead to the loss of an existing buffer that provides protection for such uses.

For significant development, an Air Quality Impact Assessment must be submitted by the applicant which demonstrates that any resulting reduction

in air quality (including from the cumulative impacts of development) can be appropriately mitigated and where possible improved.

Definitions

‘Significant development’ – for the purposes of this policy, as set out in the table ES5 below.

‘Cumulative impacts’ – taking account of the combined impacts of both new and existing development on air quality.

For **‘environmental buffer’** and **‘sensitive uses’** see Glossary.

Table 1: Definition of ‘Significant Development’

Type of Development	Site Area* (hectares)	Gross Floorspace/Dwellings
General industry (B2)	1.5	4,000 square metres
Warehousing (B8)	2.0	6,000 square metres
Housing (C3)	-	80 dwellings
Commercial, Business and Service Uses (Class E)	0.2	1,000 square metres
Local Community and Learning (Class F)	0.8	1,000 square metres
Other	60+ vehicle movements in any hour	
Any industrial activity outlined in the Pollution Prevention and Control (England and Wales) Regulations 2000 giving rise to emissions to atmosphere		

*Note: site areas only will be used when floorspace figures are unavailable.

Further information

See also Policy NC14: Safeguarding Sensitive Uses from Noise, Odours and Other Nuisance and Policy CO1: Development and Trip Generation.

Contaminated and Unstable Land

3.20. Much of the new development that is proposed in the Sheffield Plan is on previously developed land. Such land can be contaminated or be unstable as a result of previous uses, including coal mining activity. A large area of Sheffield is classed as a Coal Mining High Risk Area. Redevelopment of contaminated land offers an opportunity to reduce or remove existing contamination; so the plan needs to set out how any risks to human health or the environment will be mitigated⁵.

3.21. When deciding what types of assessment into contaminated or unstable land are necessary, applicants should consider the National Quality Mark Scheme for Land Contamination Management. This involves the use of competent persons to ensure that land contamination risks are appropriately managed. Best practice and guidance on contaminated land and groundwater protection is also provided by the Environmental Agency.

Commented [CH22]: CH11

POLICY ES6: CONTAMINATED AND UNSTABLE LAND

Where land contamination or land instability is identified as a significant risk, developers must provide an appropriate assessment which:

- a) demonstrates that the site is suitable for the intended use(s); and
- b) applies a risk-based approach to assessing land contamination; and
- c) assesses the risk to surface water and groundwater (controlled waters) receptors from land contamination (in accordance with Policy GS10); and
- d) where necessary, sets out requirements for remediation/mitigation to reduce unacceptable risks to the environment

Definitions

'Land contamination' – pollution of land, or other harm that renders land unfit for safe development and most practical uses without prior remediation.

'Land instability' – where land is prone to movement due to the existence of ground compression, slopes or underground cavities. It may be natural or the result of human activity, such as mining, excavating or land filling.

Further Information

⁵ NPPF (2021), paragraph 183-185.

See also Policy GS10: Protection and Enhancement of Water Resources

Managing Natural Resources

Safeguarding of Mineral Resources and the Exploration, Appraisal and Production of Fossil Fuels

~~3.20~~3.22. New development and the redevelopment of sites may provide opportunities to extract minerals before construction commences. A number of surface minerals, such as building stone, are present across Sheffield, although there has been no recent working of any of these resources. It is likely that there will be few (if any) applications for mineral extraction across the duration of the Plan.

~~3.21~~3.23. Much of Sheffield is covered by Petroleum Exploration and Development Licences (PEDLs). The extent of the licences is shown on the Policies Map and on Map 13. A PEDL allows companies to explore and appraise the potential for onshore oil and gas extraction for a specified period of time but does not give consent, permission or authorisation to carry out development activities. This includes the extraction of oil and gas from shale through the technique commonly referred to as 'fracking'. Any development activity, such as drilling, would require further consents, including planning permission and an environmental permit.

~~3.22~~3.24. Some of the investigative work that may need to take place prior to the exploration phase, such as seismic surveying, is permitted development under the planning legislation (Town and Country Planning (General Permitted Development) Order 2015), which can therefore be undertaken without the need for planning permission. However, the companies must notify the Council of their intention to undertake survey work. The City Council will publish any such intentions.

~~3.23~~3.25. This policy will ensure that any exploration, appraisal or production activities involving development that requires planning permission are properly managed and that any impacts satisfactorily mitigated. This approach will also enable wider concerns, such as the relationship of shale gas supplies and climate change, to be taken into consideration.

POLICY ES7: SAFEGUARDING OF MINERAL RESOURCES AND THE EXPLORATION, APPRAISAL AND PRODUCTION OF FOSSIL FUELS

Where a site is likely to have surface mineral resources, applicants should investigate the economic potential of the site for extraction of these resources before development. Extraction of non-fossil fuel mineral resources will be permitted where it is practicable, where it would not have unacceptable environmental impacts and where appropriate plans are made for the restoration of the site.

Development proposals for the exploration, appraisal or production of oil and gas must:

- a) locate well sites and associated facilities in the least sensitive areas from which the target reservoir can be accessed; and
- b) demonstrate that any adverse impact can be avoided or mitigated to the satisfaction of the City Council, with safeguards to protect environmental and amenity interests put in place, as necessary; and
- c) demonstrate that there would no adverse impact on the underlying integrity of the geological structure; and
- d) provide an indication of the extent of the reservoir and the extent of the area of search within the reservoir; and
- e) be for an agreed, temporary length of time; and
- f) make provision for the restoration of well sites and associated facilities at the earliest practical opportunity if oil and gas is not found in economically viable volumes, or if they are developed within an agreed time-frame; and
- g) demonstrate that, following public consultation, the planning impacts identified by the affected local community have been fully addressed and the proposal has their backing; and

~~g)h)~~ demonstrate that the proposed scheme will have a net zero impact on carbon emissions.

Commented [CH23]: CH12

Definitions

'Fossil fuel resources' – coal, oil, gas and peat resources.

'Surface mineral resources' – mineral resources which may be extracted through surface mining methods.

Use and Production of Secondary and Recycled Aggregates

3.24-3.26. Reuse of secondary and recycled aggregates in developments helps to reduce the need to import aggregate into the city and conserves mineral resources.

3.25-3.27. Aggregates are used in the construction of all types of buildings and also in infrastructure such as roads. Due to its geological makeup, Sheffield is an importer rather than a producer of aggregates. These aggregates are generally imported from elsewhere in the Yorkshire and Humber and East Midland regions. Growth in house building and business developments will further increase aggregate import volumes into the city.

3.26-3.28. Recycled aggregates are reprocessed materials that have previously been used in construction, for example, parts of demolished buildings. Secondary aggregates are usually by-products from other industrial processes; for example, the city's Energy from Waste facility produces incinerator bottom ash, which can be used as an aggregate.

3.27-3.29. The use of secondary and recycled aggregates in developments would reduce the need to import aggregate into the city, helping to conserve aggregate resources. It could also help reduce the amount of construction traffic moving into and around the city which reduces congestion and helps to improve air quality. Aggregate recycling centres within the city would also reduce the amount of waste created from demolitions that would need to be disposed of elsewhere or sent to landfill.

POLICY ES8: USE AND PRODUCTION OF SECONDARY AND RECYCLED AGGREGATES

The use and production of secondary and recycled aggregates will be supported by:

- a) encouraging developers to use secondary and recycled aggregates in construction wherever possible; and
- b) allowing facilities for the handling, processing and distribution of substitute, recycled and secondary aggregates within Industrial Zones, subject to compliance with **Policy EC4**.

Definitions

For '**aggregates**' and '**recycled and secondary aggregates**' – see Glossary.

4. Thriving Neighbourhoods and Communities

- 4.1. All neighbourhoods in Sheffield should be great places to live, with excellent access to local services, open spaces and centres. New homes should meet people's needs and contribute to enabling them to live full lives within their communities.
- 4.2. Where new homes are being built, we have the opportunity to shape places that work well and support sustainable lifestyles. This means designing attractive neighbourhoods that provide the facilities needed to support new residents. People should be able to walk, cycle or use public transport to access shops and facilities that meet their daily needs. Open space will be created within larger housing developments, reflecting the health benefits of being able to access outdoor spaces.
- 4.3. It is vital we ensure that, in Sheffield, housing meets the needs of different groups of people, including older people, disabled people and those who struggle to access the housing market. New homes need to be built to good space standards and have private outdoor space to support good mental health.
- 4.4. Local and District Centres play an important role in meeting people's needs close to home and often incorporate vital community resources such as libraries, pubs and community centres. The Plan will reinforce the role of centres. The Plan will also establish the importance of making sure that new homes are within close reach of local services and schools as well as public transport routes to other parts of the city.

Strategic Housing Sites

Principles Guiding the Development of Strategic Housing Sites

- 4.5. In the Sheffield Plan, we are referring to larger-scale major housing developments as 'Strategic Housing Sites'. These sites are important in terms of delivering the housing requirement (see Policy SP1 and Policy H1). These sites have capacity to provide at least 200 new homes or would involve the development of at least 4 hectares of land. They usually require the provision of new infrastructure to make a sustainable development.
- 4.6. The sub-area sections in Part 1 of the Plan provide more detail on Strategic Housing Sites. These have been selected as appropriate locations based on factors such as their suitability, land ownership and economic viability.

- 4.7. In order to deliver sustainable development, the policy requires that developers of Strategic Housing Sites produce a masterplan prior to planning permission being granted. This would also take into account the cumulative impact of other sites nearby and the need for additional infrastructure.
- 4.8. There may also be other significant clusters of sites (i.e. not including Strategic Housing Sites) that, cumulatively, generate a need for additional infrastructure. Policy DC1 proposes that site promoters should work collaboratively to produce a single infrastructure delivery plan where clusters of sites (with and without a Strategic Housing Site) have a combined capacity of 200 or more new homes.
- 4.9. As well as the masterplan, delivery plans that involve landowners, developers and the Council, will need to be drawn up for each Strategic Housing Site. The delivery plans will ensure that all relevant matters are addressed and that the sites are developed comprehensively in accordance with sound planning principles.

POLICY NC1: PRINCIPLES GUIDING THE DEVELOPMENT OF STRATEGIC HOUSING SITES

In order to deliver sustainable development, promoters of Strategic Housing Sites will be required to produce an appropriate masterplan prior to the granting of planning permission. The masterplan should be produced in consultation with key stakeholders and be capable of being implemented regardless of land ownership patterns.

The masterplan should consider the cumulative impact of all development within the local area.

The development of Strategic Housing Sites should therefore:

- a) enable delivery of an attractive, locally distinctive neighbourhood vision with high quality sustainable and inclusive design at its core; and
- b) be designed to be a 'lifetime neighbourhood' and dementia friendly; and
- c) provide an appropriate range of housing types, tenures, sizes, densities, styles, and values that reflect the needs and aspirations of the existing population and future residents, particularly families with young children, and older and disabled people; and
- d) create walkable neighbourhoods with an efficient highway network that incorporates key transport corridors and movement networks dedicated to public transport, cycling, and walking and which enable easy access to key destinations and form structuring elements of the neighbourhood layout (in accordance with Policy DE4); and

- e) manage the demand for travel by incorporating neighbourhood-wide measures which determine and enable the levels of use of sustainable and active transport modes (in accordance with Policy CO1); and
- f) be planned and phased to ensure the efficient and timely provision of essential neighbourhood infrastructure and services, including schools, shops, health and leisure facilities, in mixed-use District or Local Centres or other locations easily accessible on foot, by cycle and by public transport (in accordance with **Policy NC11**); and
- g) provide easy access to utilities and communications infrastructure, with minimal disruption and need for future reconstruction, whilst allowing for future growth in services and not precluding any appropriate further expansion; and
- h) provide a multi-functional and strategically planned network of high-quality green spaces, water bodies and watercourses, and other environmental features that structure the development and mitigate significant visual and landscape impacts whilst enabling integration with the surroundings (in accordance with **Policy DE3**); and
- i) provide a management and maintenance plan, including mechanisms, appropriate delivery and long-term revenue sources, for the landscape, public realm and any other facilities proposed to be maintained by the community or public bodies; and
- j) ensure flood water management and Sustainable Drainage Systems (SuDS) are provided (in accordance with **Policies GS9 and GS11**) and, wherever possible, are designed as multi-functional open space; and
- k) ensure that air, water and ground quality is protected and land is used efficiently (in accordance with **Policies ES5, ES6, NC9 and GS11**); and
- l) provide neighbourhood-wide energy infrastructure and delivery mechanisms to enable decentralised renewable or low carbon energy generation (in accordance with **Policies ES2 and ES3**)

Definitions

'Strategic Housing Sites' – sites with capacity for at least 200 new homes or involving development of at least 4 hectares of land.

For **'District Centres'** and **'Local Centres'** – see the Policies Map.

For **'masterplan'**, **'inclusive design'**, **'lifetime neighbourhood'**, **'dementia friendly design'**, **'sustainable transport modes'**, **'easily accessible on foot'**, **'green infrastructure'**, **'sustainable drainage systems'** and **'renewable and low carbon energy'** – see Glossary.

Residential Zones

Development in the Residential Zones

- 4.10. The Residential Zones cover the areas where residential uses are dominant.
- 4.11. This policy aims to ensure that the living environment of existing and new residential areas is protected (including on allocated housing sites once they have been developed). It allows for infill development or redevelopment to take place for the preferred and acceptable uses that are listed.
- 4.12. Unclassified uses such as scrap yards create noise that would harm living conditions, whilst uses such as concert halls or venues for live music performance create a lot of visitors that would not be appropriate in a residential area.

POLICY NC2: DEVELOPMENT IN THE RESIDENTIAL ZONES

In the Residential Zones, the following uses will be:

Preferred

- Residential institutions (Class C2)
- Housing (Class C3)

Acceptable

- Houses in multiple occupation (Class C4) – subject to compliance with **Policy NC5(c)**
- Houses in multiple occupation with more than 6 residents (sui generis) – subject to compliance with **Policy NC5(c)**
- Commercial, business and service uses (Class E) – where they comply with **Policy EC5**
- Learning and non-residential institutions (Class F1)
- Local community uses (Class F2)

Unacceptable

- General industrial (Class B2)
- Storage or distribution (Class B8)
- Unclassified uses that would be incompatible with residential use due to the noise, pollution or traffic that they would generate

Definitions

For '**Residential Zones**' – as shown on the Policies Map.

For '**Unclassified uses**' – see Glossary

Meeting Different Housing Needs

Provision of Affordable Housing

- 4.13. Affordable housing is defined in the National Planning Policy Framework (NPPF)⁶ and includes different affordable housing tenures such as ‘affordable housing for rent’ and ‘discounted market sales housing’ (the full definition is reproduced in the Sheffield Plan Glossary). The NPPF sets out further guidance on affordable housing delivery, including placing the emphasis on applicants to justify the need for any site-specific viability assessments. National policy should be referred to alongside policy NC3.
- 4.14. Affordable housing is delivered by a variety of means through public subsidies. But even with these delivery mechanisms in place there is a shortfall that could at least partly be delivered through the planning system.
- 4.15. The Strategic Housing Market Assessment (SHMA)⁷ identifies a need for 902 additional affordable homes per year. The SHMA also sets out the type of affordable housing needed and Policy NC3 translates this need into requirements that have been viability tested. The SHMA divides the city into 12 Affordable Housing Market Areas (see Map 1). The required developer contributions in each area take account of development viability in different parts of the city. The SHMA shows there is a high level of need for social rented accommodation in Sheffield.
- 4.16. Sheffield is investing to improve housing markets across the city where property values are currently lower. This is particularly true in the City Centre and wider Central Sub-Area where it is expected that the delivery plans set out in the City Centre Strategic Vision and associated Priority Framework Area Plans will improve the strength of this housing market. It is anticipated that, as a result of this, incremental increases in affordable housing delivery towards the set percentage target of affordable housing can be delivered on sites within these areas over the lifetime of the Sheffield Plan, partly as a result of public sector support.

POLICY NC3: PROVISION OF AFFORDABLE HOUSING

A contribution towards the provision of affordable housing will be required from the following housing developments:

- sites with capacity for 10 or more dwellings;

⁶ NPPF (2018), Annex 2: Glossary.

⁷ Sheffield Strategic Housing Market Assessment, 2019
<https://www.sheffield.gov.uk/home/housing/strategic-housing-market-assessment>

- sites with a capacity of less than 10 dwellings which would provide 10 or more dwellings when combined with an adjoining allocated site or vacant site.

The following principles will apply when requiring developer contributions towards affordable housing:

(a) The developer will be required to provide a specified percentage of the gross internal floor area of the development for transfer to a Registered Affordable Housing Provider at an agreed transfer price for the tenure(s) proposed.

Commented [ER24]: ER7

The specified percentage of the gross internal floor area of the development is as follows:

Affordable Housing Market Area	Minimum <u>Affordable Housing Required</u> contribution
City Centre	10% <u>of the gross internal floor area of the development</u>
Manor/Arbourthorne/Gleadless	
East	
Northeast	
Urban West	
Southeast	
Stocksbridge & Deepcar	
Chapelton/Ecclesfield	
Rural Upper Don Valley	
Northwest	30% <u>of the gross internal floor area of the development</u>
South	
Southwest	

Commented [ER25]: ER10

~~(a)~~(b) The tenure mix should be:

- 25% affordable housing for First Homes
- 25% affordable housing for Social Rented or equivalent affordable tenures
- 50% affordable rent or housing for Intermediate or equivalent affordable tenures

~~(b)~~(c) Where the full affordable housing contribution is not proposed to be delivered, the applicant will be expected to provide evidence through a financial appraisal to demonstrate why it is not possible

~~(c)~~(d) For development schemes led by Registered Providers for social and affordable rented housing, the Council will take a flexible approach to determining the appropriate quantity and type of affordable housing taking into account the needs of the area and the wider benefits of development.

~~(d)~~(e) Provision will be required on-site unless off-site provision or a financial contribution can be robustly justified.

~~(e)~~(f) The affordable units should be to the same specification as market units unless otherwise agreed by the Council and the purchasing provider, and they should be suitably integrated throughout the development site.

Definitions

For **'affordable housing'** – see Glossary.

'Evidence to demonstrate why it is not financially viable' – viability information relating to the scheme to be provided for scrutiny at appropriate points in the planning application process, including post completion when final sales values are known.

'First Homes' – discounted market sale units which: a) must be discounted by a minimum of 30% against the market value; b) are sold to a person or persons meeting the First Homes eligibility criteria; c) on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount (as a percentage of current market value) and certain other restrictions are passed on at each subsequent title transfer; and, d) after the discount has been applied, the first sale must be at a price no higher than £250,000.

'Housing developments' – all types of housing falling in Use Classes C2 or C3⁸ giving rise to new dwellings (it does not apply to institutional uses such as care homes). This includes specialist housing designated for older or disabled people. It covers both new build and conversions.

'Transfer priceprice' – this is a percentage of market value set price paid for affordable housing by Registered Affordable Housing Providers. The price percentage varies according to the tenure and size of the property.

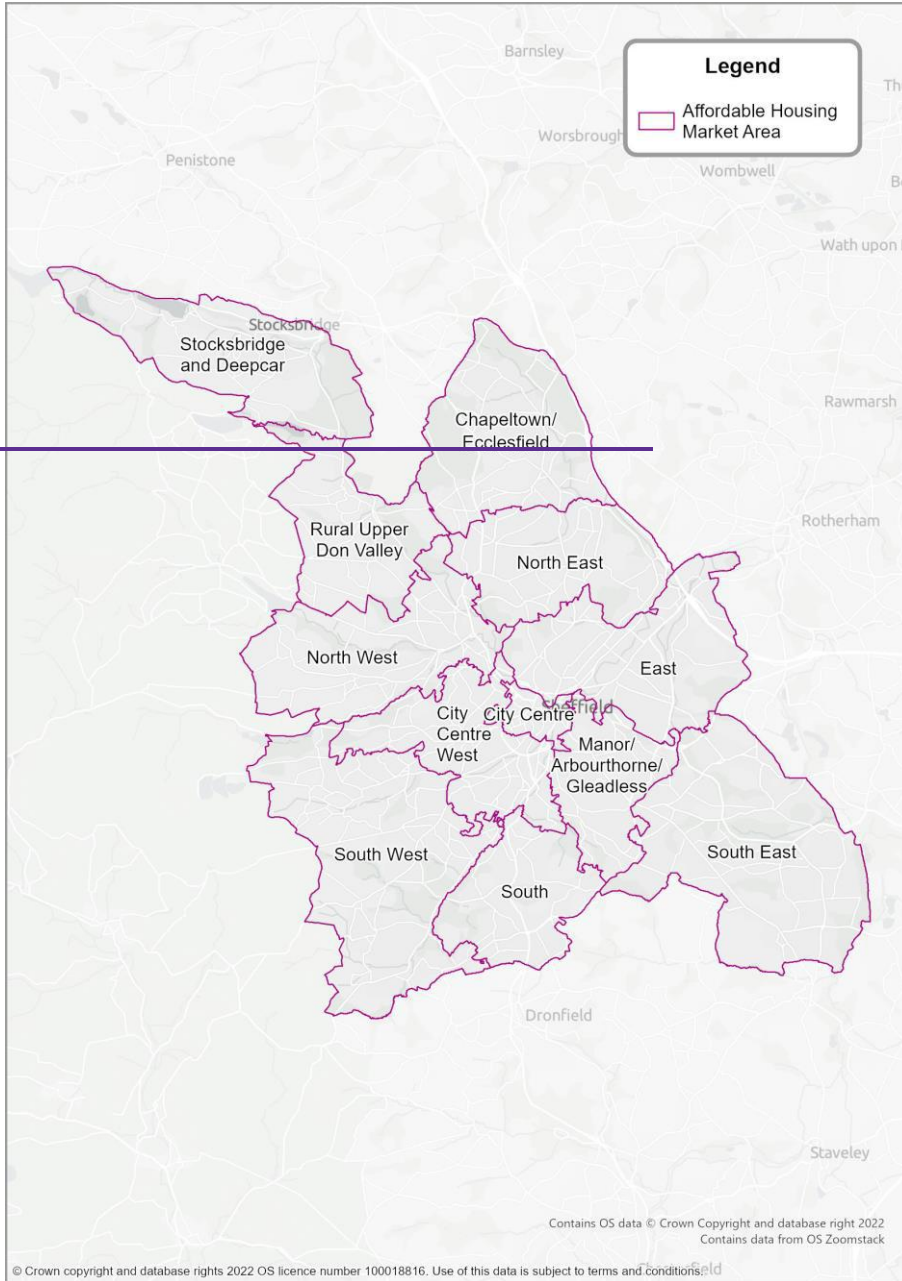
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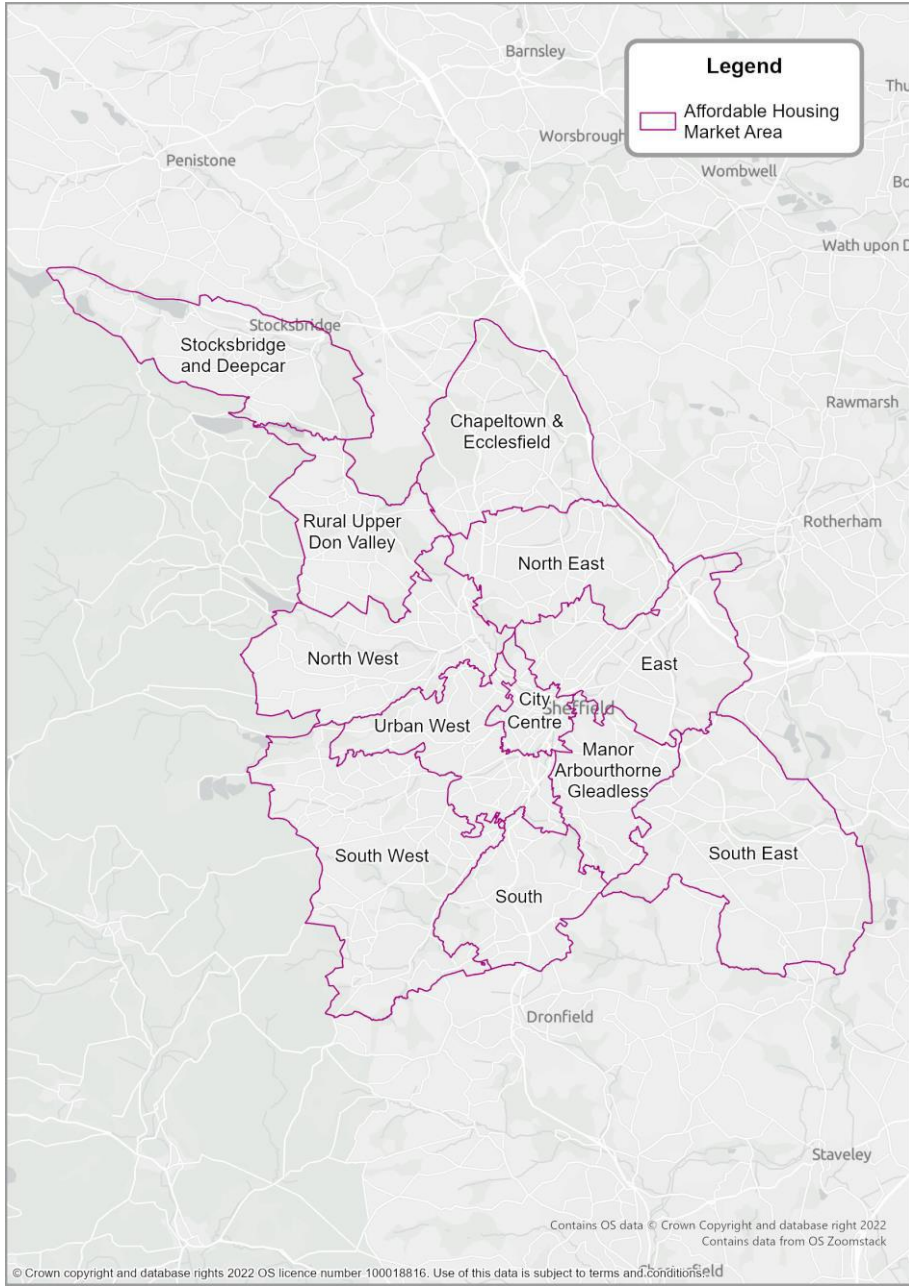
⁸ The Town and Country Planning Use Classes Order (1987)
<http://www.legislation.gov.uk/uksi/1987/764/contents/made>

Map 1: Affordable Housing Market Areas

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Housing for Independent and Supported Living

- 4.17. The population of older people is forecast to increase significantly by 2039 and more often this will be with long-term illness and disability (e.g. dementia). As part of the policy approach in the Sheffield Plan, the Council is committed to the 'social model of disability'. The model says that disability is caused by the way society is organised, rather than a person's impairment or difference. It looks at ways of removing barriers that restrict the life choices for disabled people. When barriers are removed, disabled people can be independent and equal in society, with choice and control over their own lives.
- 4.18. Improved availability of appropriate accommodation enables older and disabled people to live as independently as possible within their communities. But it is important that such accommodation is close to public transport and local services; this benefits both residents and people providing care (who are often low paid and who often have to work unsociable hours).
- 4.19. In August 2022, the Government stated its intention to make it a requirement for all new homes to be 'accessible and adaptable', though the timetable for implementing this change has not yet been published. The policy below therefore confirms this requirement. Accessible and adaptable homes are designed to meet the Building Regulations Optional Technical Standard M4(2). This means they must be designed to meet the needs of occupants with differing needs including some older and disabled people, whilst allowing adaptation of the dwelling to meet the changing needs of the occupants over time.

POLICY NC4: HOUSING FOR INDEPENDENT AND SUPPORTED LIVING

General needs housing

All new homes should be designed to enable independent living. This means:

- a) in developments of fewer than 50 new homes, 100% should be designed to be accessible and adaptable dwellings;
- b) in developments of 50 or more new homes, 98% should be designed to be accessible and adaptable dwellings and the remaining 2% should be wheelchair adaptable dwellings.

Wheelchair adaptable homes should be located on the flattest part of a site and, where feasible, as close as possible to local facilities.

Exceptions to the required gradients for driveways to wheelchair accessible and adaptable dwellings may be made where it can be demonstrated that the topography of the site makes this impractical.

Specialist housing designated for older or disabled people

Specialist housing designated for older or disabled people will be promoted in areas of need. Proposals will be acceptable where: the accommodation would be close to local facilities, particularly public transport, shops, and health services.

e) ~~local health facilities would have sufficient capacity to cater for additional needs arising from the development; and~~

~~the accommodation would be close to essential services, particularly public transport, shops, and health services~~

All specialist housing designated for older or disabled people, including supported accommodation (including hostels providing an element of care), and non-supported accommodation should be wheelchair adaptable or fully wheelchair accessible throughout. The provision of secure internal storage for mobility aids will be required.

Commented [ER29]: ER2

Commented [ER30]: ER6

Definitions

'Accessible and adaptable dwellings' – homes that meet the needs of occupants with differing needs including some older and disabled people whilst allowing adaptation of the dwelling to meet the changing needs of the occupants over time. This means they should be designed to meet the Building Regulations Optional Technical Standard M4(2), or future revisions.

Commented [ER31]: ER15

'Wheelchair adaptable dwellings' – homes that can be easily adapted to meet the needs of a household which includes wheelchair users. This means they should be designed to meet the Building Regulations Optional Technical Standard M4(3)(2)(a), or future revisions.

Commented [ER32]: ER14

'Wheelchair accessible' – homes readily useable by a wheelchair user at the point of completion. This means they should be designed to meet Building Regulations Optional Technical Standard M4(3)(2)(b), or future revisions.

Commented [ER33]: ER1

'Close to local facilities' – distances will vary depending on the mobility of the intended residents of the new homes and will usually be less than 400 metres.

'Specialist housing designated for older or disabled people' – includes age-restricted housing, sheltered housing, extra care housing or housing with care and residential care homes and nursing homes.

'Areas of need' – as set out in the Older Persons and Independent Living Strategy.

Creating Mixed Communities

- 4.20. The Strategic Housing Market Assessment (SHMA)⁹ identifies a higher density of smaller households within the City Centre when compared to the rest of the city. They are generally made up of younger households and fewer families, although there are increasing numbers of older households looking to downsize from larger family homes. This reflects the fact that a large proportion of the housing in the City Centre comprises smaller apartments and student flats.
- 4.21. One of the objectives of the Sheffield Plan is to create neighbourhoods that work for everyone, with a mix of housing tenures and types. The City Centre Strategic Vision envisages a broader mix of housing in the City Centre and wider Central Sub-Area, including homes suitable for families, older people and people with disabilities. Providing a better mix of homes will support the wider City Centre economy and lead to growth in new jobs by providing choice for people on different incomes.
- 4.22. Where excessive concentrations of particular types of households occur, they can create problems for others in the community or place pressures on local services.
- 4.23. An Article 4 Direction¹⁰ was declared for parts of Sheffield in 2011; the area covered is shown on Map 2 below. This withdrew normal automatic permitted development rights (under national planning law) which allow the conversion of ordinary houses to Houses in Multiple Occupation (HMOs). This has been successful in limiting further increases in the concentration of student housing and HMOs in those areas.

POLICY NC5: CREATING MIXED COMMUNITIES

Mixed communities will be created and maintained by encouraging the development of housing to meet a range of needs including providing a mix of values, sizes, types and tenures. This will be achieved by:

- a) requiring that, in developments of 30 or more homes in the City Centre and other highly accessible locations, no more than half the homes consist of one-bedroom apartments and studios; and

⁹ Sheffield Strategic Housing Market Assessment, 2018 - <https://www.sheffield.gov.uk/sites/default/files/docs/housing/housing%20strategy/sheffield-and-rotherham-shma-july-2019.pdf>

¹⁰ Details of the Article 4 Direction (HMO) can be found here: <http://www.sheffield.gov.uk/content/sheffield/home/planning-development/planning-permission-hmo.html>

- b) requiring a greater mix of house types on developments of 30 or more homes in other locations, including homes for larger households; and
- c) ~~resisting~~ new (or conversions to) Houses in Multiple Occupation (HMOs), hostels and shared housing, where ~~the combined concentration of such uses when compared with the number of all residential properties within 200m of the site (as the crow flies), exceeds 20%~~ continuing to apply an Article 4 Direction to the areas shown on the Policies Map where new (or conversions to) Houses in Multiple Occupation (HMOs), hostels and shared housing, will be not be permitted where the combined concentration of these uses, when compared with the number of all residential properties within 200m of the site (as the crow flies), exceeds 20%.

Commented [CH34]: CH17

Definitions

'Highly accessible locations' – within, or at the edge (within 400 metres) of, the City Centre or a District Centre; within 800 metres of a tram stop; or within 400 metres of a high frequency bus route (see Glossary for 'high frequency bus routes'). All distances are as the crow flies.

'A single house type' – one with the same number of bedrooms and of the same design or similar characteristics (e.g. 4-bedroom houses, 2-bedroom houses, 1-bedroom flats, studios, cluster flats.). Note: 1-bedroom flats/studios will be considered to have the same design or similar characteristics.

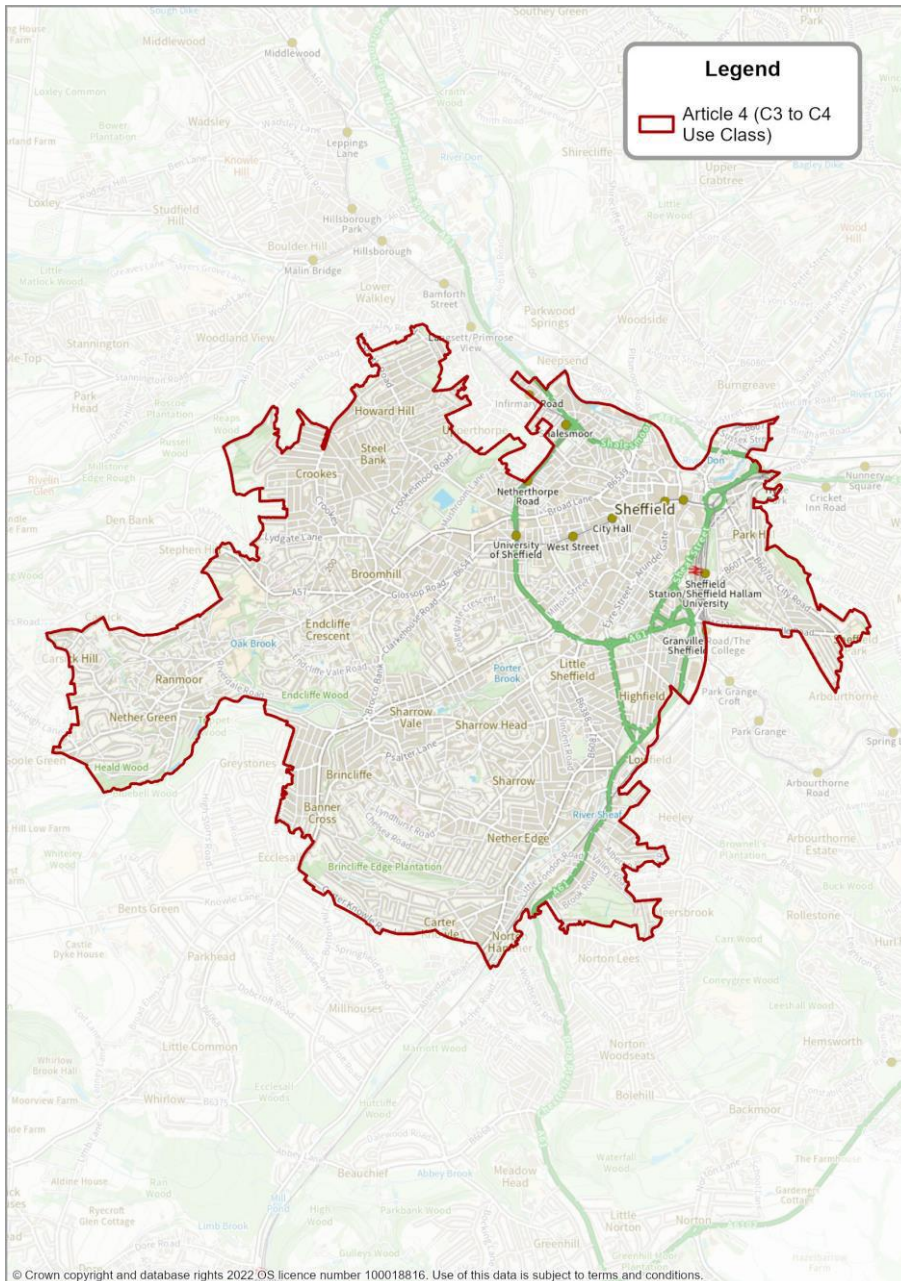
'Residential properties' – this includes sites with planning permission or that are under construction.

For **'shared housing'** and **'HMOs'** – see Glossary.

Further information

For the purposes of the calculations in part c) of the above policy, each unit within any purpose-built student accommodation development will be considered to be shared housing, irrespective of their individual size (e.g. studio apartments/1-bed flat, or cluster unit).

MAP 2: AREA COVERED BY THE ARTICLE 4 DIRECTION (C3 TO C4 USE CLASS)



Purpose-Built Student Accommodation

- 4.24. Sheffield's student population brings many benefits, such as adding life and vitality to the areas in which they live and contributing to the city's economy. Sheffield has approximately 48,000 full time students, the majority of whom will live within the boundaries of Sheffield. Purpose-built student accommodation (PBSA) constitutes an important portion of the homes students will live in whilst they are studying. PBSA developments in the city can reduce the need for students to rent open market private accommodation (e.g. flats and Houses in Multiple Occupation (HMOs)), freeing up these homes for rental by the general population, or enabling them to convert back into privately owned family homes.
- 4.25. PBSA has previously aided in the regeneration of parts of the City Centre, bringing abandoned buildings back into use, allowing the redevelopment of vacant sites and acting as a catalyst for attracting other businesses and services into an area. However, an over-concentration of PBSA (along with other types of shared housing) can have a detrimental effect in areas where there are established residential communities, or where residential communities are developing.
- 4.26. The Sheffield PBSA Market Study (2021)¹¹ showed that Sheffield has the third largest market for PBSA in the UK (behind London and Liverpool). 43% of current bed spaces had been built over the previous 6 years. The study identified an over-supply of PBSA within Sheffield; with a student to bed ratio¹² of 1.4:1 in Sheffield (one of the lowest in the U.K.), whereas a "healthy" market, based on national averages, should be in the region of 1.8 – 2.0:1. The ratio is projected to continue to fall further based upon continued current levels of development.
- 4.27. The study also identified a potential oversupply in studio bed spaces; at the time of the study, 22% of bed spaces in Sheffield were studios, which is much higher than the national average (13%). The study questions the long-term sustainability of such a high level of this type of bed space.
- 4.28. It is recognised that there are areas within the City Centre and wider Central Sub Area which could be more suitable for PBSA schemes, primarily owing to their proximity to the university campuses. While there are other areas where an overdominance in the PBSA market could have a negative effect, most

¹¹ Purpose-Built Student Accommodation Market Study, Cushman & Wakefield, 2021.

¹² Based on the number of students compared against the number of available bed spaces. Not all students will want to (or be able to afford to) live in PBSA accommodation. Some will choose to study from home or live in other types of accommodation such as HMOs or privately rented/owned homes. This is why a "healthy" market ratio is higher than the 1:1 ratio that would be required if all students were expected to live in PBSA accommodation.

notably by limiting the delivery for other types of housing, and wider regeneration ambitions.

POLICY NC6: PURPOSE-BUILT STUDENT ACCOMMODATION

Purpose-Built Student Accommodation (PBSA) will be permitted where it is within an area identified as being suitable for such accommodation. Developers will also be expected to provide evidence of demand for the specific type of PBSA accommodation that is proposed.

New PBSA should also:

- a) provide for active ground floor uses (where appropriate); and
- b) provide a significant mix of different bed spaces with sufficient communal spaces for the occupants; and
- c) provide access for wheelchair users throughout all communal facilities, circulation areas and accessible bed spaces; and
- d) include 2% wheelchair accessible bed spaces; and
- e) be capable of later conversion to other types of residential accommodation

Definitions

'An area identified as being suitable for [Purpose Built Student Accommodation] – see Policies Map.

'Evidenced demand for the specific type of PBSA accommodation' – applicants will be expected to demonstrate further demand for PBSA development by evidencing:

- a) *that the student to bed ratio (SBR) in the city does not exceed 1.8:1. This should be calculated based on the number of full-time university students in the city (discounting any regional students who are unlikely to require accommodation) and the total number of PBSA beds within the city (including any under construction or with planning permission but not yet under construction); or*
- b) *through the provision of a letter of support and/or a nomination agreement from one of the city's universities; or*
- c) *that the proposed scheme provides a significantly different accommodation offer (e.g. through innovative room types or design) than is currently available (or is under-represented) in the City.*

'Access to wheelchair users' and 'wheelchair accessible bed spaces' – designed to comply with BS 8300-2:2018 'Design of an Accessible and Inclusive Built Environment – Part 2: Buildings – code of practice' or any successor document.

Gypsy and Traveller and Travelling Showpeople Sites

- 4.29. It is recognised that Gypsies and Travellers and Travelling Showpeople often have different needs than the settled communities and that communities should be located where their needs are best met.
- 4.30. The proposed site for Travelling Showpeople is set out in Sub-Area Policy SA6 (in Part 1 of the Sheffield Plan).

POLICY NC7: CRITERIA FOR ASSESSING NEW GYPSY AND TRAVELLER AND TRAVELLING SHOWPEOPLE SITES

All permanent sites for Gypsies and Travellers and Travelling Showpeople should:

- a) be located in Policy Zones where housing (Use Class C3) is an acceptable or preferred use but, exceptionally, in other areas where neighbouring uses would not harm living conditions for residents of the site; and
- b) provide pitches/plots that are an appropriate size and layout for the households needing to be accommodated; and
- c) be well designed, inclusive to all, have a good standard of facilities and be landscaped to give privacy and protect amenity between pitches and between the site and adjacent users; and
- d) be within easy walking distance of a bus or tram stop on a route providing the minimum service frequency standard and, ideally, meet the guidelines for access to important local services and community facilities set out in **Policy NC11**; and
- e) have reasonable access to the Strategic Road Network

In addition, sites for Travelling Showpeople should:

- f) be in areas where ancillary plots for business use would be acceptable; and
- g) provide appropriate separation between the residential plots and any storage, maintenance and repair areas.

Development that would result in the loss of a permanent site for Gypsies and Travellers or Travelling Showpeople, will only be permitted where:

- h) the site is surplus to requirements; or
- i) the site is no longer considered fit for purpose and its refurbishment is not financially viable; and

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- j) adequate replacement pitches/plots are provided either on the site, or elsewhere in the city.

Definitions

'Pitch' – an area of a Gypsy and Traveller site designed to accommodate a single Gypsy or Traveller household.

'Plot' – an area of a Travelling Showpeople site (often called a 'yard') designed as a mixed-use plot, which may/will need to incorporate space or to be split to allow for the storage of equipment.

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For **'Gypsies and Travellers'**, **'New Age Travellers'**, **'Travelling Showpeople'**, **'easy walking distance'**, **'important local services'**, **'Strategic Road Network'** and **'minimum service frequency standard'** – see Glossary.

Housing Space Standards and Density

Housing Space Standards

4.31. In March 2015, the Government published space standards for new housing development¹³. The national standard deals with internal space within new dwellings and is suitable for application across all tenures. It sets out requirements for the gross internal (floor) area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height. This policy confirms that housing development in Sheffield should comply with the optional nationally described space standards as well as setting out requirements for other types of residential use and for the provision of outdoor private amenity space and gardens.

POLICY NC8: HOUSING SPACE STANDARDS

New housing developments should:

- a) comply with the Government's nationally described space standard and any subsequent updates; and
- b) demonstrate adequate living space is provided for any residential accommodation not within the dwellinghouses (C3) Use Class, including Purpose Built Student Accommodation and co-living schemes; and
- c) be flexible and adaptable to meet the changing needs of occupants during their lifetime; and
- d) provide appropriate outdoor private amenity or garden space as part of the overall layout, delivering it in a way that uses land efficiently and develops distinctive character areas; and
- e) not result in an unacceptable loss of an existing garden or shared outdoor space.

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Definitions

'Appropriate private amenity or garden space' – this means at least:

- 50 square metres for 1 or 2-bedroom houses or bungalows;
- 60 square metres for houses or bungalows with 3 or more bedrooms;

For apartments, it means:

¹³ Technical Housing Standards – nationally described space standards (Department of Communities and Local Government, 2015).

- A minimum of 5 square metres of private outdoor space for each 1-2 person apartment and an extra 1sqm for each additional occupant. This may be provided either as a balcony, terrace or private garden;
- A minimum depth of 1,500mm for all balconies;
- A minimum depth of 1,500mm for any private external space for apartments.

The requirements exclude areas provided for off-street car parking.

'Unacceptable loss' – this will take into account the character of the local area and whether the remains of the pre-existing garden would not be below the appropriate level of private amenity or garden space (see above).

Further information

For requirements relating to homes for independent and supported living, see **Policy NC4**.

Housing Density

- 4.32. The spatial strategy (see **Policy SP1**) includes the objective of making effective and efficient use of land within the urban areas. But a further policy is needed to explain what this means for housing density.
- 4.33. Building at higher densities helps to make more varied and vibrant places. It also contributes to making more viable local service centres and other local facilities by increasing footfall, whilst reducing the need to travel, and promoting the use of public transport services.

POLICY NC9: HOUSING DENSITY

Housing development will be required to make efficient use of land. Densities will vary according to the accessibility of the location and take into account the need to support development of sustainable, mixed communities.

New housing development should be within the following density ranges:

- within or near to the Central Area – at least 70 dwellings per hectare;
- within or near to District Centres – 50 to 80 dwellings per hectare;
- within easy walking distance of tram stops and high frequency bus routes – 40 to 70 dwellings per hectare;
- in remaining parts of the urban area – 35 to 50 dwellings per hectare;
- in rural areas – 30 to 40 dwellings per hectare (except infilling of small gaps – see **Policy GS2**).

Densities outside these ranges will be permitted where the proposals:

- a) **are necessary to** reflect the character of a Conservation Area or protect a heritage asset; or
- b) create different density character areas on a larger development site, whilst ensuring that the overall required density is achieved across the whole site; or
- c) are necessary to protect an environmentally sensitive area, such as a designated ecological site or a rural landscape character area.

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Definitions

'Near to' – within 400 metres.

'Rural areas' – for the purposes of this policy, this means areas designated as Green Belt and the Larger Villages (see Policies Map).

For **'density'**, **'Central Area'**, **'District Centres'**, **'high frequency bus routes'**, **'easy walking distance'**, **'Conservation Area'**, **'heritage asset'** and **'landscape character area'** – see *Glossary*.

Creating Sustainable Communities

Development in District and Local Centres

- 4.34. Policy SP3 in Part 1 of the Plan sets out the hierarchy of centres in the area covered by the Local Plan and these are shown on Map 3 (in Part 1) and on the Policies Map. This policy aims to ensure that District and Local Centres include an appropriate mix of uses that supports their function and size.
- 4.35. District Centres provide retail, leisure, community and other facilities for residential areas within Sheffield. They usually comprise groups of shops containing at least one supermarket or superstore, as well as a range of non-retail services, such as banks, building societies and restaurants, as well as local facilities such as a library. They are key shopping centres, highly accessible by public transport, that should be supported in their role at the heart of the community.
- 4.36. Local Centres are smaller and more likely to serve a walk-in catchment. They provide a more basic range of community facilities and shops for top-up rather than weekly shopping.
- 4.37. The catchment areas of District Centres, and particularly Local Centres, are important in developing a network of '20-minute neighbourhoods' across the city. The idea is that most of peoples' daily needs can be met within a 10-minute walk or cycle ride (so 10 minutes to travel there and 10 minutes to return); the objective is for residents to have easy, convenient access to many of the places and services they use daily including shops, health and community facilities, open spaces, pubs, restaurants without relying on a car. It is therefore important to have a sufficient number of centres and they must be evenly distributed around the whole of the city, reflecting population distribution and densities. The 20-minute neighbourhood has multiple benefits including boosting local economies, improving people's health and wellbeing, increasing social connections in communities, and tackling climate change.
- 4.38. All preferred or acceptable uses will be required to comply with other relevant policies in the plan, as appropriate.

POLICY NC10: DEVELOPMENT IN DISTRICT AND LOCAL CENTRES

In District Centres and Local Centres, the following uses will be:

Preferred

- Commercial, business and service uses (Class E) on street level frontages, except for offices (Class E(g)(i)) and industrial processes (Class E(G)(iii))
- Local community uses (Class F2)

Acceptable (provided that they do not harm the dominance of the preferred uses)

- Hotels (Class C1)
- Dwellinghouses (Class C3) – except on ground floor street frontages
- Learning and non-residential institutions (Class F1)
- Taxi businesses
- Launderettes
- Pub or drinking establishment (with or without expanded food provision)
- Hot-food takeaways – subject to compliance with Policy NC12
- Theatres
- Cinemas
- Bingo halls

Unacceptable

- General industrial (B2)
- Storage and distribution (B8)
- Other unclassified uses that would be incompatible with residential uses due to the noise, pollution or traffic that they would generate.

The scale of development should be appropriate to the scale and type of the centre.

Development leading to the loss of short-term publicly available parking in District and Local Centres will be permitted where:

- a) it would not lead to or worsen over-occupancy of on-street parking; or
- b) on-street parking controls and charges or other controls are introduced to manage demand for remaining parking provision

Definitions

'Dominance' – at least 50% of the individual units in the centre.

For **'Unclassified uses'** – see Glossary

'Over-occupancy of on-street parking' – available space being filled to more than 80% occupancy.

Access to Key Local Services and Community Facilities in New Residential Developments

- 4.39. The main purpose of this policy is to further reinforce the concept of the '20-minute neighbourhood' (see Policy NC10 above). Not every new housing development will be within 10 minutes' walk of a District or Local Centre, so this policy aims to ensure that minimum accessibility standards are met. Sustainable communities have good access to a range of services and facilities like shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- 4.40. Requirements for open space in residential developments are set out in **Policy NC15**.

POLICY NC11 ACCESS TO KEY LOCAL SERVICES AND COMMUNITY FACILITIES IN NEW RESIDENTIAL DEVELOPMENTS

Residential developments comprising 10 or more new homes should be within:

- a) a 10-minute walk (800 metres) of a convenience shop and at least 3 other types of community facilities or important local services; and
- b) a 5-minute walk (400 metres) of a bus route providing minimum service frequency standard or a 10-minute walk of a tram stop or a railway station; and
- c) 2 miles (3.2 kilometres) of a primary health care centre and primary school; and
- d) 3 miles (4.8 kilometres) of a secondary school.

Developers of schemes of 10 or more new homes will be expected to fund new or expanded education and health facilities in accordance with **Policy DC1**.

Developments that do not meet the criteria will be expected to provide mitigation to ensure that new residents are able to access appropriate services and facilities within a reasonable distance of their homes.

Definitions

For 'residential development', 'community facilities', 'convenience shop', 'important local services', 'minimum service frequency standard', and 'primary health care centre' – see Glossary.

Hot Food Takeaways

- 4.41. The Council's Food and Wellbeing Strategy identifies that poor diet contributes toward increasing chronic ill health conditions, such as diabetes and/or chronic high blood pressure, and this is influenced by the environment in which we live^[1]. Childhood obesity rates continue to increase, particularly in the most disadvantaged areas, and at a higher rate than the national average^[2].
- 4.42. Higher concentrations of food outlets, including takeaways tend to be found in more disadvantaged areas of Sheffield. They are also often clustered near to schools making them easy to access at lunch breaks and after school, especially for secondary school children. This provides an obstacle to school children eating healthily^[3]. As part of the whole systems approach our Food Strategy takes towards impacting on obesity and associated ill health, limiting the development of hot food takeaways close to schools will assist in children and the wider community making healthier food choices.
- 4.43. An overconcentration of hot food takeaways also negatively impacts on the vitality and viability of District and Local Centres and other locations by reducing the diversity of the types of shops and services they offer.

POLICY NC12: HOT FOOD TAKEAWAYS

New hot food takeaways, extensions to, or increases in the opening hours to existing hot-food takeaways, will not be permitted where the application is:

a) within 800 metres of a secondary school and where it would be open for business anytime between 8am and 5pm; and

b) New hot food takeaways (or extensions into adjoining units) will not be permitted in a District or Local Centre where existing hot food takeaways already make up more than 25% of the units within the centre

All hot food takeaways should provide suitably sized, screened waste storage systems, appropriate extraction systems for the removal of odours and public waste bins when these are lacking within the vicinity.

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Definitions

^[1] The Council's Food and Wellbeing Strategy

^[2] The Public Health toolkit "Strategies for Encouraging Healthier" Out of Home" Food Provision (2017)

^[3] The Public Health toolkit "Strategies for Encouraging Healthier" Out of Home" Food Provision (2017)

'Hot food takeaways' - where a unit is operating as a hot food takeaway due to:

- *The presence of an ordering counter for hot food takeaways and the proportion of space given over to food preparation in relation to customer circulation.*
- *The number of tables and chairs to be provided for customer use.*

Safeguarding Local Services and Community Facilities

- 4.44. Local services and community facilities are provided by both the public and the private sectors but are frequently threatened by redevelopment proposals due to competition for land and premises from more financially lucrative uses. The Council is keen to safeguard valued facilities, particularly in locations where there are few similar facilities and where their loss would reduce the community's ability to meet its day-to-day needs. This will help to establish the aim of the '20-minute city' referred to in policy NC10.
- 4.45. When determining whether a 'use' constitutes a local community facility, the extent to which the community benefits from the facility, or the nature and extent of the need for that facility within a community, are relevant considerations. Evidence would normally be required to show that there has been public consultation to ascertain the value of the facility to the local community to determine whether removal of that facility is supported. In the case of Assets of Community Value (see Glossary), the local community can have an opportunity to bid for the property, though that process is subject to viability considerations.

POLICY NC13: SAFEGUARDING LOCAL SERVICES AND COMMUNITY FACILITIES

Development which would result in the loss of a valued community facility will be permitted where:

- a) it has been shown that continued use as that community facility would be unviable;

Or

- b) adequate equivalent alternative facilities would be available within 10 minutes walk (800 metres) of the site; or
- c) a commuted sum is paid to enable the facility to be provided elsewhere within 10 minutes walk (800 metres) of the site; or
- d) the facility is replaced as part of the new development.

Definitions

'Valued' - where there is evidence to indicate that in the past five years it has been well-used by the local community.

For **'community facility'** – see Glossary.

Safeguarding Sensitive Uses from Noise and Nuisance

- 4.46. Noise pollution can have significant adverse impacts on people's health and mental well-being. It is therefore important to ensure that people's living conditions are not disturbed by excessive noise and nuisance (including fumes and odours). Noise and nuisance mitigation measures, including restrictions on times of opening for late night uses may be a condition of planning permission. Outdoor seating areas have less opportunity for mitigation and therefore may have greater restrictions.
- 4.47. The Policy Zoning approach described in Section 2 above helps separate noise and nuisance-creating uses, such as general industry, from sensitive uses, such as housing. However, these uses often have to co-exist in the same area. For example, historic industrial uses may be well-established in residential areas where they would not now be acceptable. Also, the Plan promotes higher-density housing in the City Centre, around District Centres, and along high-frequency public transport routes, yet the City and District Centres are also the focus for evening entertainment. All these areas can experience higher levels of noise and disturbance than other parts of the city.
- 4.48. This policy will help to ensure that an appropriate balance is struck between the needs of commercial uses, transport and the conditions for people living or staying nearby.
- 4.49. Further guidance on appropriate opening hours in different parts of the city will be provided in a supplementary planning document.

POLICY NC14: SAFEGUARDING SENSITIVE USES FROM NOISE, ODOURS AND OTHER NUISANCE

New development (excluding construction activity) should not cause residents to suffer from noise, odours or other nuisance that would be harmful to living conditions or general wellbeing.

The development of noise-sensitive uses should incorporate appropriate design features to reduce the effects of noise within the building to an acceptable level within areas with significant background noise, including the City Centre, District and Local Centres, adjoining [the Trunk Road Strategic Road Network](#) or Strategic Roads, and near to industrial areas.

At application, the closing time of drinking establishments, hot-food takeaways, nightclubs, amusement centres, casinos and music performance venues may be limited to:

- a) 12:30am in the City Centre Night-time Quiet Areas; and
- b) 11.30pm in all District and Local Centres and in Residential Zones

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In determining appropriate opening hours, consideration will be given to the opening hours and concentration of similar uses in the area.

All uses must ensure conditions for nearby residents and people working in the area will not be harmed by noise breakout, traffic, parking on nearby streets, odours, street noise, or general disturbance.

Definitions

'Noise-sensitive uses' – includes hotels (Class C1), residential institutions (Classes C2 and C2A), housing (Classes C3 and C4), some office (Classes E(c) and E(g)(i)) uses, certain services (medical or health, (Class E(e)), nurseries or creches (Class E(f)), community and learning and community uses (Class F1), halls or meeting places (Class F2(b)), theatres, hostels and cinemas.

'Appropriate design features' – could include double-glazing, sound insulation to walls or floors, physical barriers such as mounds or fences, and works to the noise source itself.

'Acceptable level' – a level that would not disturb normal patterns of life or activity for that type of development. This will be assessed against the British Standard BS 8233:2014 'Sound insulation and noise reduction for buildings Code of Practice', and World Health Organisation (WHO) 'Guidelines for Community Noise; 1999'.

'Significant background noise' – sound that is unwanted by the hearer and harms their quality of life. This means averages of more than 55 decibels between 7am and 11pm, and more than 40 decibels between 11pm and 7am.

For **'City Centre Night-time Quiet Areas'**, **'District Centres'**, **'Local Centres'** and **'Residential Zones'** – see the Policies Map.

For **'nuisance'**, **'Trunk Roads Strategic Road Network'** and **'Strategic Roads'** – see Glossary.

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Further information

The Night-time Quiet Areas are shown on the Policies Map and on Map 5.

Creating Open Space in Residential Developments

- 4.50. In large new housing developments, providing open space on-site is often the best way to cater for the immediate recreational needs of new residents that could not be met by existing open space. Integrating open space within development sites also provides broader environmental benefits and it can help to contribute significantly to improving health and wellbeing as well as meeting the requirement of providing Biodiversity Net Gain (see **Policy GS6**). [Where open space is provided in developments within 7km of designated European sites, the provision of new accessible natural greenspace can help avoid recreational pressure on the designated sites \(see Policy GS5\).](#)
- 4.51. Open space to support housing developments of less than 100 homes will mainly be funded through the [Community Infrastructure Levy \(CIL\)](#) or other developer contributions (see policy DC1) and is more likely to be in the form of off-site provision. However, for larger sites new open space may need to be provided on-site by the developer. This will usually be where existing open space provision is below the minimum quantity, quality or accessibility and development would cause a localised requirement for additional open space due to the increase in population from new housing.
- 4.52. The Council published a citywide Playing Pitch Strategy in 2022 which will be used to inform decisions on planning applications affecting playing pitches; [such planning applications will also need to ensure that there is no conflict between adjacent uses such as housing and playing fields by incorporating appropriate mitigation measures, as required.](#)

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POLICY NC15: CREATING OPEN SPACE IN RESIDENTIAL DEVELOPMENTS

For residential developments with a capacity for 100 or more dwellings, at least 10% of the site should be laid out as open space except where:

- provision of open space within the local area would continue to exceed the minimum standards in terms of quantity, quality and accessibility after the development had taken place, taking into account the additional population arising from the development; or
- it would be more appropriate to provide or enhance open space off-site within the local area

For residential developments with a capacity of less than 100 dwellings, provision of open space off-site will usually be acceptable but amenity greenspace and landscaped areas should be provided on-site in order to create an attractive layout and/or protect and enhance areas of ecological or landscape value.

Play space for children should also be provided on-site on sites of 50 or more new homes.

Any new open space that is provided should be:

- a) appropriate for the development and of a high standard, having regard to the type of open space required and the type of accommodation being provided (see Table 2 below); and
- b) large enough and appropriately sited to cater effectively for the intended recreational use; and
- c) publicly accessible, safe and follow the principles of inclusive and dementia friendly design; and
- d) integrate the sustainable drainage system (SuDS) for the site, where appropriate; and
- e) supported by a management and maintenance plan, including where necessary, a funding strategy for longer term maintenance.

e) [For sites within 7 km of the South Pennine Moors Special Protection Area/Special Area of Conservation, priority should be given to the creation/enhancement of accessible natural greenspace within the relevant catchment in order to help deflect visitors away from the SPA/SAC \(see Policy GS5\).](#)

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Definitions

'Local area' – within the walking distances set out in Table 4 (page 106).

'Minimum quantity' – meeting the thresholds for different types of open space as set out in Table 4 (page 106).

[For 'accessible natural greenspace' – see Policy GS1.](#)

For **'open space'**, **'residential developments'**, **'sustainable drainage systems (SuDs)'**, **'inclusive and dementia friendly design'**, **'Special Protection Areas'** and **'Special Areas of Conservation'** – see Glossary.

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Table 2: Types of Open Space Required for Different Types of Residential Development

Category	Housing Developments (Use Class C3 or C4, including student 'cluster' flats (except for play space))	Residential Institutions (Use Class C2)	Purpose-Built Student Accommodation (Sui Generis)
Allotments	✓	✓	✓
Amenity Green Space	✓	✓	✓
Parks and Recreation Grounds	✓	✓	✓
Play Space (Children & Youth)	✓	✗	✗
Accessible Natural Green Space	✓	✓	✓

- ✓ Required
- ✗ Not required

Further Information

Policy NC15 should be read in conjunction with the relevant Green Infrastructure policies as they relate to the creation of new open space, including [Policy BG1 \(Blue and Green Infrastructure\)](#) (in the Part 1 document), [Policy GS1](#) (Development in Urban Green Space Zones) and [Policy GS6](#) (Biodiversity Net Gain) and [Policy DC1](#) (The Community Infrastructure Levy and Other Developer Contributions). This includes ensuring that all development provides net gains in biodiversity - new areas of accessible open space could be created within new housing developments to help achieve this aim. The policy should also be read in conjunction with [Policy DE3](#) Public Realm and Landscape Design.

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Development in the Flexible Use Zones Outside the Central Area

- 4.53. These Flexible Use Zones cover the areas outside the Central Sub-Area where a mix of residential and commercial uses can take place. Typically, these areas have developed near to District Centres or along the city's main arterial roads. Several of them are within the 'Broad Locations for Growth' shown on the Key Diagram; these are areas where opportunities for additional housing development are expected to come forward in the future as a result of redevelopment.
- 4.54. As in Residential Zones, an important objective is to ensure that the living environment of existing and new residential areas is protected.

POLICY NC16: DEVELOPMENT IN THE FLEXIBLE USE ZONES (OUTSIDE THE CENTRAL SUB-AREA)

In the Flexible Use Zones outside the Central Area, the following uses will be:

Acceptable

- Hotels (Class C1)
- Residential institutions (Class C2)
- Housing (Class C3)
- Houses in multiple occupation (Class C4) – subject to compliance with **Policy NC5(c)**
- Commercial, business and service uses (Class E) – where they comply with **Policy EC5**
- Local community and learning uses (Class F)
- Houses in multiple occupation with more than 6 residents – subject to compliance with **Policy NC5(c)**

Unacceptable

- General industrial (Class B2)
- Storage or distribution (Class B8)
- Unclassified uses that would be incompatible with residential use due to the noise, odours, pollution or traffic that they would generate

Definitions

For '**Flexible Use Zones**' – as shown on the Policies Map.

For '**Unclassified uses**' – see Glossary.

Further information

For the Central Area Flexible Use Zones, see Policy VC3.

Development in the Hospital Zones

- 4.55. Sheffield Teaching Hospitals NHS Foundation Trust is one of the UK's largest NHS foundation trusts. It runs five individual hospitals, the Northern General, Royal Hallamshire, Charles Clifford Dental Hospital, Weston Park Cancer Hospital and the Jessop Wing Maternity Hospital and employs around 17,000 people, making it one of the biggest employers in the city. The Children's Hospital is also a regionally important facility.
- 4.56. The plan needs to support these hospitals in order to ensure they can continue to operate and, if necessary, expand in order to ensure the continued delivery of high-quality medical care to the people of Sheffield and beyond. This will help to improve the health and wellbeing of city residents and visitors. They are also major contributors to the local economy through direct employment, as well as support industries in health technology and equipment and the local supply chain. The expansion and enhancement of these facilities is strongly supported and proposals that prejudice this will be resisted.
- 4.57. Development that helps to deliver and enhances the provision of these health facilities (including directly related infrastructure and support services) in Hospital Zones will be supported.
- 4.58. The aim of the Policy is to support the continued operation of hospitals in a relatively small number of highly accessible locations.

POLICY NC17: DEVELOPMENT IN THE HOSPITAL ZONES

In the Hospital Zones, the following uses will be:

Preferred

- Medical or health services (Class E1)

Acceptable

- Hotels (Class C1)
- Residential institutions (Class C2)
- Secure residential institutions (Class C2A)
- Other commercial, business and service uses (Class E) – where they would comply with **Policy EC5**
- Learning and non-residential institutions (Class F1)
- Local community uses (Class F2)

Unacceptable

- General industrial (Class B2)
- Storage or distribution (Class B8)

- Other uses that would be incompatible with the use of the zone for health or medical services

Definitions

For 'Hospital Zones' – as shown on the Policies Map.

5. A Strong Economy

- 5.1. There is a need to ensure jobs are located where the maximum economic, environmental and social benefits can be achieved. The City Centre presents the best opportunities in respect of this, so is a particular focus. Clearly, certain parts of the City Centre are more suited to some types of businesses than others. Offices, retail and leisure have different locational requirements, so will need promoting in specific Policy Zones.
- 5.2. Part 1 of the Plan highlights the importance of the **Advanced Manufacturing Innovation District (AMiD)** to Sheffield's economic growth ambitions (see Part 1, information box on page 76). The **AMiD Innovation District** is home to the UK's largest research-led advanced manufacturing cluster and boasts developing centres of innovation in health and wellbeing as well as vital energy research focussed on net-zero carbon processes. There are ambitious plans for further expansion, so it is important that the objectives of the **AMiD Innovation District** are not undermined by other development proposals.
- 5.3. Along with the City Centre and **AMiD the Innovation District**, one of the Sheffield Plan's objectives is to support the vitality and viability of District Centres and Local Centres, so commercial, business, service and community uses should normally be located in existing Centres (see **Policies SP3, NC10 and VC1**).
- 5.4. The Plan needs to ensure that all local people and communities share in the economic, employment and social benefits that new development brings to their area as far as possible and the economic benefits are inclusive, by making full use of local recruitment and training programmes. There is a skills shortage in the city that must be addressed and we also need to take maximum advantage of our excellent universities and further education colleges.
- 5.5. The city's universities and colleges make an important contribution to the city's economy; in terms of the student spend, the number of people employed (around 7,000) and the support given to local industry. The policies in this section enable them to develop and expand where necessary, whilst maintaining the education and research functions of the areas where the universities and colleges are already well established.
- 5.6. Heavy industry is still hugely important in terms of value and employment for the city. Along with storage and distribution (which has seen a huge increase in demand recently), it needs to be provided with suitable land and premises in the right locations in order to operate effectively.

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5.7. The Plan will ensure that businesses can operate, develop and grow in appropriate areas without being constrained by the presence of sensitive uses that could hold back current and future economic activity.

The Advanced Manufacturing Innovation District (AMID)

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5.8. Part 1 of the Plan (**Policy SA4**) identifies the AMID Innovation District as being central to the city's and the region's economic strategy. The Innovation District AMID initiative has been developed to build on a critical mass of unique assets and competitive advantages, creating a global centre of innovation excellence that connects industry-academic partners to growing national and international markets.

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5.9. The Innovation District AMID is recognised as the region's greatest opportunity to deliver transformational economic development. The Innovation District is a key location where local innovation capabilities present unique opportunities to deliver significant economic growth in emerging and growing international sectors; specifically, advanced manufacturing and advanced health & wellbeing which utilise and commercialise the Research & Development and technological expertise of Sheffield's two universities.

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5.10. Examples of more specific sub sectors where the Innovation District AMID has a distinct advantage include modern methods of construction, advanced materials such as intelligent mobility/light weighting (new technology in transport), clean energy, digital manufacturing, health and zero carbon processes. These types of manufacturing need to be encouraged in order to deliver the vision for the Innovation District AMID.

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5.11. Improving access to the emerging economic opportunities will also involve connecting to local communities and neighbourhoods. The Innovation District AMID will act as a catalyst for place-based regeneration including improving local amenities, creation of attractive public spaces to encourage interaction and the creation of a significant number of new homes within the Innovation District AMID and its surrounding communities within the plan period - creating sustainable neighbourhoods for the next generation.

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POLICY EC1: DEVELOPMENT IN THE ADVANCED MANUFACTURING INNOVATION DISTRICT (AMID)

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Proposals for development on key sites (including significant windfall sites) within the Innovation District AMID will be supported and encouraged where they reflect the innovation-focussed economic development objectives relating to the delivery of advanced manufacturing, innovation in advanced

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health and wellbeing or energy research focussed on net-zero carbon processes.

Development proposals on key sites that do not support the **Innovation DistrictAMID** objectives for economic development, or delivery of complementary new homes or place-making, are likely to be resisted.

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Definitions

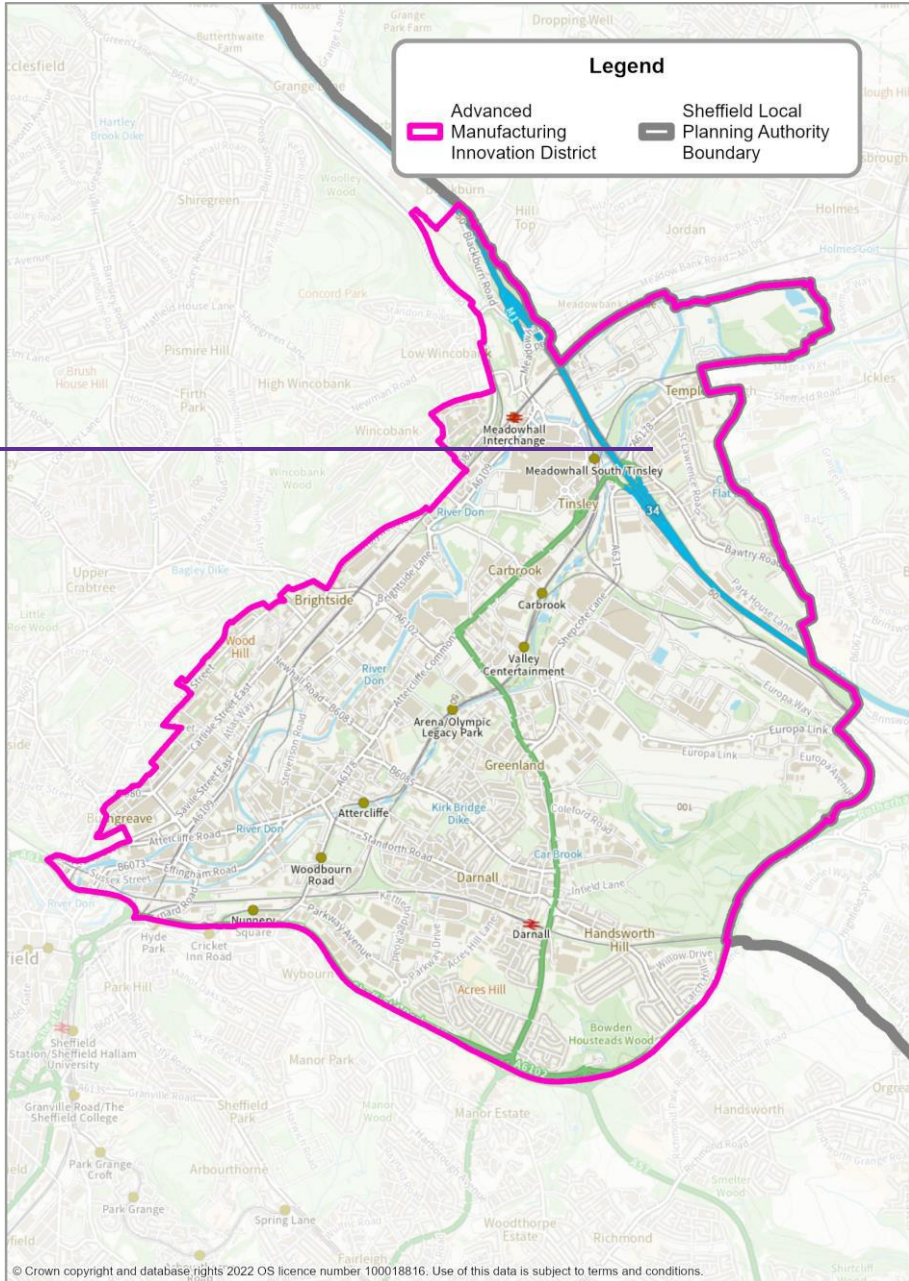
'Key sites' – as identified in Sheffield Plan, Annex A and windfall sites over 0.5 hectares.

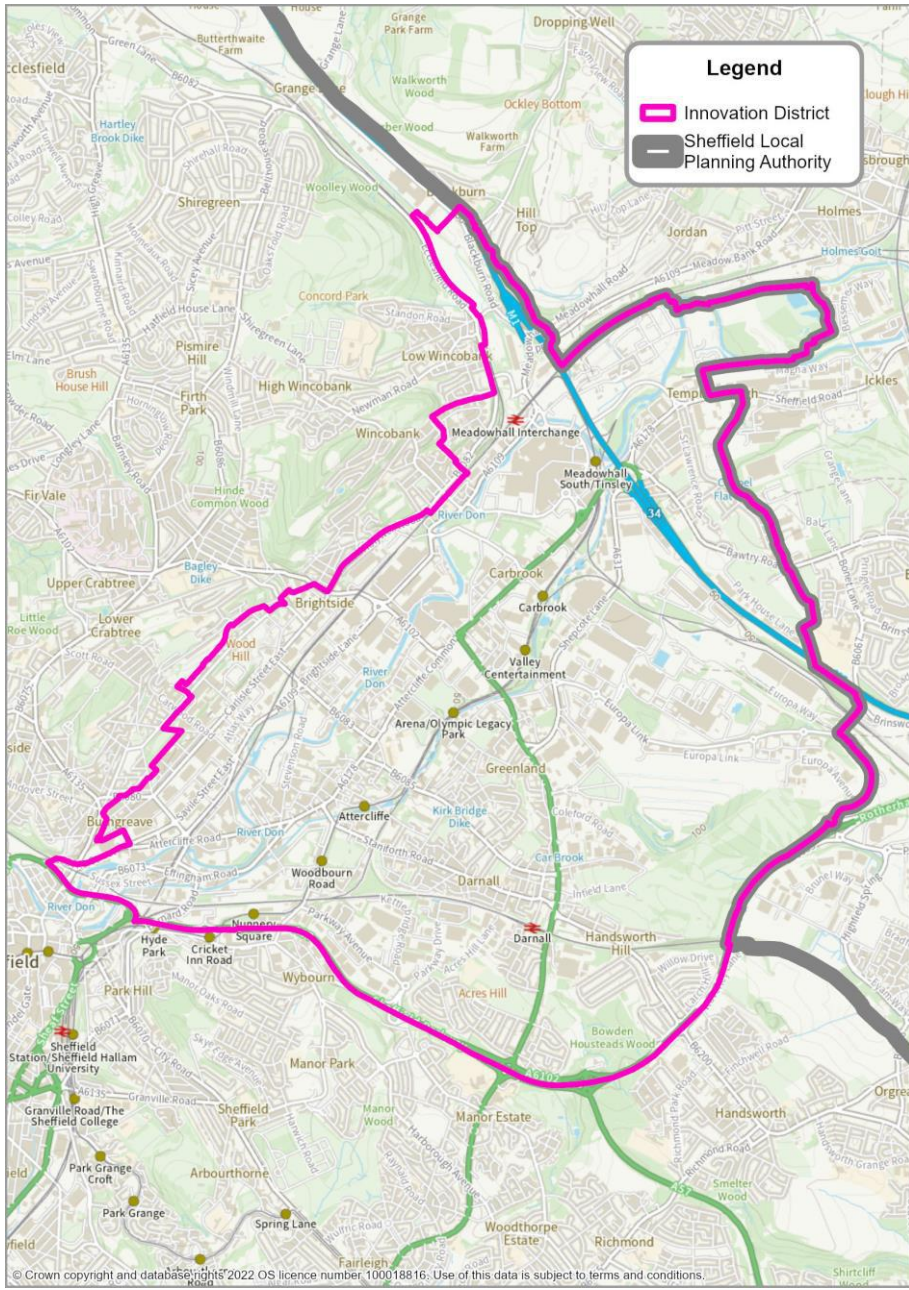
For **'the Innovation DistrictAMID'** – see the Glossary and boundary on Map 3 and the Policies Map.

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Map 3: **AMID THE INNOVATION DISTRICT**

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Employment Zones

Development in the City Centre Office Zones

- 5.12. There is a need to identify a location where offices should be the dominant use. The Employment Land Review and the more recent Update (ELRU)¹⁴ have confirmed increasing demand for office floorspace over the Plan period and the strength of Sheffield City Centre as an office location.
- 5.13. Recently there has been significant new (Grade A) office development in Sheffield City Centre. Given the new E Use Class and permitted development rights, there is a need to ensure that these high-quality offices remain in office use, through a designated Office Zone, with appropriate limits on other uses.

POLICY EC2: DEVELOPMENT IN THE CITY CENTRE OFFICE ZONES

In City Centre Office Zones the following uses will be:

Preferred

- Offices (Class E(g)(i))

Acceptable (provided that they do not harm the dominance of the preferred use)

- Residential Uses (Class C)
- Other Class E Uses

Unacceptable

- General industrial (B2)
- Storage and distribution (B8)
- Other uses that would be incompatible with residential uses due to the noise, pollution or traffic that they would generate

Other unclassified uses will be considered on their individual merits but will not be permitted where they would undermine the suitability of the Zone for the preferred uses or would not comply with **Policies EC5 and EC6**.

Definitions

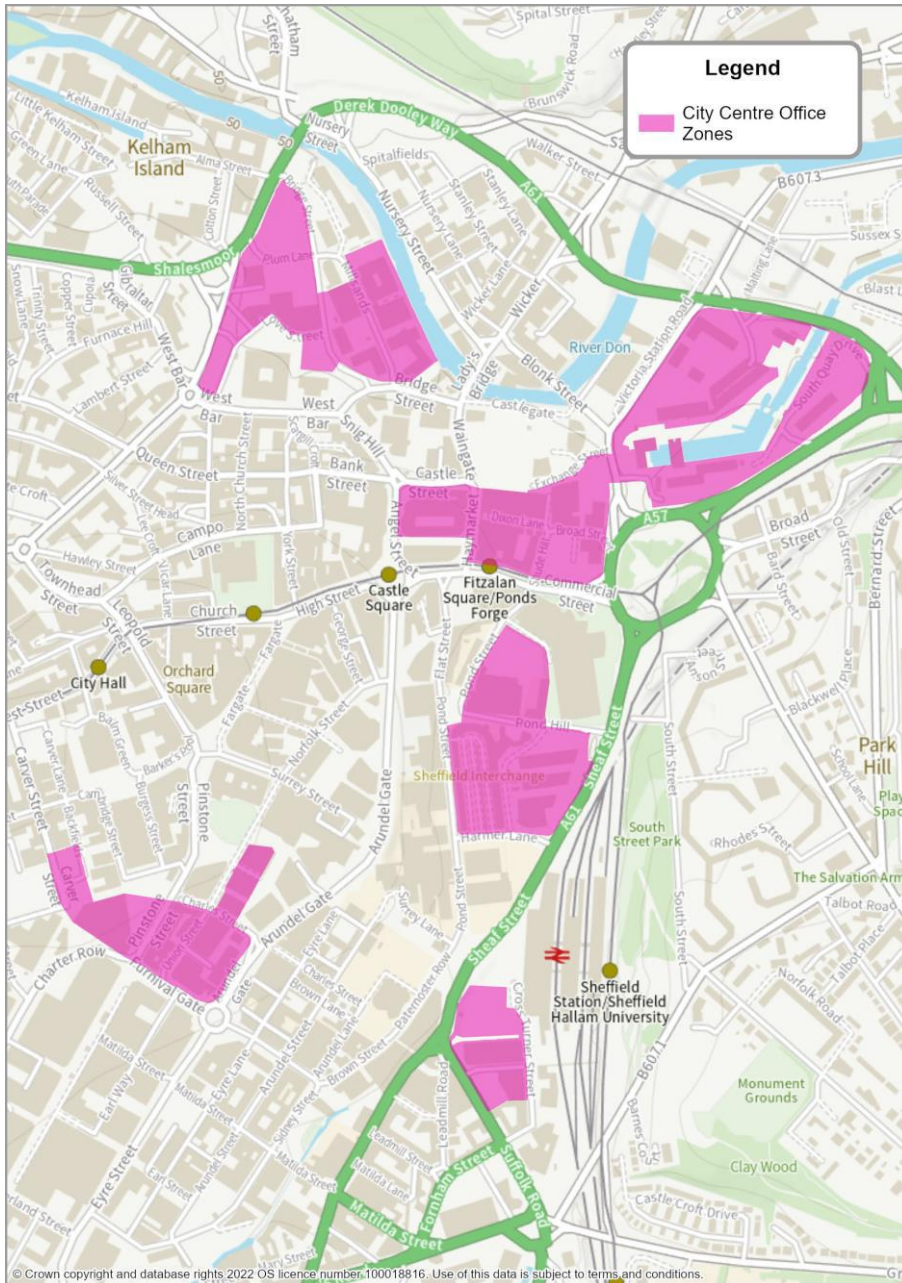
For '**City Centre Office Zones**' – see the *Policies Map*.

'**Dominance**' – at least 60% of the total gross floor area.

For '**Unclassified uses**' – see *Glossary*.

¹⁴ <https://www.sheffield.gov.uk/home/planning-development/sheffield-plan-background-studies-reports>

Map 4: City Centre Office Zones



Development in General Employment Zones

5.14. The General Employment Zones provide opportunity and flexibility for a wide range of business to expand, locate and relocate. However, residential uses and other sensitive uses are not appropriate in these areas due to noise, traffic or other disturbance.

POLICY EC3: DEVELOPMENT IN GENERAL EMPLOYMENT ZONES

In General Employment Zones the following uses will be:

Acceptable

- Storage and distribution (Class B8) not including open storage
- Hotels (Class C1) where they would comply with **Policy EC6**
- Commercial, business and service uses (Class E) – where they would comply with **Policy EC5**
- Learning and non-residential institutions (Class F1) and local community uses (Class F2) – only in locations that are accessible and where they would comply with **Policies EC5 and EC6**

Unacceptable

- Residential institutions (Class C2)
- Secure residential institutions (Class C2A)
- Dwellinghouses (Class C3)
- Houses in multiple occupation (Class C4)
- Purpose built student accommodation

Other uses will be considered on their individual merits but will not be permitted where they would undermine the suitability of the Zone for the acceptable uses or would not comply with **Policies EC5 and EC6**.

Definitions

For '**General Employment Zones**' – see the *Policies Map*.

'**Accessible**' – within 800 metres of the *Core Public Transport Network*

'**Leisure developments**' – see *Glossary*.

Development in Industrial Zones

- 5.15. Industrial Zones will be those areas where large sites for industrial and similar uses already exist or can be created. Sites and areas must be of good quality and attractive to occupiers, which means they need to be accessible, relatively flat and free from constraints of operation, such as proximity to sensitive uses like housing. There should be a range of choice of sites and location to enable expansion, relocation or for businesses wishing to move into the city.
- 5.16. Other uses could be appropriate in these areas, especially where they could support the operation of the businesses and provide services and amenities to workers and visitors.

POLICY EC4: DEVELOPMENT IN INDUSTRIAL ZONES

In Industrial Zones, the following uses will be:

Preferred

- General industrial (Class B2)
- Storage or distribution (Class B8), including open storage

Acceptable

- Hotels (Class C1) where they would comply with **Policy EC6**
- Commercial, business and service uses (Class E) – where they would comply with **Policy EC5**
- Scrapyards, or a yard for the storage/distribution of minerals or the breaking of motor vehicles
- Waste disposal installations for the incineration, chemical treatment or landfill of hazardous waste

Unacceptable

- Residential Institutions (Class C2)
- Secure Residential institutions (Class C2A)
- Dwellinghouses (Class C3)
- Houses in multiple occupation (Class C4)
- Local community uses (Class F2)
- Houses in multiple occupation for more than 6 residents
- Purpose built student accommodation

Other uses will be considered on their individual merits but will not be permitted where they would undermine the suitability of the Zone for the preferred uses or would not comply with **Policies EC5 and EC6**.

Definitions

For '**Industrial Zones**' – see the Policies Map.

For '**Unclassified uses**' – see Glossary.

Assessment of Commercial Proposals Outside Centres

Assessment of Proposals for Commercial, Business and Service Uses, Retail Warehouse Clubs and Leisure Developments Outside Centres

- 5.17. One of the Sheffield Plan's objectives is to support the vitality and viability of the City Centre which includes the Primary Shopping Area. Collectively, the City Centre, District Centres and Local Centres are known as 'town centres'. Firstly, this means proposals for larger scale commercial, business and service uses, retail warehouse clubs and leisure developments should be located in existing town centres (the sequential approach). Secondly, if the proposal is outside a town centre and is of a certain scale, the impact on existing town centres should be assessed.
- 5.18. A number of factors should be agreed before applications are determined, including: the various scenarios for its retail offer; its catchment area; the town centres whose health might be affected (including those in neighbouring authority areas); the pattern of trade draw and trade diversion; and any restrictions that may be placed on the proposed retail floorspace.

POLICY EC5: ASSESSMENT OF PROPOSALS FOR COMMERCIAL, BUSINESS AND SERVICE USES, RETAIL WAREHOUSE CLUBS AND LEISURE DEVELOPMENT OUTSIDE CENTRES

When assessing proposals for commercial, business and service uses (Class E), retail warehouse clubs and other unclassified retail and leisure developments, the following criteria will apply:

- a) Developments that attract large numbers of visitors should be located in 'town centre' locations;
- b) If there are no suitable and available sites in town centre locations – taking into account the need for flexibility in scale and format – then edge-of-centre and out-of-centre locations can be considered;
- c) Edge-of-centre and out-of-centre sites should be accessible and well-connected to a town centre;
- d) Developments that attract large numbers of people should be located as close as possible to other such facilities and where they would be most accessible for local users of public transport, pedestrians and cyclists;
- e) Developments with more than 500 square metres gross internal floorspace should be within 400 metres of a bus stop on a route providing the minimum service frequency standard or within 800 metres of a tram stop;

- f) Proposals will be permitted if, combined with recent commitments and developments in its catchment area, they are unlikely to have a significant adverse impact on:
- existing, committed and planned investment in a centre in the catchment area of the proposed development; or
 - the vitality and viability of any centre in the catchment area of the proposed development.
- g) Where proposals are permitted, conditions may be attached to appropriately manage the impact of a particular use;
- h) Retail impact assessments will be required for:
- proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 500 square metres or more;
 - proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 300 square metres or more, and are within 800 metres of a District Centre;
 - proposed edge-of-centre and out of centre commercial, business, leisure and service uses that have a gross floorspace of 200 square metres or more, and are within 800 metres of a Local Centre.

Definitions

'Retail warehouse clubs' - retail stores selling a variety of goods where customers may buy large, bulk quantities of the store's products, in order to purchase goods at a lower price than normal retail outlets. Customers are required to pay annual membership fees in order to shop and membership may only be available to certain groups of professional people. They are classed as 'main town centre uses' in the National Planning Policy Framework.

For **'Edge-of-centre'** – see Glossary.

'Out-of-centre' – outside the centre and not edge-of-centre.

'Available' – available for the type of development proposed rather than available for the landowner or developer hoping to carry out the development.

'Significant adverse impact' – might include directly leading to the relocation of those forms of retailing fundamental to the continuing vitality and viability of the Centre. Alternatively, significantly and harmfully:

- reducing turnover in existing Centres; or
- expanding forms of retailing out-of-centre that are fundamental to the continuing vitality and viability of existing Centres; or
- affecting the requirements of retailer locational decisions in a Centre; or

- increasing the direct and indirect retail draw of an out-of-centre facility; or
- decreasing the number of visitors to a Centre

For 'leisure development', 'sequential approach', 'community facilities', 'gross floorspace', 'City Centre', 'District Centre', 'Local Centre', and 'minimum service frequency standard'– see Glossary.

Economic Development and Sensitive Uses

- 5.19. In the City Centre, a wide range of businesses, such as small-scale production, technology and design companies, contribute to the mix and diversity of uses which help make it a thriving centre. As such, they should be encouraged to remain and not be constrained by new uses that may be affected by them. The responsibility will be on the sensitive uses that are being introduced to an area to ensure that the existing and new uses can operate together effectively and not adversely impact on each other. Well-designed buildings and improved environments for residents will help reduce potential conflicts.
- 5.20. Developers may need to submit a Noise and Nuisance Impact Assessment to demonstrate that the requirements of the Policy are being met.

POLICY EC6: ECONOMIC DEVELOPMENT AND SENSITIVE USES

The development of housing and other sensitive uses should take account of the operations and growth aspirations of nearby businesses in Industrial Zones and General Employment Zones

Development should mitigate the impact of noise and other potential nuisance on its occupants to avoid restrictions being placed on businesses, or their possible closure.

Regulated Sites

Where new development is permitted within the proximity of an existing Regulated Site, then it should not impose unreasonable restrictions on the permitted facility. In cases where this may occur new development will need to provide appropriate mitigation measures and/or provide financial contributions to the operator of the facility to support measures that minimise any adverse effects.

Definitions

'Industrial employment areas' – Policy Zones in which general industry (B2) and/or storage or distribution are preferred or acceptable uses, i.e. Industrial Zones and General Employment Zones (see **Policies EC3 and EC4** and the Policies Map).

'Regulated Site' – a facility or operation that is regulated under an environmental or health and safety law (typically facilities associated with utilities infrastructure and waste management).

For **'sensitive uses'** and **'nuisance'**– see Glossary.

Promoting Local Employment Opportunities

Promoting Local Employment in Development

5.21. New development often takes place in areas of high deprivation and there is a danger that the benefits of development are not fairly shared with these local communities. It is important that they are given improved access to employment and training opportunities created by new development, both during the construction phase and, where practical, when the development becomes operational. In this way the economic and social benefits of inward investment into the city can be shared equitably.

POLICY EC7: PROMOTING LOCAL EMPLOYMENT IN DEVELOPMENT

Local sustainable employment will be secured by major employment-generating developments providing employment and training opportunities, to be taken up by local people during both the construction phase and, when practical, the occupation phase.

Definitions

'Sustainable employment' – an employment opportunity that is intended to be available for a minimum period of 26 weeks but preferably in excess of 52 weeks.

'Major employment-generating developments':

Type of Development	Threshold
<i>Residential development</i>	<i>25 residential units</i>
<i>Commercial development</i>	<i>1,000 square metres gross internal floorspace</i>
<i>End-user (future occupiers of buildings)</i>	<i>25 full-time equivalent employees or more</i>

'Employment opportunities' – includes jobs, apprenticeships, training opportunities and work placements, both during construction and on occupation.

'Local people' – those living within the Ward or neighbouring Wards in which the development takes place or if not possible, within Sheffield.

Development in University/College Zones

University/College Zones

- 5.22. Uses such as higher and further education, research and development and information and communication technology facilities, will be promoted in these Zones. Other, ancillary uses such as accommodation and catering facilities for staff and students, and other supporting facilities and services will also be acceptable.

POLICY EC8: DEVELOPMENT IN UNIVERSITY/COLLEGE ZONES

In University/College Zones, the following uses will be:

Preferred

- Learning and non-residential institutions for the provision of education (Class F1a)
- Research and development of products or processes (Class E(g)(ii))

Acceptable

- Hotels (Class C1)
- Residential institutions (Class C2)
- Dwellinghouses (Class C3)
- Houses in multiple occupation (Class C4) – subject to compliance with **Policy NC5**
- Commercial, business and service uses (Class E other than E(g)(ii)) – where they would comply with **Policy EC5**
- Learning and non-residential institutions (Class F1) other than for the provision of education (Class F1a)
- Local community uses (Class F2)
- Houses in multiple occupation with more than 6 residents – subject to compliance with **Policy NC5**
- Purpose built student accommodation

Unacceptable

- General industrial (Class B2)
- Storage and distribution (Class B8)
- Secure residential institutions (Class C2A)
- Unclassified uses that would be incompatible with residential use due to the noise, pollution or traffic that they would generate

Definitions

For 'University/College Zones' –as shown on the Policies Map.

For '**Unclassified uses**' – see Glossary.

6. A Vibrant City Centre

- 6.1. Our vision is for a well-connected, high profile city centre with a quality environment that supports business, employment, residential and cultural opportunities. It will be a hub for learning, employment, and highly skilled jobs but also a liveable, sustainable place where people can make their home.
- 6.2. We will have a vibrant concentration of shops, services and leisure facilities in the primary shopping area, which includes the Heart of the City Developments, Fargate, the Moor, alongside the independent shops around Division Street and Devonshire Street.
- 6.3. The City Centre will remain the focal point for showcasing Sheffield's exciting and diverse cultural scene, with the Cultural Zones including the nationally significant Sheffield Theatres venues; the Crucible, the Lyceum and the Playhouse – as well as the renowned Winter Gardens, Millennium Galleries and the Central Library.
- 6.4. Delivering on our Strategic Vision for the City Centre will see significant transition over the Plan period, with new communities developing. This will further reinforce our spatial strategy by maximising opportunities offered on underutilised brownfield sites in highly sustainable locations. These residential communities will also act as the 'glue' to help sustain existing City Centre businesses and give confidence for new businesses to open and flourish. To enable this to happen, outside the City Centre Primary Shopping Area (see **Policy VC1**) and Office Zones (see **Policy EC2** above), there will be a greater degree of flexibility in terms of uses that will be permitted.

Commercial, Business and Service Uses and Leisure Developments in the Primary Shopping Area

- 6.5. **Policy SP3** defines the City Centre, District Centres and Local Centres as 'town centres'.¹⁵ Development management policies are needed to support the vitality of these centres and ensure that development outside centres does not harm them.
- 6.6. This policy prioritises the attractiveness and vitality of the City Centre. Shops, services and leisure uses should dominate the street frontage in the City Centre Primary Shopping Area because they attract lots of people and ensure street vitality but other non-retail uses may be acceptable subject to meeting certain conditions.

¹⁵ NPPF Annex 2: Glossary

- 6.7. Offices should be concentrated in the Office Zone as they are the best location in terms of accessibility and amenities and services for office occupiers. Other locations within the boundary of the City Centre may be suitable for leisure uses and shops serving a local need. This is particularly relevant in the neighbourhoods detailed in Part 1.

POLICY VC1: COMMERCIAL, BUSINESS AND SERVICE USES AND LEISURE DEVELOPMENTS IN THE CITY CENTRE PRIMARY SHOPPING AREA

Within the City Centre Primary Shopping Area, the following uses will be:

Preferred

- Commercial, business and service uses (Class E) on street level frontages, except for offices (Class E(g)(i)) and industrial processes (Class E(G)(iii))

Acceptable (provided that they do not harm the dominance of the preferred uses)

- Hotels (Class C1)
- Dwellinghouses (Class C3) except on ground floor street frontages
- Houses ~~on~~ in Multiple Occupation (Class C4) or larger HMOs – except on ground floor street frontages or where they would conflict with **Policy NC5**
- Offices (Class E(g)(i))
- Learning and non-residential institutions (Class F1)
- Local community uses (Class F2)
- Public houses, wine bars or drinking establishments (with or without expanded food provision) – subject to compliance with **Policy NC14**
- Leisure developments - subject to compliance with **Policy NC14**
- Hot food takeaways – subject to compliance with **Policy NC12**

Unacceptable

- General industrial (Class B2)
- Storage or distribution (Class B8)
- Residential institutions (Class C2)
- Secure residential institutions (Class C2a)
- All other uses that would harm the vibrancy and vitality of the City Centre or that would be incompatible with residential uses

Both within and outside the Primary Shopping Area, development will be permitted provided that (either individually or in combination with other

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developments) it would not prejudice or delay the delivery of the Heart of the City 2 scheme.

Definitions

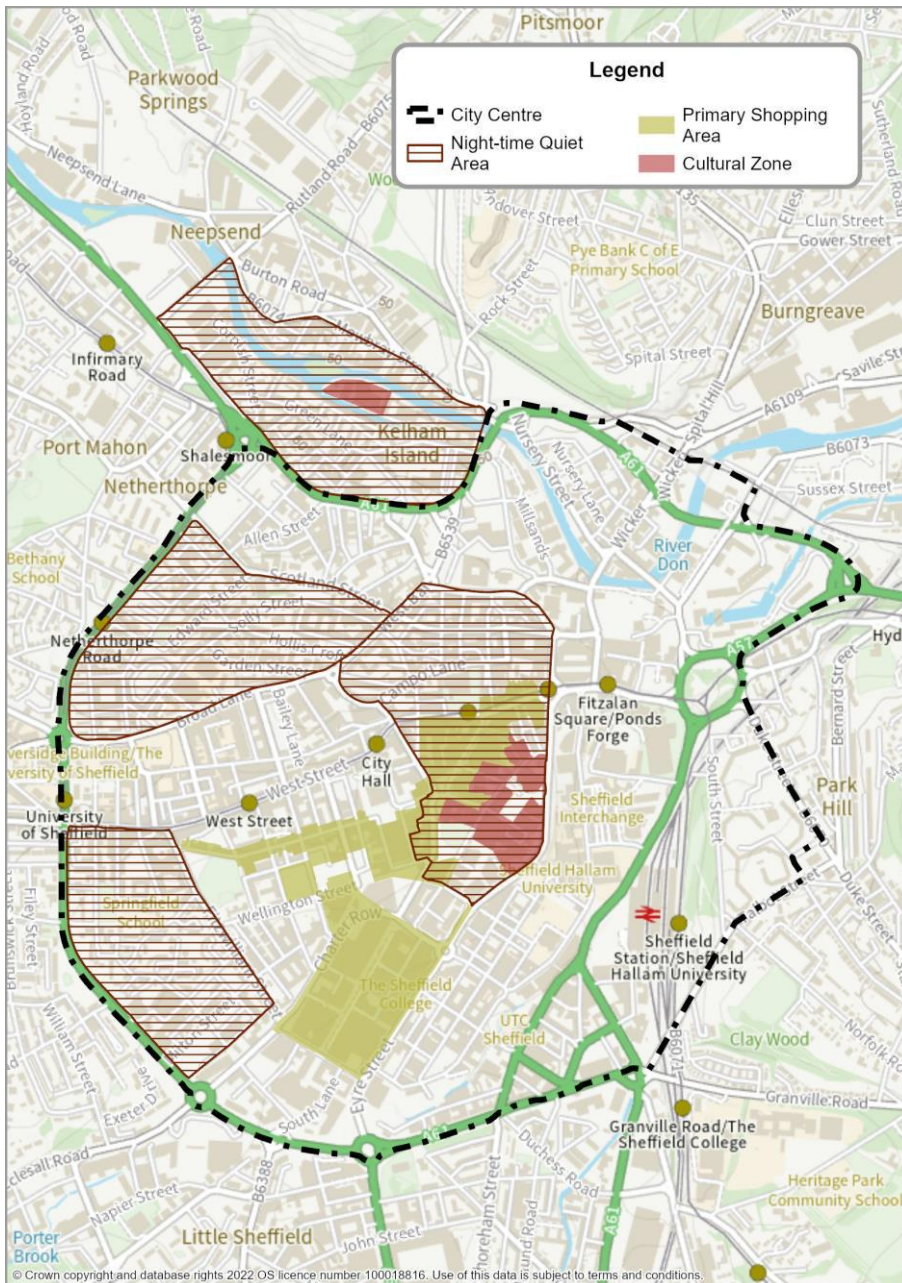
'Dominance' – at least 50% of the individual units in the Area.

For **'leisure developments'**, **'Heart of the City 2'** and **'sequential approach'** – see Glossary.

Further information

For further information on shopping and leisure needs, see the *Sheffield Retail and Leisure Study (2022)*.

Map 5: Shopping, Leisure and Cultural Development



Development in the Cultural Zones

- 6.8. The Cultural Zones lies within the Central Sub-Area and includes the Lyceum and Crucible Theatres, as well as the Winter Gardens and Central Library. Kelham Island Museum is also identified as a Cultural Zone.
- 6.9. There are benefits of clustering cultural and entertainment uses close to each other as they become more of a single destination that can encourage multiple uses and visits. It will also encourage supporting services, such as hotels, restaurants, bars and pubs to locate in the same area and will benefit those uses by providing a large customer base. All of this will help to improve the vibrancy of the City Centre, especially at night-time, and make the Core of the City Centre a more attractive place to visit, work and live.

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POLICY VC2: DEVELOPMENT IN THE CULTURAL ZONES

In the Cultural Zones, the following uses will be:

Preferred

- Learning and non-residential institutions (Class F1)
- Theatres
- Concert halls

Acceptable (provided that they do not harm the dominance of the preferred uses)

- Hotels (Class C1)
- Commercial, business and service uses (Class E)
- Local community uses (Class F2)
- Cinemas
- Public houses, wine bars or drinking establishments (with or without expanded food provision)

Unacceptable

- All other uses

Definitions

'Dominance' – at least 70% of the ground floor area.

Development in the Central Area Flexible Use Zones

- 6.10. The Central Area Flexible Use Zones cover a large part of the Central Sub-Area and allow for a mix of residential and commercial uses. These areas are likely to see significant increases in the number of new homes over the plan period.
- 6.11. In the City Centre, the Central Area Flexible Use Zones are secondary compared to other Zones that are more suited to specific types of use (Office Zones and the City Centre Primary Shopping Area). They are often located between these specific Policy Zones and tend to be more on the edge of the Sub-Area. They are therefore suited to a wide range of uses and would benefit from a mixing of uses. They can be very flexible in accommodating not only a range of uses but some that may not be suitable in parts of the City Centre.

POLICY VC3: DEVELOPMENT IN THE CENTRAL AREA FLEXIBLE USE ZONES

In the Central Area Flexible Use Zone, the following uses will be:

Acceptable

- Hotels (Class C1)
- Dwellinghouses (Class C3) – where the scale and mix of new homes would comply with **Policy NC5**
- Houses in multiple occupation (Class C4) – subject to compliance with **Policy NC5**
- Houses in multiple occupation with more than 6 residents – subject to compliance with **Policy NC5**
- Commercial, business and service uses (Class E) – where they comply with **Policy EC5**
- Learning and non-residential institutions (Class F1)
- Local community uses (Class F2)
- Public houses, wine bars or drinking establishments (with or without expanded food provision) - where they comply with **Policy NC14**
- Leisure developments – where they would comply with **Policies EC5 and NC14**

Unacceptable

- General industrial (Class B2)
- Storage or distribution (Class B8)
- Secure residential institutions (Class C2a)
- Other uses that would be incompatible with residential use due to the noise, pollution or traffic that they would generate

Definitions

For '**Leisure developments**' – see *Glossary*.

7. A Connected City

- 7.1. Excellent, sustainable transport connectivity will be essential in supporting our growing city and ensuring we achieve our air quality and net-zero carbon goals [\(as identified in Part 1, Policy T1\)](#). This also helps Sheffield to be an inclusive, healthy city where everyone can access the jobs, services and leisure opportunities that the city offers, where access to a car is not a necessity, and where new developments are connected by sustainable active travel networks and public transport.
- 7.2. The policies in this section help to ensure that the transport and travel impacts of new development are carefully managed to support a less car dependant future. This includes requirements for parking provision (including accessibility considerations and cycle parking), especially in highly accessible areas such as the City Centre where many new homes and jobs will be focussed.
- 7.3. Measures to reduce reliance on the car and increase options for active and sustainable modes can make a significant contribution to managing emissions, especially for journeys to work and business use. Provision for new technologies, such as electric vehicle charge points, will also be required within developments to support the uptake of zero emission vehicles.

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Transport

Development and Trip Generation

- 7.4. Enabling communities to access the things they need to live locally, reducing their need to travel, and providing for increased active and sustainable travel, will contribute to the development of accessible '20-minute neighbourhoods' (see **Policy NC10**), support improved health and wellbeing, and contribute towards decarbonising transport systems which is essential in addressing the climate emergency and achieving net zero carbon by 2030.
- 7.5. Locating new development close to existing centres and local facilities including public transport services, allows people to access the things they need within walking distance, by cycle, or public transport for longer journeys.
- 7.6. All developments should include provisions and incentives to increase sustainable and active travel and reduce reliance on the car.

POLICY CO1: DEVELOPMENT AND TRIP GENERATION

New development should support the delivery of net zero transport carbon emissions.

Proposals ~~should~~ **must** prioritise travel by public transport, cycling, and walking and incorporate inclusive infrastructure which provides connections to and within the development. This should focus on making the most efficient use of existing highway, including where appropriate reallocation of space to more sustainable modes.

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Provision will also be required to support the increased uptake of electric and zero emissions vehicles ~~(including electric bikes)~~, in accordance with the Parking Guidelines (see **Policy CO2**).

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Development proposals will be expected to include a proportionate package of measures that will:

- a) minimise the number of trips (all modes) that users of the development need to make, reduce car reliance and enable users to choose active and sustainable travel modes; and
- b) maximise opportunities for cycling and walking to, from and within the development, in ways that provide safe, inclusive, attractive, direct, coherent and comfortable travel, and in which cycling and walking become the most convenient way of getting around the development; and
- c) minimise and mitigate the impact of the development on the transport network, especially on routes into the City Centre and on the Inner Ring Road, and on the Strategic Road Network, its junctions and routes feeding main junctions onto the M1 motorway; and
- d) maximise access to and use of public transport to the development through a variety of measures and enable at least minimum service frequency standards to be achieved; and
- e) support implementation of the Clean Air Zone.

Significant trip generating developments (as set out in Table 3) will require a Travel Plan.

Definitions

'Parking Guidelines' – see policy CO2.

For **'Travel Plan'** and **'minimum service frequency standard'**, **'Clean Air Zone'** – see Glossary.

Table 3: Significant Trip-Generating Developments Requiring a Travel Plan or Travel Plan Statement

	Exceeding one or a combination of the following*			
Requirement	Travel Plan			Travel Plan Statement
Land Use ¹⁶	Trip Generation in any 1 hr	No. of Employees	Gross floor space/ Units/ Trip Generation	Gross floor space
Shops (Ea) food retail		> 50 staff	>800m ²	250m ² - 799m ²
Shops (Ea) Non food			>1,500m ²	800m ² – 1,449m ²
Financial and Professional services (Ec)			>2,500m ²	1,000m ² – 2,499m ²
Offices (Eg)			>2,500m ²	1,500m ² – 2,499m ²
Community Facilities and Institutions (F2) Leisure and Recreation Facilities (F2/Ed)	>30 vehicle movements	> 50 staff	>1,000m ²	500m ² - 999m ²
			>1,500m ²	500m ² – 1,499m ²
General Industry (B2)	>30 vehicle movements	>50 staff	>4,000m ²	2,500m ² – 3,999m ²
Hotels (C1)	>30 vehicle movements	>50 staff	>100 beds	75-99 beds
Housing (incl purpose-built student accom) (C3)	Car free or limited car parking	N/a	>80 units	50-79 units
All other development	>30 vehicle movements	>50 staff	> 30 vehicle movements in any one hour	
Note * Where a development below the threshold is proposed on a site that is already covered by an area or framework travel plan, that development will be expected to produce and implement an organisation-specific Travel Plan in accordance with that already approved.				

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¹⁶ [Where a development proposal represents a change of use the thresholds in Table 3 will still apply.](#)

Parking Provision in New Development

- 7.7. Part of the spatial strategy (see **Policies SP1 and NC9**) is to make efficient use of land within the built-up areas and attractive places for people. The provision of car parking impacts on development densities and excessive provision can be wasteful of valuable land. It can also encourage unnecessary car use. The accessibility of places by public transport, walking and cycling will be taken into account when considering parking provision. However, under provision of car parking can result in inappropriate and uncontrolled on-street parking which can result in obstruction and safety issues. Where it is not designed into the street, it can also be unattractive and impact on active travel.
- 7.8. Where parking is required, it is important that opportunities are taken to enable greater use of zero emission vehicles by providing charging points and appropriate infrastructure to enable future expansion. It is also important to provide infrastructure to support shared mobility options within developments, such as car club parking, and mobility hubs, which can support a reduction in car ownership and reduce the need for car parking.
- 7.9. Robust standards for secure cycle parking enable more journeys to be made by bicycle and encourage a form of travel that has the least impact on road space, relieving congestion and lowering emissions. Electric charging infrastructure for electric bikes and cargo cycles are also required to support increased uptake of this mode.
- 7.10. The Council published the **Sheffield Parking Strategy**¹⁷ in February 2018. The Strategy sets out the ways in which parking will be managed in order to achieve the Council's wider aims in transport, land use planning, improving air quality and reducing carbon emissions. Policy CO2 below helps to deliver elements of the overall Strategy.
- 7.11. In accordance with the National Planning Policy Framework, a flexible approach will be taken when assessing how car parking guidelines will be applied. An important aim is to minimise the demand for levels of on-street parking beyond which there would be detrimental impacts to the operation of the highway which is a place for people as well as vehicles.

POLICY CO2: PARKING PROVISION IN NEW DEVELOPMENT

New development (including extensions) should comply with the Parking Guidelines set out in Annex B. The following principles will apply:

¹⁷ Sheffield Parking Strategy, February 2018 - <http://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?id=1974>

a) Residential development in the Central Sub-Area should be car-free or provide a maximum of 1 space per 10 dwellings where a clear need can be demonstrated. In other areas general parking provision below the Guidelines may be permitted where the site is within easy walking distance of a District Centre on a high frequency bus route or tram route and where it would:

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- encourage the use of more sustainable transport modes; and
- be necessary to achieve the minimum density guidelines set out in **Policy NC9**; and
- not lead to increased demand for on-street parking which results in unacceptable impacts on highway safety and the operation of the highway; and
- include facilities for shared mobility, and where appropriate, designated parking for car club or car share vehicles with electric charging points

b) Contributions towards improved public transport and active travel connections may be sought where parking provision is below the Guideline figure;

c) Sufficient, and appropriately sited, accessible parking and drop-off facilities must be provided for disabled people;

d) Car and cycle parking must be secure and appropriately designed, suitable for the use and location and be accessible and convenient for all users;

e) Facilities for zero emission vehicles (including as a minimum, electric vehicle recharging infrastructure), must be appropriately designed, suitable for the use and location and accessible to all users in design and operation;

f) Car parking, or the provision of facilities for zero emission vehicles associated with new development, should not unacceptably impact neighbouring streets by:

- reducing highway capacity (including for pedestrians, cyclists and public transport); or
- adversely affecting highway safety or existing on-street parking; or
- obstructing the movement of cyclists, service vehicles or public transport vehicles

Developers may be expected to provide on-street controls where necessary to achieve this.

g) New development should, wherever possible, minimise the loss of existing on-street parking spaces within Controlled Parking Zones.

Definitions

'Service vehicles' – buses and emergency, waste collection, delivery and maintenance vehicles.

'Controlled Parking Zone' – areas where on-street parking is controlled or restricted (e.g. to provide permit-only parking and/or time limits on parking).

'High frequency bus routes' - see Glossary.

For **'sustainable transport modes'** – see Glossary.

'Shared mobility' – shared modes of transport for individual or joint use, for example car sharing, bike hire, car club, demand responsive services.

Telecommunication Masts and Digital Connectivity

Broadband and Telecommunications

- 7.12. Full-fibre networks and 5G are fundamental to future economic prosperity. As more services are provided on-line and more people work at home (including 'live/work' arrangements), improved digital connections are becoming increasingly necessary in homes and businesses. There are significant commercial and economic benefits in enabling full-fibre broadband connections in all new developments. It is an important way of future-proofing developments.
- 7.13. The National Productivity Improvement Fund has been set up to support the provision of full-fibre connections and 5G communications. The 'Future Telecoms Infrastructure Review 2018' outlined the Government's plans for 15 million premises to have full fibre by 2025, with nationwide coverage by 2033. High quality electronic communications include super-fast, ultra-fast and gigabit fibre broadband networks and any potential future new technology that may be introduced to the market.
- 7.14. Many broadband providers will now provide fibre networks free of charge to most sizes of housing and commercial developments and subsidies are often available.
- 7.15. The National Planning Policy Framework ¹⁸ sets out a number of criteria that must be met when new communications infrastructure is proposed – those criteria are not repeated here.

POLICY CO3: BROADBAND AND TELECOMMUNICATIONS

All new build developments will be required to have the physical infrastructure to support gigabit-capable, full fibre connections.

Developers will be required to work with network operators so that gigabit-capable full fibre broadband is installed in new developments. Consideration should be given to installing gigabit-capable full fibre infrastructure from multiple network operators in order to provide choice and competition to consumers. Developers should also consider the ability to upgrade the infrastructure in the future in order to minimize disruption to occupiers/users.

Proposals for the installation of telecommunications equipment should demonstrate that:

¹⁸ National Planning Policy Framework (2021), paragraphs 114-118.

- a) technologies to miniaturise and camouflage any telecommunications apparatus have been explored; and
- b) the equipment is appropriately designed, coloured and landscaped to take account of its setting and there is no adverse impact on visual amenity or on the significance of heritage assets.

~~Development involving the construction of new buildings or other structures should not cause interference to broadcasts or telecommunication services.~~

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Definitions

Gigabit-capable, full-fibre broadband - or Fibre to the Premises (FTTP) or Fibre to the Home (FTTH) – means that fibre optic cabling is used from the local exchange all the way to the end-user premises, relying on no copper-based telephone lines. Fibre optic cabling can transmit large amounts of data at very high speeds, greater than 1 gigabit per second (Gbps; 1 Gbps is equal to 1000 Mbps).

‘Telecommunications equipment’ – includes satellite dishes, microwave antennae, radio masts, cabinet boxes, and other types of telecommunications apparatus which require planning permission.

8. A Green City – responding to the Biodiversity Emergency

- 8.1. The UK is one of the most nature depleted countries in the world, with species declining at alarming rates from loss of habitat, changes in land use, agricultural practices, and climate change. In response to this catastrophic decline, Sheffield declared a Biodiversity Emergency¹⁹ in May 2021 and aims to address this crisis within the city by working with a variety of organisations and partners to restore nature.
- 8.2. The creation and enhancement of habitats, together with the implementation of nature-based solutions to issues such as land drainage, will deliver wider environmental, social and economic gains for the city. It helps reduce carbon emissions, flooding, pollution and the urban heat island effect, making the city more resilient to the increasing pressures of climate change. It also benefits our own health and well-being by creating opportunities for recreation, [food production](#) and equal access to nature and the outdoor environment for all, while ensuring any negative impacts on biodiversity are avoided.
- 8.3. Part 1 of the Plan (**Policy BG1**) identifies the important green and blue infrastructure in the city. The policies in this section set out how those important features will be protected and enhanced as part of new development.
- 8.4. The implementation of other local and national strategies will also help to address the loss of nature and help create, restore and connect a range of habitats to provide a network of places for wildlife to thrive.

Development in Urban Greenspace Zones

- 8.5. The Urban Greenspace Zones shown on the Policies Map cover a range of private and public land which is valuable for recreation or ecology, landscape, heritage, visual amenity, functional floodplain or local food production (allotments, [community gardens and urban farms](#)). The areas are predominantly green in character or are in use for outdoor recreation. They include areas of 'open space' (as defined in the National Planning Policy Framework²⁰).
- 8.6. Only Urban Greenspace Zones of 0.4 hectare and above (and 0.2 hectare and above in the City Centre) are shown on the Policies Map but Policy GS1 also applies to smaller greenspaces of less than 0.4 hectares (except private gardens) within other Policy Zones.

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¹⁹ The Biodiversity Emergency is also sometimes referred to as the Nature Emergency).

²⁰ National Planning Policy Framework (2021), Annex 2: Glossary.

- 8.7. Providing access to a range of open spaces of a sufficient quality and quantity is an important part of contributing to the health and wellbeing of communities. Planning policies should aim to achieve healthy, inclusive and safe places including high quality public space, the provision of safe and accessible green infrastructure and plan positively for the provision and use of shared spaces.
- 8.8. Local Green Spaces that have been formally designated by local communities in neighbourhood plans are shown on the Policies Map. Two further Local Green Spaces are designated in this Plan; details are included in Part 1 of the document (see **Policies SA5** and **SA6**).
- 8.9. Development proposals affecting open space in the Green Belt will be considered against national Green Belt policy and policy GS2.

POLICY GS1: DEVELOPMENT IN URBAN GREEN SPACE ZONES

In Urban Greenspace Zones, development should:

- a) not result in the loss of open space unless:
 - (i) an assessment has been undertaken which clearly shows the open space and any associated recreational buildings are surplus to requirements; or
 - (ii) the open space that is lost would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - (iii) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use;

and
- b) not cause or increase a break in the city's network of blue and green infrastructure; and
- c) safeguard, or not otherwise adversely affect, a greenspace of high amenity or of food growing value; and
- d) not result in loss of access to a local park or to smaller informal public space that is valued or well used by people living or working in the local area; and
- e) not make a greenspace ineffective as an environmental buffer (in locations where it performs that role); and
- f) maintain important views or vistas; and

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- g) not conflict with national policies relating to designated Local Green Spaces.

Open space or sports and recreational facilities of regional or national importance will be safeguarded and development or redevelopment will be permitted only where it would improve the quality of facilities provided in the city.

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Definitions

For '**outdoor sports areas**' and '**informal greenspace**' – see box below.

'**High amenity value**' – where the green space or open space makes a valuable contribution to the character or enjoyment of the local area due to its openness, quality of planting/landscaping or visual quality.

For '**blue and green infrastructure**' – see introduction to **Policy BG1**.

For '**open space**' and '**Local Green Space**' – see Glossary.

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Definitions of Informal Greenspace and Outdoor Sports Areas

'Informal Greenspace' – this means:

- *allotments, community gardens, and city (urban) farms.*
- *amenity greenspace and informal public spaces – open to spontaneous use by the public, but not laid out or managed for a specific function. Includes civic spaces, such as civic and market squares, and other hard surfaced areas designed for pedestrians. Also includes small green or landscaped areas (public or private) which provide a setting for built development and/or which may offer opportunities for informal recreation close to home or work.*
- *parks and recreation grounds – multi-functional spaces used for both formal and informal recreation, which contain at least 2 of the following: play space; formal pitches and fixed sports provision; informal recreation and sport; walking/cycling routes; areas of formal planting; events space; wildlife habitats; dog walking areas.*
- *play space – provision for children and teenagers including equipped and natural play areas, skate parks/BMX tracks, Multi-Use Games Areas (MUGAs), and teenage shelters.*
- *accessible natural greenspace – including meadows, heaths, wetlands, woodland, copses, rock exposures, river valleys and lakes all of which have natural characteristics, may have biodiversity value and are partly or wholly accessible for informal recreation.*
- *river and canal banks, cycleways, and rights of way.*
- *churchyards, cemeteries and gardens of rest (associated with crematoria).*

'Outdoor sports areas' – this means:

- *outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned) - including tennis courts, bowling greens, sports pitches, athletics tracks, school and other institutional playing fields, and other outdoor sports areas.*

Table 4: Standards for Assessing the Quantity of and Access to Informal Greenspace and Outdoor Sports Areas

Typology	Minimum Quantity Required (hectares/1000 population) for Analysing Existing Provision	Access Standard
Informal Greenspace		
Allotments	0.32	15 minutes walk time (720 metres straight line distance)
Amenity Greenspace	0.6	10 minutes walk time (480 metres straight line distance)
Parks and Recreation Grounds	1.2	15 minutes walk time (720 metres straight line distance)
Play Space (children)	0.08	10 minutes walk time (480 metres straight line distance)
Play Space (youth)	0.08	15 minutes walk time (720 metres straight line distance)
Accessible Natural Green Space	1.0	Natural England Accessible Natural Greenspace Standards (ANGSt) standards + 15 minutes' walk time (720m straight line distance)
Total	3.28	

Footnote:

[The standards set out in Table 4 reflect the recommendations of the Sheffield Open Space Assessment \(2022\).](#)

Further information

For the biodiversity, geological, heritage and landscape value of urban greenspace, see policies GS5, GS6, GS7 and DE9.

[The Council's Playing Pitch Strategy, approved in September 2022, should be referred to for evidence relating to recommendations for playing pitch requirements and their provision.](#)

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Development in the Green Belt

- 8.10. Policy SP1 confirms that a Green Belt will continue to be maintained around the built-up areas of Sheffield.
- 8.11. National planning policy defines the uses that are appropriate in the Green Belt and the circumstances in which new buildings and other development might be considered appropriate. However, a policy is needed in the Sheffield Plan to enable certain aspects of the national policy to be applied consistently and clearly in Sheffield.

POLICY GS2: DEVELOPMENT IN THE GREEN BELT

In the Green Belt development that is not inappropriate will be permitted where it meets the tests set out in National Planning Policy and where:

- a) extensions or alterations to existing buildings would not result in disproportionate additions to the original building, taking into account the context of design, size and siting of the existing building, as well as the heritage and landscape character of the surrounding area;
- b) a replacement building is in the same use and is not materially larger than the one it replaces;
- c) any proposal for the re-use of buildings for other uses ensures that:
 - i. the existing building is of permanent and substantial construction and it does not require significant structural re-building; and
 - ii. it would not require disproportionate additions to the original building
- d) proposals for infilling of a small gap are ~~proposed-made~~ in the following locations:
 - i. the villages of Bolsterstone; Brightholmlee; Dungworth; Ewden Village; Midhopestones; Ringinglow and Whitley; or
 - ii. substantially developed road frontages at Chapeltown Road; Whiteley Wood Road; and Long Line (at Dore)

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Definitions

'Inappropriate' – the construction of new buildings is inappropriate in the Green Belt except for the circumstances set out in the National Planning Policy Framework.

'Not materially larger' and **'disproportionate addition'** – usually not more than 33% of the volume of the original building. Larger extensions may, exceptionally, be

permitted where there would be no adverse impact on the character of the area or the openness of the Green Belt.

'Significant structural re-building' – usually any development that requires the existing structure to be demolished or removed prior to re-building or where there is insufficient original material remaining to re-use.

'Small gap' – a gap which fronts onto a highway and has a width of less than 20 metres between the existing buildings (i.e. excluding land or gardens to the rear of existing houses or at the end of a row of houses or buildings).

For **'Green Belt'** – see Glossary.

Landscape Character

- 8.12. We must ensure that our valued landscapes are protected and enhanced for future generations. Almost all the countryside in Sheffield is within the Green Belt, so it is protected from most forms of built development. It ranges from exposed moorland fringes and deep valleys to the west and north, to the rolling wooded farmlands and gentler slopes of the landscapes to the south and east. These landscapes have been shaped by variations in geology and landform as well as the city's heritage of industrial heritage and agricultural uses.
- 8.13. Many of the areas to the west of the district are highly visible from the Peak District National Park and form part of its fringe landscape. There is a statutory duty for adjacent authorities to have regard to the purposes of the National Park; to conserve and enhance the natural beauty, wildlife and cultural heritage of the Peak District and promote opportunities for understanding and enjoyment of the area. Development within Sheffield may impact these purposes and the policy takes this into account.
- 8.14. The Sheffield Preliminary Landscape Character Assessment (2011) identifies the different landscape character areas outside the existing built-up areas. This is supplemented by a Landscape Character and Green Belt Capacity Study (2022) which assesses the sensitivity of the different character areas to accommodate change.
- 8.15. A landscape and visual appraisal, appropriate to the scale and nature of development, should be submitted with planning applications that are likely to impact on the Peak District National Park and other valued landscape areas.

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POLICY GS3: LANDSCAPE CHARACTER

Development within, or affecting, the countryside will only be permitted where it would safeguard or enhance the identified character and features of the following relevant landscape character areas and sub-areas, including views into and out of those areas:

- a) Upland – Pennine foothills and ridges which have a distinct upland character.
- b) Valleys – steep sided valleys which incise the upland areas.
- c) Lowland – shallower valleys and more gently-rolling hills.

Development will be expected to protect and enhance the setting of the Peak District National Park, including views into and out of the National Park.

Definitions

‘Countryside’ – all land in the Green Belt and other undeveloped landscapes outside the existing built-up area, including small settlements.

‘Landscape character areas and sub-areas’ – [Upland character areas UP1 – UP5, Valley character areas VA1 – VA1 and Lowland character areas LO1 – LO5](#) as described in the Sheffield Preliminary Landscape Character Assessment (2011) [and shown on associated maps](#).

For **‘Green Belt’** – see Glossary.

Further information

For evidence on landscape character, see the Preliminary Landscape Character Assessment (2011) and the Landscape Character and Green Belt Capacity Study (2022)

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Safeguarding the Best and Most Versatile Agricultural Land

- 8.16. Soils are a finite resource and retaining higher quality agricultural land enhances future options for sustainable food production and helps secure other ecosystem services. The Agricultural Land Classification (ALC) system provides a framework for assessing the quality of farmland in England and Wales. The system classifies land into one of five grades, with Grade 1 land being of excellent quality, and Grade 5 land of very poor quality. Much of the land within Sheffield is likely to be Grade 3, 4 and 5.
- 8.17. The National Planning Policy Framework states that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of higher quality²¹. Where Biodiversity Net Gain improvements are proposed on agricultural land, these will be on lower quality graded land.

POLICY GS4: SAFEGUARDING THE BEST AND MOST VERSATILE AGRICULTURAL LAND

Development on the best and most versatile agricultural land will only be permitted where it can be demonstrated that:

- a) the need for the development clearly outweighs the need to protect such land in the long term; or
- b) there are no suitable alternative sites on previously developed (brownfield) or poorer quality land; or
- c) the land would be reinstated to its pre-working quality, in the case of temporary or potentially reversible development (e.g. minerals extraction)

Where development is permitted on the best and most versatile agricultural land, it should be directed towards the lowest grade of land wherever possible.

Definitions

For '**best and most versatile agricultural land**' – see *Glossary*.

²¹ NPPF (2021), paragraph 175.

Development and Biodiversity

- 8.18. Sheffield contains a number of nationally important ecological sites that receive statutory protection including Sites of Special Scientific Interest (SSSI's) and Local Nature Reserves. Parts of the moorlands to the west of Sheffield are sites of international importance for birds and habitats (they have been designated as Special Protection Areas and Special Areas of Conservation).
- 8.19. The city also includes over two hundred and fifty Local Wildlife Sites, which despite being non-statutory designations, are areas of substantive nature conservation value and make an important contribution to Sheffield's ecological networks.
- 8.20. All the city's statutory and non-statutory ecological sites will be protected by policy from harm or loss, while measures to enhance and connect them will be driven by the wider South Yorkshire Local Nature Recovery Strategy. This forms the baseline for the establishment of the Nature Recovery Network which will connect, expand, and enhance these habitats to create a network of places rich in wildlife across the city. This Network will also bring wider environmental benefits to Sheffield by helping to improve the city's resilience to climate change while providing greater opportunities for us to access nature. More detail on the Local Nature Recovery Network will be set out in a supplementary planning document.
- 8.21. Sheffield will be covered by Natural England's District Level Licensing (DLL) scheme for Great Crested Newts. More details on how this will operate this will also be provided in supplementary guidance.
- 8.22. Our native flora and fauna are now regularly under threat from pests, diseases, and invasive non-native species and when outbreaks occur these can have devastating impacts on our natural environment. As a city we need to take every possible step to help reduce the risk of introducing these threats into our environment and minimise the impact of and potentially eradicate those already here.

POLICY GS5: DEVELOPMENT AND BIODIVERSITY

Development should avoid causing significant harm (directly or indirectly) to protected and priority species/habitats and to areas and sites designated for their ecological value. Where development is likely to affect priority species and/or designated sites:

- greatest weight will be given to the protection of priority species, **priority habitats**, Special Protection Areas, ~~and~~ Special Areas of Conservation, **Ramsar Sites and Sites of Special Scientific Interest**;

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- very significant weight will be given to the protection of ~~Sites of Special Scientific Interest and~~ Local Nature Reserves;
- significant weight will be given to the protection of Local Wildlife Sites

Where development is likely to adversely affect a Local Wildlife Site:

- development will be refused unless the public benefits of the proposal at that location clearly outweigh the conservation value of the site and its contribution to the wider ecological network and there is no reasonable alternative that would avoid or reduce harm, by locating the proposal elsewhere; and
- any unavoidable harm should be kept to a minimum through design and layout and must be fully compensated through the provision and safeguarding of replacement alternative sites suitable for the creation of habitats of a similar character and quality and of sufficient size

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Development will not be permitted where it is likely to result in the loss or deterioration of irreplaceable habitats unless there are wholly exceptional circumstances and losses are kept to a minimum with a suitable compensation strategy provided and implemented before any works proceed.

Where damage or neglect to designated sites or important habitats has occurred, this will not result in a presumption for development.

Wherever relevant, development should:

- a) protect, enhance, restore and implement appropriate conservation management of the biodiversity value of the land and buildings; and
- ~~b)~~ protect and retain key habitats within the city's Local Nature Recovery Network, while maximising opportunities to connect and extend their range through habitat creation and enhancement; and
- ~~b)c)~~ deliver a net gain for biodiversity in the area (as set out in **Policy GS6**); and
- ~~e)d)~~ provide opportunities for natural processes to occur; and
- ~~e)e)~~ prevent the loss of locally and nationally vulnerable species, instead creating opportunities for them to recover and thrive; and
- ~~e)f)~~ reduce human impact due to lighting, noise, trampling, or disturbance by domestic pets; and
- ~~f)g)~~ promote and support native species by safely removing and reducing problematic invasive non-native species; and

g)h) _____ prevent the risk of biosecurity hazards entering or leaving the environment, by ensuring rigorous practices and measures are taken and maintained to protect and build resilience within our native species; and

h)i) restore substrate by breaking up sealed urban surfaces of concrete and conserve soil through measures to avoid erosion, leaching, and degradation; and

i)j) minimise habitat fragmentation and maximise opportunities to restore, enhance and connect natural habitats including provision of ecological 'stepping-stones' and links to habitats outside of Sheffield; and

k) provide appropriate buffer-strips to designated sites and habitats; and

l) provide integrated universal 'swift bricks' and/or bat roosting features to the following quantities:

- residential: 50% of new houses and 4-10 features per small block of flats;
- large education, office, retail, industrial, leisure and healthcare buildings: 10-20 features per building

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j)m) _____ incorporate other design features that enhance biodiversity

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Definitions

'Important or protected habitats or species' – includes protected species, priority habitats and species, and significant populations or collections of national or local importance, or nationally scarce species.

'Appropriate buffer-strips' – Where buffers are required to protect designated sites and protected species they will be determined on a site-by-site basis, taking account of the type and scale of development, and the features to be protected.

'Other design features to enhance biodiversity' – could include, for example, green roofs, ~~'Swift bricks'~~, bird and bat-boxes, hedgehog holes in walls and fences, water features, planting native or wildlife-attracting trees, shrubs, wildflowers etc.

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For **'biodiversity'**, **'Biodiversity Net Gain'**, **'habitat'**, **'Special Areas of Conservation'**, **'Special Protection Areas'**, **'Sites of Special Scientific Interest'**, **'Local Nature Reserves'**, **'Local Wildlife Sites'**, **'habitat'** and **'ancient woodland'** – see Glossary.

Further information

See also the [Sheffield Plan Habitat Regulations Assessment \(2022\)](#).

Note that important foraging areas with 2.5 km of the South Pennine Moors Special Protection Area/Special Area of Conservation must be considered as 'important habitats'.

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Biodiversity Net Gain

- 8.23. Biodiversity Net Gain (BNG) is an approach which aims to leave the natural environment in a measurably better state than it was prior to development. It does not supersede any existing wildlife or species legislation/guidance. It is simply an additional tool.
- 8.24. Monitoring will form a key part of the BNG process, as it will help to inform adaptive management and maintenance activities at a site level to ensure the successful delivery of habitat enhancements. Monitoring requirements will be clearly set out as part of planning conditions and obligations and be proportionate to the scale and type of habitat enhancements proposed.
- 8.25. The Environment Act 2021 requires that sites are managed and maintained for a minimum 30-year period. This is reflected in the policy wording.

POLICY GS6: BIODIVERSITY NET GAIN

After evidencing no overall biodiversity loss (including through lost connectivity and increased human disturbance), an overall BNG is required for all developments where the Biodiversity Metric or Small Sites Metric are applicable. This will be a minimum of 10% gain from pre to post development and must be achieved for all ~~biodiversity~~ habitat unit types evident on site.

BNG in excess of 10% may be required where:

- there is a particular ecological need in that location based on evidence in a biodiversity/nature recovery action plan or as part of the Local Nature Recovery Network mapping, or
- there is evidence of rare/protected species within, or close to, the development site; or
- the site starts with very low or nil existing biodiversity value.

To ensure BNG is achieved new developers will be required to:

- a) demonstrate how the mitigation hierarchy of avoid, minimise and compensate has been applied; and
- b) deliver BNG on-site through habitat retention, enhancement and creation but, where it is clearly justified that this is not possible, deliver BNG offsite on sites identified in the Local Nature Recovery Strategy as having particular potential for habitat creation or enhancement (with priority given to areas closest to the site); and
- c) ensure BNG is additional to any habitat creation and/or enhancement required to mitigate or compensate for impacts of development on biodiversity; and

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- d) provide BNG even when no losses have occurred through development; and
- e) use the latest version of either the Biodiversity Metric tool (applying the UK Habitat Classification) or the Small Sites Metric to calculate a baseline figure and predict potential biodiversity losses and gains that would result from development proposals or land management changes; and
- e)f) apply the Strategic Significance Value of the Biodiversity Metric where site habitats are located in areas of strategic importance to the local area; and
- f)g) provide a fully funded management plan, which covers a minimum period of at least 30 years that clearly sets out the legal requirements for how BNG proposals will be delivered, managed, and monitored.

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~~BNG will not be applied to designated sites or irreplaceable habitats will be exempt from the mandatory BNG requirement in accordance with national policy; any impacts on such habitats and sites will be assessed in accordance with planning policy and appropriate environmental assessments, with any necessary mitigation and/or compensation requirements dealt with separately from BNG provision.~~

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Definitions

'Biodiversity Unit Types – are 'Area Habitats', 'Linear Hedgerow Habitat' and 'Linear Rivers and Stream Habitat'.

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'Biodiversity Metric' – a tool developed by Natural England/DEFRA to be used for measuring biodiversity on development sites or changes in land use, which fall within the major planning application threshold.

'Small Sites Metric' – a tool developed by Natural England/DEFRA to be used for measuring biodiversity on development sites that are defined as sites where both of the following criteria are met:

- 1) Development sites where;
 - For residential developments the number of dwellings to be provided is between one and nine inclusive on a site having an area of less than one hectare
 - Where the number of dwellings to be provided is not known the site area is less than 0.5 hectares
 - For all other development types where the site area is less than 0.5 hectares or less than 5,000m²; and

2) *Where there is no priority habitat present within the development area (excluding hedgerows and arable margins)*

The small sites metric is not appropriate for use where off-site habitat enhancement is proposed for development proposals of any size.

'Strategic Significance Value' – is a higher biodiversity metric score applied to habitats of strategic importance locally, including for example, habitats within the Local Nature Recovery Strategic/Network, River Basin Management Plans, Designated Sites and Biodiversity Actions Plans etc.

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For 'Local Nature Recovery Strategy/Network' – see Glossary.

Further information

More detailed information for developers on how to achieve BNG can be found in [CIRIA/CIEEM/IEMA 'Biodiversity Net Gain Good practice principles for development'](#).

Trees, Woodlands and Hedgerows

8.26. Sheffield's trees, woodlands and hedgerows are an important part of the city's green infrastructure and character. They form an important part of the city's distinctive townscape and provide a setting for relaxation and community activity. Trees and woodlands also play an important role in mitigating climate change and managing flood risk.

8.27. This policy protects trees and woodlands from development that would harm them and ensures new trees are planted as part of development, wherever appropriate. Sheffield aims to increase the overall citywide tree canopy cover to 20% over the plan period.

~~8.27-8.28.~~ Tree planting and woodland creation should follow recognised good practice and contribute to the delivery of local strategies relating to the protection, planting and management of trees and woodland.

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POLICY GS7: TREES, WOODLANDS AND HEDGEROWS

Wherever possible, opportunities should be taken to plant new trees woodland and hedgerows as part of new development (and as part of delivering Biodiversity Net Gain (see **Policy GS6**)).

The following criteria will apply when considering development proposals that affect trees, woodland and hedgerows and when assessing tree planting proposals:

- a) Developments should retain and integrate healthy, mature trees and hedgerows, and replace any trees that need to be removed, based on the existing value of the benefits of the trees removed as determined by an appropriate valuation tool, for example i-trees, Capital Asset Valuation for Amenity Trees (CAVAT) or other similar methodology, on a basis greater than one for one using trees that are a minimum size of extra heavy standard.
- b) Development will not be permitted that would directly or indirectly damage existing mature or ancient woodland, ancient trees, veteran trees, or ancient or species-rich hedgerows, other than in wholly exceptional circumstances and where a suitable compensation strategy exists.
- c) Where existing trees are within or immediately adjacent to a development site, development proposals should give priority to retaining good quality trees and ensure that trees are adequately protected during the demolition and/or construction phases of the development;

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- d) Tree planting should take place on site but, where it can be demonstrated that this is not possible, a contribution towards off-site provision will be permitted;
- e) New trees should be planted at a ratio of at least 1 tree per dwelling, of which a minimum of 10% should be street trees on all residential developments of 10 or more homes (where new streets are provided) and 1 tree per 100sqm of internal floorspace for non-residential development;
- f) Street tree species should be chosen in line with current guidance from the Sheffield Street Tree Partnership to reflect the fact that trees in hard standing need to be resilient to both a challenging environment (arid, prone to salt and air pollution) and a changing climate;
- g) Where it is intended to interplant, create or restore semi-natural habitats tree and hedgerow species selection should reflect similar local assemblages or habitat(s) of ecological importance;
- h) Trees should be sourced from nurseries within the UK and only use imported trees exceptionally (and where they comply with officially authorised biosecurity measures);
- f)i) The right tree should be planted in the right place, thereby ensuring that planting does not conflict with other important habitats, natural features or archaeological remains. Locally native species of local origin should be used and, where appropriate reflect similar habitat(s) of ecological importance and not conflict with other important habitats, natural features or archaeological remains;
- g)j) Street trees and other green infrastructure should be considered from the outset of the design process and located so that they are integrated into the street scene avoiding potential conflict with other features or activities;
- h)k) Existing street trees should not be removed or pruned excessively to facilitate development;
- h)l) Appropriate provision should be made for ongoing management of any trees, woodland and hedgerows that have been planted and appropriate measures should be put in place to minimise the risk of trees failing.

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Definitions

For ‘ancient woodland’, ‘veteran trees’, ‘ancient or species-rich hedgerows’, ‘street tree’, ‘residential development’ – see the Glossary.

For ‘green infrastructure’ – see introduction to Policy BG1.

Commented [RH113]: RH102

‘Good quality trees’ - identified in the tree survey as being of high (Category A) or moderate (Category B) quality-value and capable of making a significant contribution

to the area for 20 years or more in accordance with BS5837- Trees in Relation to Design, Demolition and Construction ~~or more years.~~

Commented [CH114]: DH41

Further information

The Sheffield Street Tree Strategy provides more advice and guidance on the considerations that need to be taken into account when planting and managing trees in the highway.

Where applicable applications will need to conform to the Government guidance 'Ancient woodland, ancient trees and veteran trees: advice for making planning decisions' provides further information on assessing applications where ancient woodland/trees and veteran trees are on or near a proposed development site.

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Safeguarding Geodiversity

~~8.28~~8.29. Sheffield has 48 sites designated as Local Geological Sites. This total includes 6 sites which are additionally designated as national Sites of Special Scientific Interest (SSSIs). Some sites of geological importance were originally quarries for building stone, which has been used in local buildings. Some further limited extraction of stone in order to repair buildings may be permitted in specific limited circumstances where another viable source cannot be found.

POLICY GS8: SAFEGUARDING GEODIVERSITY

Development affecting geological Sites of Special Scientific Interest will be considered in accordance with the hierarchy of designated sites set out in Policy GS5. Local Geological Sites will be protected and enhanced where possible.

Development should:

- a) protect rock outcrops and other landscape features that are of geological significance or are associated with the city's industrial heritage or character; and
- b) provide opportunities to record features of geological significance that would be unavoidably lost or damaged; and
- c) ensure features of geological significance are maintained through appropriate conservation management; and
- d) provide on-site information boards where rock exposures and features of geological significance are located and retained within a scheme.

Where stone from a site of geological importance is needed for the repair of historic buildings in the area, consideration will be given to the limited extraction of stone where there is no viable alternative source available.

Definitions

For '**geodiversity**', and '**Local Geological Sites**', – see *Glossary*.

Managing Flood Risk

- 8.30. Managing the risks from flooding is one of most important ways of adapting to a pattern of more intensive rainfall events that is predicted as a result of man-made climate change and global warming.
- 8.29. In Sheffield, the risk of flooding comes from both rivers and surface water. Managing the risks is one of most important ways of adapting to a pattern of more intensive rainfall events that is predicted as a result of man-made climate change and global warming.
- 8.30. It is vital that development slows water from entering the main river systems and that sensitive uses are not developed in the areas with the highest risk of flooding. But where development does take place in areas at risk of flooding it must implement a range of mitigation measures to reduce the extent and impact of flooding.
- 8.31. It is vital that development slows water from entering the main river systems and that sensitive uses are not developed in the functional floodplain. Where development does take place in areas at risk of flooding it must implement a range of mitigation measures to reduce the extent and impact of flooding.
- 8.32. Alongside policies within this Plan, all developments (including windfall developments), will also be considered against national planning policy (including where necessary, application of the sequential and exception tests). Commented [CH116]: CH15
Many of the measures required by the policy have dual benefits in terms of reducing flood risk and enhancing biodiversity. For example, removing canalised sections of watercourse makes them more attractive to wildlife, slows the rate of flow and increases the channel capacity.
- 8.33. Proposals that lead to self-contained residential rooms at ground floor or basement level in areas at risk of flooding are unlikely to provide satisfactory mitigation against residual flood risk or provide safe points of refuge. Typically, this relates to Purpose Built Student Accommodation and Houses in Multiple Occupation Commented [CH117]: CH19
- 8.34. Any activities on or near a main river, flood defence structure or in a flood plain need to comply with the Environmental Permitting (England and Wales) Regulations 2016 – Schedule 25 Part 1 (or future equivalent).
Flood risk will be managed across the city in line with national planning policy and other relevant local guidance. Commented [CH118]: CH16

POLICY GS9: MANAGING FLOOD RISK

Flood Risk Principles

All new development must:

- a) not increase and, where possible, reduce the occupied footprint in areas of Functional Floodplain (Flood Zone 3b); and
- b) not locate or subdivide properties in areas of Functional Floodplain (Flood Zone 3b) that would be used for more vulnerable uses; and
- c) ~~not lead to the creation of self-contained rooms at ground floor or basement level in areas at risk of flooding; and~~
- e)d) develop only water-compatible uses in the Functional Floodplain (Flood Zone 3b) (with water-compatible uses designed and constructed to remain operational and safe during a flood, with no net loss in floodplain storage, no impeding of existing flow routes and no increase in flood risk elsewhere); and
- e)e) ensure any highly vulnerable uses are not located in areas at risk of ~~floodings~~ Design Flood; and
- e) ~~only develop areas with high probability of flooding for water-compatible uses where the benefits of it to the community outweigh any flood risk, and adequate mitigation measures can be provided; and~~
- f) not have an adverse impact on the ability of Land that is Safeguarded for Flood Storage to operate as flood storage.

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Flood Risk Management for Development Sites

The extent and impact of flooding will be managed at site level by ensuring that flood risk is considered for all sites, taking into account the increased risks arising from climate change.

New development will be permitted where it:

- a) is set back from any watercourse (and/or any flood defences on the site) to allow for future maintenance and biodiversity:
 - for Main Rivers, as agreed with the Environment Agency but a minimum 8 metres from top of bank (or 8m from the landward top of any flood defence/embankment structure) (and any flood defences on the site) either side
 - for ordinary other watercourses, as agreed with LLFA but a minimum of 3 metres from top of bank (and any flood defences on the site) either side; and
- b) implements measures to sustainably manage flood risk (including the use of Sustainable Drainage Systems or sustainable drainage techniques in accordance with Policy GS11); and
- c) ~~minimises avoids~~ culverting and ~~no~~ building over open watercourses wherever practicable; and

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- d) enables the removal of any existing culverts and structures over watercourses wherever practicable; and
- e) ensures safe access to and from any areas at risk of flooding; and
- f) ensures provision is made for the long-term maintenance and management of any flood protection and or mitigation measures.

In addition, when developing a site in an area at risk of a Design Floodzone with a high probability of flooding, development will be permitted where:

- g) emergency plans are fully inclusive of flood risk and what to do in the event of a flood; and
- h) more vulnerable uses, including housing, would be above ground floor level; and
- i) the lower floor levels of any other-development with vulnerable equipment would remain dry in the event of flooding; and
- j) the any buildings would be resilient to flood damage; and
- k) adequate on and off-site flood protection measures would be provided.

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Definitions

'Flood Zones' and 'areas of Functional Floodplain Design Flood' – see Table 4: Flood Zones, National Planning Practice Guidance – Flood Risk and Coastal Change.

'Flood Zone 3b' - The extent and detailed boundaries of the functional flood plain (flood zone 3b) are identified through the Council's Strategic Flood Risk Assessment, in agreement with the Environment Agency.

'Less vulnerable uses', 'highly vulnerable', 'more vulnerable', 'water-compatible uses' – see National Planning Policy Framework: Annex 3: Flood risk vulnerability classification Table 2: Flood Risk Vulnerability Classification, National Planning Practice Guidance.

'Land that is Safeguarded for Flood Storage' – see Policies Map.

'Main Rivers' – as defined on the Environment Agency's Statutory Main River Map and the Policies Map.

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For **'biodiversity', 'Sustainable Drainage Systems (SuDS)'** - see Glossary.

Protection and Enhancement of Water Resources

~~8.34~~8.35. Local planning authorities (LPA) have an important role when it comes to the Water Framework Directive (WFD)²² - making sure new development does not cause deterioration and whenever possible supports measures to improve water bodies. The Directive requires all water bodies to reach good status by 2027 but new development (including changes of use or mineral extraction) is a major pressure on water bodies that might prevent them reaching, or maintaining, that status.

~~8.32~~8.36. Local planning authorities are required to 'have regard to' River Basin Management Plans (RBMPs)²³. These are published by the Environment Agency and identify measures that will achieve the WFD requirements for all waterbodies in England and Wales. They provide a framework for protecting and enhancing the benefits provided by the water environment. Sheffield falls within the catchment area of the Humber River Basin Management Plan.

~~8.33~~8.37. The Environment Agency can recommend when a Water Framework Directive assessment is needed for planning applications and require mitigation or other measures to meet the requirements of the Directive. A screening and scoping exercise will be used to determine whether the development represents a risk to either surface or ground water bodies.

~~8.34~~8.38. Where the Environment Agency is not consulted as a statutory consultee, the City Council will assess the proposals to ensure compliance with the WFD.

POLICY GS10: PROTECTION AND ENHANCEMENT OF WATER RESOURCES

New development must support the objectives of the Water Framework Directive and Humber River Basin Management Plan. This means development must:

- (a) not result in the deterioration of water bodies and should conserve and enhance
 - (i) the natural geomorphology of watercourses; and
 - (ii) water quality; and
 - (iii) the ecological value of the water environment, including watercourse corridors.
- (b) support positive progress towards achieving "good" status for ground water and surface waterbodies and be able to demonstrate that there

²² Water Framework Directive (2000/60/EC).

²³ Regulation 17 of the Water Environment (Water Framework Directive) (England & Wales) Regulations 2003 places a duty on public bodies including local authorities.

would be no deterioration in the status of any surface or ground water body; and

- (c) not increase the risk of any pollution entering a nearby water body through water run-off or discharge resulting in harm or deterioration to the aquatic ecosystem and any drinking water supplies; and
- (d) not inhibit the ability of Sheffield's waterbodies to meet their targets under the Water Environment Regulations 2017; and
- (e) not present a potential risk of contamination to groundwater

Further information

For requirements relating to the efficient use of water, see Policy ES4.

Definitions

'Potential risk of contamination to groundwater' – See the Environment Agency's approach to groundwater protection.

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Sustainable Drainage Systems

8.39. The use of Sustainable Drainage Systems (SuDS) in developments can help to manage water sustainably and reduce the impacts of flooding and pollution. It can also provide opportunities to enhance biodiversity (for example, by the lining basins and planting with UK native wildflower species to ensure they hold some water all year round for additional wildlife value). SuDS work on the principle of managing the flow of surface water through a site in sequence: the overland flow routes must be defined and a proposal must ensure, as appropriate, that water is collected, conveyed, stored and treated to remove pollutants (known as a 'SuDS management train'). Examples of how this can be achieved will be provided in a supplementary planning document.

8.35-8.40. Where SuDS includes an infiltration device it should not pose an unacceptable risk of pollution to controlled waters by mobilising potential contaminants in the ground, in accordance with the Environment Agency's approach to groundwater protection.

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POLICY GS11: SUSTAINABLE DRAINAGE SYSTEMS

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

SuDS Statements will be required for applications for developments comprising 10 or more dwellings or 1,000 square metres or more gross internal floor space.

Definitions

For '**sustainable drainage systems (SuDS)**' – see *Glossary*.

9. A Well-Designed City

- 9.1. Sheffield has a rich variety of local character, depending on the area's location which can be defined by a unique Pennine setting or pronounced by the local topographic variations, the rivers and the open views. The industrial heritage of the city is nationally important and recognised as fundamental to its identity, giving it a strong sense of place. Design of public spaces and streets that is not only sustainable but reinforces local materials, makes a valuable contribution to the distinctive identity of Sheffield.
- 9.2. As a result, it is not possible to guide development in the city with one singular rulebook or vernacular. Sheffield also strives to be a sustainable, inclusive, and climate conscious city, where 'good' growth is intrinsic to the development process.
- 9.3. Moreover, national planning policy seeks the creation of high quality, beautiful and sustainable buildings and places as a fundamental outcome of the Planning and development process. The following policies set out clearly the expectations about good design that should be considered when dealing with development in its specific setting. They should be considered alongside national requirements.
- 9.4. In meeting these policies, any development within the city will help to contribute to the local plan vision and objectives.

Requirements for Good Design

Local Context and Development Character

- 9.5. In any development, consideration needs to be given to the characteristics and context of the surrounding place in determining the appropriate design for a site. Many areas of the city have a strong sense of place which means that they have a clear identity and character that is recognised by local residents and visitors. In these areas new development needs to recognise and reinforce the existing distinctive qualities of the surrounding area.
- 9.6. There are parts of the city, however, which lack distinctiveness and where a more individual approach can be taken to realise more imaginative outcomes. The circumstances of individual locations will determine where this approach is appropriate, for instance where new residential neighbourhoods are being established.
- 9.7. In addition to character, the quality of District Centres and gateway routes into the city and City Centre are important in creating a positive first impression for visitors to the city. A distinctive design of the highest standard is therefore appropriate to reinforce and enhance arrival points into the city.

- 9.8. Further guidance on the approach to detailed site appraisals will be provided in supplementary planning guidance and in the Local Planning Application Requirements.

POLICY DE1: LOCAL CONTEXT AND DEVELOPMENT CHARACTER

Development proposals should be informed by detailed appraisals of the site, context and local character, so they positively help to enrich their surroundings and establish a strong sense of place **including** in areas which currently lack a **positive or** distinctive character. In particular, development should respect, take advantage of, and, where appropriate, enhance:

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- a) the appearance of landforms, topography and natural features of the site; and
- b) views and vistas within, into, and out of the site and to landmarks and skylines; and
- c) the arrangement and hierarchy of buildings, spaces and streets in the area; and
- d) the height, scale, form, proportion and alignment of neighbouring buildings; and
- e) the continuity and enclosure of street frontages including the rhythm and grain of built form and the definition of public and private areas via quality, robust boundary treatments; and
- f) heritage assets, local building styles, materials, detailing and features

The highest standards of design will be expected:

**in the City Centre Primary Shopping Area; and
in District Centres; and
in Conservation Areas; and
along City Centre Gateway Routes; and
along the Main Gateway Routes into the city**

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(i)

Definitions

'Enclosure' - the manner in which buildings, boundaries, trees and other vertical elements provide visual definition to a space.

'Rhythm' – the regular recurrence of design elements or details which help to provide a visual structure to a place. For example, the repetition of a vertical dividing line between properties or the inclusion of door openings every few metres may break a street frontage into a repeating series of recognisable elements.

For **'City Centre Gateway Routes'** and **'Main Gateway Routes'** – see Policy D1 (in Part 1).

For **'City Centre'** and **'District Centre'** – see Glossary.

Further information

Information on Sheffield's local character can be found in the 'South Yorkshire Historic Environment Characterisation' study and the 'Sheffield City Centre Design Guide', which updates the 'Sheffield Urban Design Compendium'.

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Design and Alteration of Buildings

9.9. The design of buildings and spaces is of critical importance to the image of Sheffield and has a significant impact upon making the city an attractive and desirable place to live, visit and work.

POLICY DE2: DESIGN AND ALTERATION OF BUILDINGS

All new buildings and alterations to existing buildings should be designed and constructed to a high standard **and respond positively to local character (see Policy DE1)**. This means, where relevant:

- a) buildings should establish a positive relationship with the surrounding townscape, with principal elevations facing onto streets or areas of public open space; and
- b) entrances should be clearly defined, located in prominent positions with open sight lines and be designed inclusively to avoid the need for separate access arrangements, for example for disabled people; and
- c) character buildings should be retained and refurbished, bringing them back into use; and
- d) incorporating active ground floor uses and an appropriate mix of uses, with a greater variety around public squares and major routes and junctions; and
- e) the design, scale and ordering of new buildings should respond to, reinforce, and enhance the local hierarchy of streets, spaces and corner junctions; and
- f) the height and massing of new buildings should avoid slab-like proportions, responding to the topography and the surrounding townscape; and
- g) the scale of new development should respond sensitively to the scale of existing buildings; and
- h) the form of the building should be well defined with a distinct ground floor, well-detailed roofscape, and features clearly expressed in the elevations in accordance with the local hierarchy of building elements; and
- i) neighbouring residents should have a satisfactory outlook and sufficient daylight; and
- j) minimising problems of overlooking or loss of privacy by maintaining privacy distances (relative to the character of the area or using innovative design solutions to avoid negative impacts); and
- k) the design of fenestration, proportions, detailing and application of external materials should create visual richness and rhythm avoiding unsightly roof top plant or enclosures; and

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- l) buildings should be designed to express their purpose and relative importance; and
- m) terraced housing will be required to provide an additional separate external access to individual rear gardens, which is direct, safe and secure; and
- n) appropriate toilets (including changing place toilets) and defibrillators should be provided in public buildings and places of employment; and
- o) all building servicing, including essential services, should be integrated within the overall building design, with minimal services on main elevations; and
- p) any external lighting provided as part of the development should not have unacceptable impacts on people living nearby, on biodiversity, or on the character of the countryside; and
- q) appropriate arrangements should be made for accessing waste and recycling bins, avoiding convoluted and poorly overlooked routes; and
- r) ensuring the design allows safe and secure access and minimises the risk of crime or threats from terrorism

Definitions

'Fenestration' – *the arrangement of windows in the exterior walls of a building.*

'Privacy distances' – *the distance between facing windows of neighbouring properties.*

'Changing place toilets' – *are larger accessible toilets for severely disabled people, with equipment such as hoists, curtains, adult-sized changing benches and space for carers.*

For **'active ground floor uses'** and **'character buildings'** – see Glossary.

Public Realm and Landscape Design

- 9.10. Landscape design and the public realm make a valuable contribution to the distinctive identity of Sheffield. From the open, expansive uplands which frame the city to the overwhelmingly green character of the suburbs and high-quality streets and civic spaces, the external environment is fundamental to the character of the city and its constituent parts.
- 9.11. It is vital that the public realm and landscape are treated as integral to development from the outset. Designs should be informed by a detailed site analysis and survey work to inform choices over facilities provided, layout, establishment of routes, views, selection of materials etc. They should also actively consider future management and maintenance.

POLICY DE3: PUBLIC REALM AND LANDSCAPE DESIGN

Landscape proposals should be informed by detailed appraisals of the site, context and local character to help create multifunctional, attractive, legible, well-defined spaces around and between buildings. These should be designed in a manner that is inclusive, dementia friendly, improves vitality and safety, encourages active and healthy lifestyles and enhances biodiversity.

Development should therefore ensure that:

- a) public areas form part of a logical network which connects with the surroundings and has a clear sense of function and hierarchy, avoiding small 'left over' spaces; and
- b) opportunities are created for both active and passive recreation through the provision of vibrant and quieter spaces; and
- c) places are provided for people to meet and rest in locations where they live, visit or work, that offer a variety of choice including shade, shelter and protection from noise; and
- d) existing features that contribute to the character of the place (including landforms, built structures, street patterns, boundary treatments, materials and mature trees) are incorporated as an integral part of the design; and
- e) a positive relationship is established between spaces and buildings with the design of the public realm incorporating opportunities to support active ground floor uses in appropriate locations such as street frontages within the City Centre Primary Shopping Area, District Centres and Local Centres; and
- f) new or re-used materials, street furniture, signage, lighting and planting contribute to local identity and the legibility of the area, are robust, of a high quality and will be suitably maintained; and
- g) the siting of street furniture and planting are appropriate to their location with regard to ease of movement, topography, microclimate, local character and

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people's sensory experiences to help create a safe and user-friendly environment; and

- h) the design of the public realm delivers an increase in biodiversity through habitat creation, enhancement and expansion [in accordance with Policies GS5-GS7](#); and
- i) natural surveillance is promoted through the establishment and maintenance of clear sightlines and positioning of windows to overlook streets and public areas; and
- j) exposed rear boundaries are kept to minimum by promoting back-to-back development to create a safer and more secure environment; and
- k) suitable provision is made for defining the transition between public and private space in a manner that reflects local character and context, such as clear gateways, thresholds and boundary treatments; and
- l) where appropriate, segregated pedestrian and cycle routes form an integral part of the layout accommodating identified desire lines; and
- m) provision for functions such as sustainable drainage systems (SuDS) (**Policy GS11**), parking (**Policy CO2**) and servicing is integrated, does not dominate and contributes to a clear sense of place; and
- n) public spaces are designed and laid out to help reduce the risk of crime and promote community safety [for all](#).

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Definitions

'Desire lines' – the natural routes that would be taken between points, generally the shortest or most easily navigated. Desire lines radiate from popular destinations such as local shops, bus stops, street crossing points etc.

'Legible' - the quality that affects how easily people can understand and relate to the surrounding environment, using their full range of senses.

For **'sustainable drainage systems (SuDS)'**, **'inclusive design'**, **'dementia friendly design'**, **'active ground floor uses'**, **'City Centre'**, **'District Centre'** and **'Local Centre'** – see Glossary.

Design of Streets, Roads and Parking

- 9.12. Streets are an important part of the city and have to be versatile. They provide a means of circulation, corridors for transport, a means of servicing, routes for utilities, accommodate parked vehicles, and their form and appearance are extremely influential in shaping perceptions of a place. Streets can also form valuable community spaces for local residents and workers, and sometimes it is appropriate to design them as 'play streets' for enjoyment, meeting people and other community activities for all users, as well as for more functional considerations.
- 9.13. Street trees contribute to the city's green infrastructure and the character of its urban streets and neighbourhoods. They bring a wealth of benefits to the city by helping to reduce air pollution and flooding, increase biodiversity, provide cooling, shade and shelter while also helping to reduce our stress levels. Policy GS7 provides more details on the planting and maintenance of street trees.

POLICY DE4: DESIGN OF STREETS, ROADS AND PARKING

Roads, pedestrian routes and areas, cycleways, and public spaces should be well-connected, legible and permeable, providing safe and attractive travel choices, and should adhere to [national guidelines and](#) the principles of inclusive and dementia friendly design. Streets, routes and spaces should therefore be designed or improved to:

- a) provide levels and gradients that maximise access for disabled people, subject to the topography, including ramps and steps where needed; and
- b) ensure they are well-lit; and
- c) minimise conflict between users, with segregation of pedestrian and cycle routes (ideally by a change in level) ~~except where a street is designed as a shared surface~~; and
- d) minimise potential terrorism or other security risks and help reduce the risk of crime to achieve safer places; and
- e) provide a clear hierarchy, ensuring they are legible and self-explanatory, with a clear purpose and function; and
- f) ensure buildings and trees create enclosed spaces where the height of buildings and the width of streets and spaces is well proportioned and generates a sense of enclosure appropriate to the area; and
- g) provide a reduction in travel speeds, where relevant; and
- h) avoid over cluttering routes with street furniture, signage and advertising boards that adversely impact on the movement of pedestrians and cyclists; and

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- i) meet current or anticipated operational requirements for buses and bus users, including appropriate arrangements for stops to meet the minimum service frequency standard; and
- j) if it is demonstrated that there is a clear need, provide appropriate and well-designed car parking that provides safe, secure and convenient access, is integrated into the development and which does not dominate the street scene; and
- k) provide fully accessible surfaces through the selection of robust, quality materials, with all pedestrian, cycle and vehicular areas fully surfaced in an appropriate slip resistant material that is bound or paved [and permeable wherever feasible](#); and
- l) be easily, safely and sustainably maintained, operated, managed and regulated to meet existing and future needs; and
- m) protect and enhance existing public rights of way and access [, while preserving the heritage of historic street patterns.](#)

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Definitions

‘Appropriate and well-designed car parking’ – see *Policy CO2 and Parking Guidelines (Appendix 1)*.

For **‘inclusive design’**, **‘dementia friendly design’**, **‘minimum service frequency standard’**, and **‘street tree’**– see *Glossary*.

Further information

For the policy on street trees, see **Policy GS7**.

More guidance can also be found in the *Sheffield Transport Strategy (March 2019) Sheffield City Council*.

For further advice on the design, management and use of streets can also be found in *‘Healthy Streets Approach’ (developed by Transport for London)*

Design of Shop Fronts

9.14. Shop fronts are a particularly visible feature of the city and their design and quality can have a significant effect on the character and appearance of a building, street or area. In turn, this can affect how successful the business is and influence how the area functions and how safe people feel there.

POLICY DE5: DESIGN OF SHOP FRONTS

New and replacement shop fronts should be designed so that:

- a) they respond positively to the context and architectural composition of the building as a whole and integrate features from upper floors through to ground level; and
- b) they reflect the overall character of the street scene; and
- c) they retain existing traditional features such as stall risers, transoms and pilasters; and
- d) the fascia is in proportion to the shop front and the building and adjacent buildings; and
- e) transparent glazing is used as much as possible on all windows and doors of principal elevations including upper floors where they are in use; and
- f) where possible they have the shutter box set within the building so that the fascia is flush to the main elevation of the building; and
- g) they integrate guide rails behind pilasters
- g)h) they comply with modern disabled access standards where possible or try to improve access for disabled people

On prominent street frontages, including busy pedestrian routes and within Conservation Areas, standard quality roller shutters should be avoided. Where this is not practicable, they should be integrated behind the glazing or should be of open lattice or a colour-coated, perforated, pierced or punched style.

Commented [HT136]: HT37

Definitions

'Stall riser' – the panels below a cill, providing additional protection for shop front glazing.

'Pilaster' – the columns either side of the shop front, supporting the fascia.

'Transom' – horizontal glazing bars breaking up a larger window, generally lining through with the top of the door.

'Prominent street frontages' and **'busy pedestrian routes'** – will be identified within the Sheffield City Centre Urban Design Compendium and other masterplans or similar documents.

Design of Tall Buildings and Protection of Views in the City Centre

- 9.15. Part of the Plan's spatial strategy is to make more intensive use of land within the existing urban areas. This includes promoting higher densities (and therefore taller buildings) in the City Centre where that is appropriate.
- 9.16. Development proposals including tall buildings will be required to fully consider their impact on the character, heritage and environment of the City, including any cumulative impacts with existing, proposed and consented tall buildings. In order to contribute positively to Sheffield's townscape, they must relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm. Individually or as a group, tall buildings must enhance the skyline and not have an unacceptable harmful impact on their surroundings.

POLICY DE6: DESIGN OF TALL BUILDINGS AND PROTECTION OF VIEWS IN THE CITY CENTRE

Tall buildings will be permitted in 'Tall Building Areas' within the City Centre. Where they are permitted, they should:

- a) enhance the city skyline and its distinctive features; and
- b) contribute to the local context, conserve heritage assets and their setting, and retain views of local landmarks; and
- c) be distinctive and striking, incorporating slender proportions; and
- d) be of exceptional architectural quality with a clearly defined ground floor, a middle and a top; and
- e) not create unacceptable impacts on the microclimate, such as wind tunnels, downdrafts or overshadowing; and
- f) be flexibly designed to easily allow for change of use if that becomes necessary in the future; and
- g) be proportional in height and massing and correspond to the significance of their location in the hierarchy of places, thereby improving the legibility of an area.

Definitions

'City Centre' – as defined on the Policies Map.

'Landmark Buildings' and **'Tall Building Areas'** – these will be identified in a supplementary planning document.

Advertisements

9.17. Advertisements and signs can, when well designed, contribute to a sense of vitality in the city and help enable business growth. It is important that their scale, proportions, position and illumination are carefully designed so that they do not detract from the building or area in which they are situated.

POLICY DE7: ADVERTISEMENTS

Advertisements that require advertisement consent should be located and designed so that they:

- a) respond positively to the character and appearance of the area and the street; and
- b) do not adversely impact on the composition of the townscape or interrupt established vistas; and
- c) are in scale with the architectural composition of the building; and
- d) respect, are in harmony with, and do not cut across or obscure the architectural features of the building; and
- e) use, where necessary, a type and method of illumination that is appropriate to the building and the area; and
- f) provide, where necessary, associated landscaping, fencing and screening; and
- g) do not lead to an excessive, cluttered or uncoordinated display that would detract from the appearance of the building, site or locality; and
- h) do not ~~create~~ impede movements on key active travel routes or cause risks to highway safety or create hazards for disabled people, pedestrians or cyclists.

In addition, the following are applicable to specific types of advertisement:

- i) large banner advertising hoardings will not be acceptable in Conservation Areas or Housing Areas, or in or against open spaces or the Green Belt, except where they form a temporary screen to building works;
- j) internally illuminated fascia signs will not be permitted on shop fronts in Conservation Areas and will be discouraged in other areas;
- k) building wraps will only be acceptable for temporary periods as a screen to building works on active construction sites.

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Definitions

'Building wrap' – large format banners which cover a significant proportion of the face of a building for the purposes of advertising, branding or promotion.

For **'Conservation Areas'** and **'Housing Areas'** – see Glossary.

Public Art

- 9.18. Public Art has a key role to play in the quality of the built and green environment, the celebration of culture and local distinctiveness and the engagement of local communities. Public Art is the work of artists, craftspeople or creative professionals that is unique and specially commissioned for a public, or publicly accessible, space. It encompasses a broad range of work that can include artist participation in design, standalone sculpture, the production of site-specific features, community arts projects and temporary installations and performances.
- 9.19. Experience within Sheffield has shown that Public Art is most successful when integrated as part of the public realm. This has set a strong precedent that has helped to define the city.
- 9.20. Where public art is a condition of development, there may be certain circumstances where that condition may be discharged through a legal agreement.

POLICY DE8: PUBLIC ART

Public Art should be provided on all major development and should contribute to the local character and distinctiveness of the development, consisting of high-quality design, craft skills and materials. It should also:

- a) be specifically commissioned for the development and undertaken by artists, craftspeople or creative professionals; and
- b) be visible to the public, sited in publicly accessible areas of the building or landscape works; and
- c) wherever possible, be integrated as part of the development or associated public realm

Definitions

'Major development' - for housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m² or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

Further information

Further guidance on Public Art will be provided in Sheffield's 'Public Art Strategy

Development Affecting Heritage Assets

- 9.21. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- 9.22. Part 1 **Policy D1** highlights some of the types of buildings, structures and settlement forms that contribute to Sheffield's distinctive historic environment. This policy sets out how new development should enable the conservation or enhancement of both designated and non-designated assets, securing their long-term sustainability and management.

POLICY DE9: DEVELOPMENT AND HERITAGE ASSETS

Development proposals should conserve and, where appropriate, enhance and secure a sustainable future for those elements that contribute to the significance of the city's heritage assets, including locally listed structures, sites and landscapes and other non-designated heritage assets. Particular regard will be paid to those aspects of the historic environment identified in Policy D1, which are of special importance to the distinctive character of the city.

Development proposals that would affect heritage assets or their settings will be permitted only where they:

- (a) conserve those elements that contribute to the significance of heritage assets, whether designated or non-designated;
- (b) demonstrate a thorough understanding of the elements that contribute to the significance of the asset and its setting, how this has informed the proposed development, and how the proposal would impact on the asset's significance (the detail of supporting information must be proportionate to the importance of the heritage asset and the potential impact of the proposal);
- (c) have special regard to the desirability of preserving a Listed Building or its setting or features of special architectural or historic interest which it possesses;
- (d) ensure that proposals affecting a conservation area preserve or enhance the character or appearance of the area;
- (e) make the most of opportunities to enhance or better reveal the significance of heritage assets;
- (f) reflect and enhance local character and distinctiveness with particular regard given to the prevailing styles of design and use of materials in a local area;
- (g) conserve elements that contribute to the significance of archaeological sites that are of less than national importance in line with the importance of the remains and that:

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- where development is acceptable, remains are preserved in situ or, where this is not justified, adequate provision for excavation and recording is made; and
- there is subsequent analysis, publication and dissemination of the findings, leading to submission of reports on the results to the Historic Environment Record and deposition of the site archive in the relevant repository.

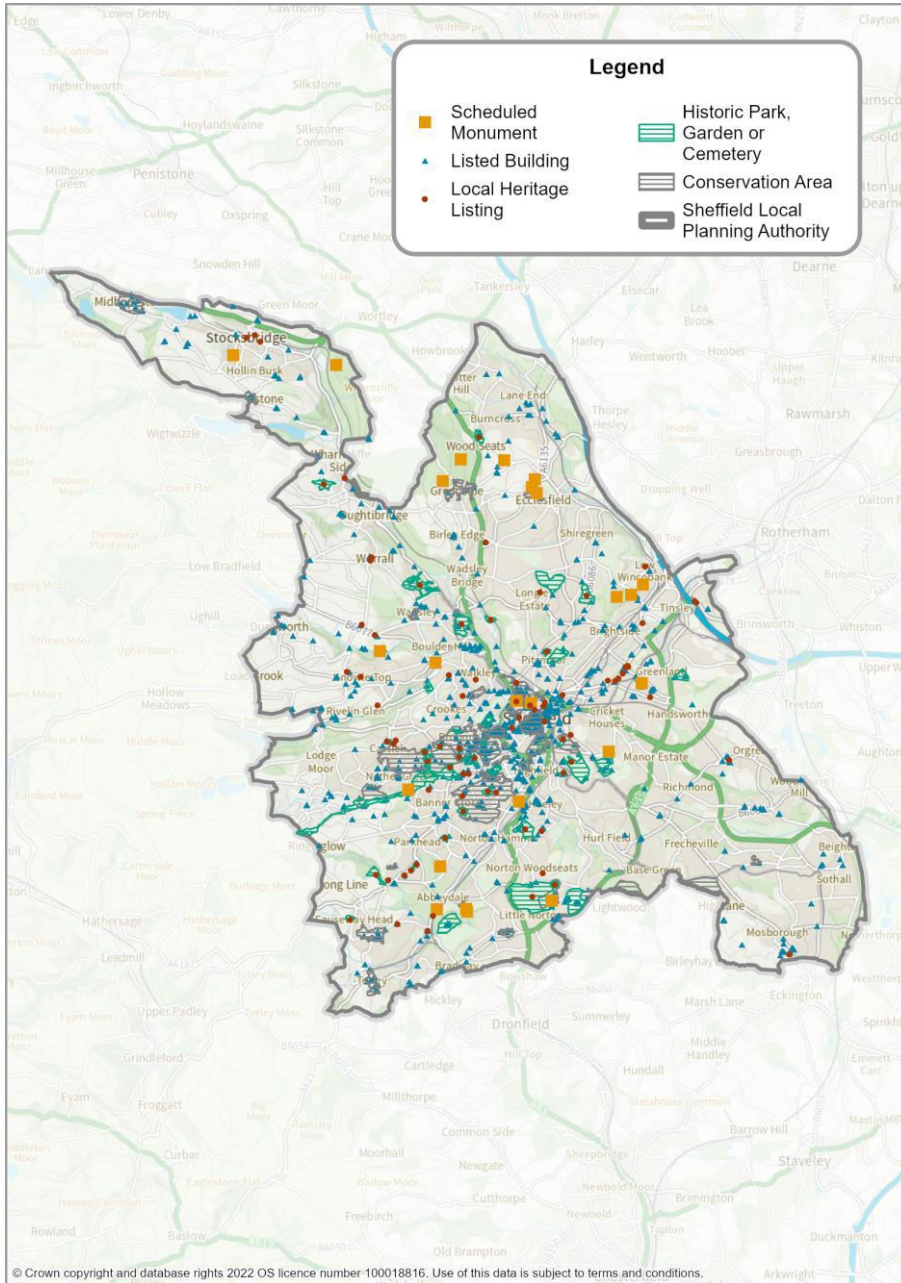
(h) help to secure a sustainable future for heritage assets, especially those identified as being at greatest risk of loss or decay.

Development that would harm the significance of a heritage asset will be permitted only where this is clearly justified and outweighed by other public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset will be permitted only in exceptional circumstances.

Definitions

For '**heritage assets**', '**significance**' and '**designated heritage asset**' – see *Glossary*.

Map 6: Heritage Assets



10. Developer Contributions

- 10.1. Part 1 Policy I1 identifies the infrastructure priorities for supporting the growth set out in the Plan. The Sub-Area policies specify a range of infrastructure improvements that are needed in different parts of the city. Some of these already have funding whilst others are in the early stages of developing a business case. Others will happen later in the period covered by the Sheffield Plan.
- 10.2. In order to create sustainable communities, it will be particularly important that new infrastructure is phased to coincide with when significant new development is taking place. Some of this infrastructure will be funded through the Community Infrastructure Levy (CIL) or through the capital programmes of the Council or other infrastructure providers. However, developer contributions may also be needed to make development acceptable in planning terms; creating sustainable places that work for residents and for people working in or visiting the area.

POLICY DC1: THE COMMUNITY INFRASTRUCTURE LEVY (CIL) AND OTHER DEVELOPER CONTRIBUTIONS

Community Infrastructure Levy (CIL)

Developers will be required to contribute to the CIL in accordance with the current CIL Charging Schedule.

Developer contributions paid through the CIL will be invested primarily in infrastructure that is essential for delivery of strategic policies in the Sheffield Plan.

Other Developer Contributions

Developers of housing schemes comprising 10 or more new homes will be required to contribute towards education facilities, health facilities and/or open space where needs are not being met through the CIL or other funded capital programmes and where further mitigation is necessary to make the development acceptable in planning terms.

Developers of non-residential schemes will be required to contribute to transport infrastructure in accordance with **Policy CO1** or towards flood mitigation measures in accordance with **Policy GS9**.

Other developer contributions may also be required where necessary to make the development acceptable in planning terms but will be negotiated on a site-by-site basis.

Infrastructure Delivery Plans

Promoters of strategic housing sites will be required to work collaboratively to produce and implement a single infrastructure delivery plan.

Definitions

'Infrastructure delivery plan' – a promoter-led document setting out the infrastructure needs for a strategic housing site. It identifies how and when these needs will be met, and who would be responsible for delivery.

Further information

Additional guidance on the Community Infrastructure Levy and developer contributions will be set out in a Supplementary Planning Document that will seek to maximise social value benefits arising from new development.

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11. Implementation

- 11.1. The Sheffield Plan sets out how the city will develop over the period to 2039, identifying where the homes, jobs, services and infrastructure would be delivered and the type of places and environments that will be created. Having set out a clear direction for how the City will develop, and the planning policies and proposals that will help achieve this, it will be important that there are tools in place to help implement these and ensure the successful delivery of the overall vision for Sheffield.
- 11.2. Both the public and private sectors will have key roles to play in implementing the policies and proposals within the Sheffield Plan, both in terms of funding and delivery of development.
- 11.3. The City Council will equally have an important role to play and will make use of all appropriate mechanisms including:
- Providing development management and other regulatory functions.
 - Preparation of Local Development Orders (LDOs), masterplans, supplementary planning documents and other more detailed planning briefs to provide context and support for site specific delivery.
 - Working in partnership with other statutory delivery agencies (including the South Yorkshire Mayoral Combined Authority, the Environment Agency, Homes England, National Highways, Sport England and the water companies) to ensure that essential infrastructure is provided.
 - Working in partnership with landowners/developers and other private sector organisations including Business Improvement Districts to secure deliverable development proposals and investment.
 - The creation and maintenance of effective strategies such as a Housing Strategy, Transport Strategy and Investment Strategy.
 - Pro-active use of public land holdings to assist delivery.
 - Engaging with providers of education and health facilities and other organisations that support skills and training initiatives.
 - Support for Neighbourhood Planning and other local initiatives.
 - Use of the Council's Compulsory Purchase powers to assist with site assembly.
 - Use of Section 106 agreements to secure affordable housing and other benefits.
 - Use of the Community Infrastructure Levy for infrastructure delivery, where appropriate and in line with current statutory regulations.
 - Use of Government grants and prudential borrowing.
 - Use of other funding sources such as the landfill tax, the aggregates levy, the lottery fund, development incentives and other initiatives as they arise.
- 11.4. Over the lifetime of the Sheffield Plan, it is likely that new initiatives, partnerships and sources of funding will emerge, however the following provides examples of some of the current mechanisms:

Development management

- 11.5. As the local planning authority, the City Council sets out Local Planning Application Requirements. These are updated at least every 2 years.

- 11.6. Design and Access Statement requirements are set nationally and expect applicants to provide information showing how their proposals comply with the Sheffield Plan policies.
- 11.7. Other assessments, evidence, statements and plans may also be needed depending on the scale and type of development proposed. These include:
- For Strategic Allocated Sites – a masterplan and an infrastructure delivery plan with an implementation strategy (see Policies NC1 and DC1)
 - An Affordable Housing Statement (see Policy NC3)
 - Noise and Nuisance Impact Assessments (see Policy EC6)
 - A Transport Assessment and a Travel Plan (see Policy CO1)
 - A Landscape and Visual Impact Appraisal (see Policy GS3) – for developments that may impact on the Peak District National Park
 - A Flood Risk Assessment (see Policy GS9) and a Sustainable Urban Drainage System Statement (see Policy GS11)
 - A Water Framework Directive Assessment (see Policy GS10)
 - An Air Quality Impact Assessment (see Policy ES5)
- 11.8. The Council will, where appropriate, use its planning enforcement powers to ensure development is compliant with the appropriate planning permission including any conditions. Submission of a planning application will be invited where breaches of planning control might be acceptable, possibly with an amendment to existing permissions. Unacceptable breaches of a permission will be enforced against quickly. The City Council has produced the Sheffield Local Enforcement Plan which sets out how planning enforcement will be managed in the city.
- 11.9. Section 215 of the Town & Country Planning Act 1990 will be used by the City Council, in certain circumstances, to take steps requiring land, including any buildings within that land, to be properly maintained when the condition adversely affects the amenity of the area.

Other planning guidance or plans

- 11.10. The preparation of more detailed plans to guide delivery in areas of change has proved to be successful in the past and will continue. Wherever possible the City Council will aim to make use of supplementary planning documents (SPDs), masterplans, regeneration frameworks and planning briefs to promote local and site-specific policy and a comprehensive approach.
- 11.11. The Sheffield Plan will be supported by an Infrastructure Delivery Plan (IDP). This will provide detail of the essential infrastructure and the delivery issues in relation to key proposals. The City Council will keep the IDP under review to measure progress and ensure funding, initiatives and action are targeted.

Developer financial contributions/legal agreements

- 11.12. Developers will be expected to provide, or make a contribution to the cost of providing, what is deemed necessary to make the development acceptable in planning terms.
- 11.13. Infrastructure and mitigation measures will be provided in a timely manner to support the objectives of the Sheffield Plan. This will be achieved through:
- **Planning Obligations** - such obligations under Section 106 of the Town and Country Planning Act 1990 (as amended) will continue to be used as a mechanism to make development proposals acceptable in planning terms, where they would not otherwise be acceptable. Section 106 agreements will continue to be used, for example, to secure affordable housing, and on site public open space in residential development. It will also be used to ensure the development or use of land occurs in specific ways and to require specified operations or activities to be carried out.
 - **Community Infrastructure Levy (CIL)** - contributions will be sought in line with the National Planning Policy Framework²⁴. Money can be used to fund a wide range of infrastructure that is needed as a result of development. This includes new roads and public transport facilities, flood defences, schools, hospitals and other health and social care facilities, park improvements, green spaces and leisure centres. The City Council adopted the CIL in July 2015 to support the delivery of the sustainable growth agenda set out in the Sheffield Plan.

Partnerships and Funding

- 11.14. One of the key aspects for the successful delivery of the Sheffield Plan will be the provision of infrastructure to enable and support development. There are a range of funding options that can be utilised to support the infrastructure and environmental improvements that are required to enable the delivery of the overall strategy and support sustainable growth.
- 11.15. While the City Council has a key role to play in delivering the policies and proposals, responsibility does not rest solely with the City Council and it will require the combined efforts and investment of a range of partners. The City Council will have a vital role in co-ordinating the actions and activities of private, public or third sector partners, including through;
- **Homes England and the Department for Levelling Up, Housing and Communities (DLUHC)**: are major partners supporting the delivery of new homes in the City Centre, as well as in other parts of the city utilising funding to assemble land, unlock brownfield housing sites and address infrastructure constraints
 - **Department for Transport (DfT)**: plan and invest in transport infrastructure across the UK, including providing funding to the Mayoral Combined Authorities for local transport projects. The DfT are currently supporting several transport

²⁴ NPPF, 2021, paragraph 34.

projects in Sheffield through the Transforming Cities Fund, Active Travel Fund and National Roads Fund.

- **South Yorkshire Mayoral Combined Authority Brownfield Housing Fund:** is being used to 'unlock' housing development on brownfield sites by investing in a range of measures such as on and off-site infrastructure, Neighbourhood infrastructure such as public realm and place-making interventions, Site Remediation and demolition and site acquisition and land assembly
- The **Sheffield City Region Mayoral Combined Authority** is a formal membership of councils. The constituent members of the Combined Authority are Sheffield, Rotherham, Barnsley and Doncaster councils. The councils of Bassetlaw, Chesterfield, Northeast Derbyshire, Derbyshire Dales and Bolsover are 'non-constituent' members (see Map 1 in Part 1 of the Sheffield Plan). The Combined Authority shapes policy and leads on decision-making. The Combined Authority Board members are also members of the LEP Board. Sheffield City Region Integrated Infrastructure Fund – is used to fund infrastructure projects identified in the SCR Integrated Infrastructure Plan. The City Region receives funding from the Government's Local Growth Fund as part of the Devolution Deal for the South Yorkshire Mayoral Combined Authority.
- The **Local Enterprise Partnership Board** (LEP) provides the strategic direction for South Yorkshire. As the custodian of the Strategic Economic Plan, the LEP sets out the economic blueprint for how South Yorkshire will grow its economy. The LEP supports the public sector decision-making process and the LEP Board Chair is a member of the Combined Authority Board.
- The **University of Sheffield** and **Sheffield Hallam University** have been working in partnership with the City Council to enhance the universities' campuses and help attract students and research investment to the city. This includes significant improvements to the public realm in the City Centre. The University of Sheffield has also led the creation of the Advanced Manufacturing Research Centre (AMRC) in the Advanced Manufacturing Innovation District. Sheffield Hallam University is a key partner in the development of the Olympic Legacy Park (OLP) with the establishment of the Advanced Wellbeing Research Centre.
- **Network Rail** own and manage our railway infrastructure. They are responsible for planning the future development of the network, including working in partnership with the Combined Authority and Local Authorities to deliver long-term plans to improve connectivity at national, regional and local level.
- The **duty to cooperate** with neighbouring authorities and other statutory bodies (see Part 1 of the Plan) will be on-going and will feed into future reviews of the Sheffield Plan.

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Inward investment

- 11.16. Alongside securing funding for infrastructure, the ability to attract private sector investment will be central to the overall success of the Sheffield Plan. The City Council will continue to take a proactive and constructive approach to potential local, national and international investors. The City Council will continue to work actively in

promoting Sheffield and the opportunities on offer (for example, as part of the ~~Advanced Manufacturing Innovation District (AMID)~~).

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Compulsory Purchase Orders

11.17. Compulsory Purchase Powers are an important tool for local authorities and other public bodies to assemble land to help deliver social and economic change. The City Council has a strong track record in utilising these powers to support urban regeneration schemes and the delivery of infrastructure. It will not hesitate to apply these powers in the future where the acquisition of land is necessary to enable comprehensive schemes that deliver economic, social and/or environmental benefits.

Other Council Powers

11.18. The City Council has a range of powers that are available to help support delivery. This will not just be confined to those of the planning system but also the housing, education, licensing and highway functions it provides.

Use of Public Land and Resources

11.19. There are extensive public landholdings and other resources within Sheffield and the City Council will seek to use these to take forward the strategy. This could be through land sales and development promotion or through the protection and improvement of environmental ~~and heritage~~ assets. It could also include reserving certain allocated housing sites for self-build. The uplift in land values arising from the allocation of public land for development provides an opportunity to deliver a higher level of community benefits than might otherwise be the case for land in private ownership.

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12. Monitoring

- 12.1. The Council will use a series of indicators to monitor progress against key policies in each of the chapters. The frequency that the data would be reported is specified for each indicator.
- 12.2. The Council will publish an Authority Monitoring Report on its website annually. Policies will be reviewed to assess whether they need updating at least every five years and will be updated as necessary.

An Environmentally Sustainable City

- Percentage of new homes generating onsite renewable - annual (Policy ES2)
- Number and capacity of new renewable energy networks or shared energy schemes completed – annual (Policy ES2)

Thriving Neighbourhoods and Communities

- Population change – annual (Policies SP1 and H1)
- Number of new homes completed – annual (Policies SP1 and H1)
- Number of years' supply of deliverable housing sites – annual (Policy H1)
- Number of new homes completed on previously developed (brownfield) land – annual (Policy H1)
- Number of dwellings granted permission on small windfall sites – annual (Policy H1)
- Number of dwellings granted permission on large windfall sites, within and outside Broad Locations for Growth – annual (Policy H1)
- Number of affordable homes completed (by tenure) – annual (Policy NC3)
- Completions of wheelchair adaptable and wheelchair accessible homes – annual (Policy NC4)
- Numbers of different house types completed (apartments, houses, bungalows, by number of bedrooms) – annual (Policies H1 and NC5)
- Number of applications for HMOs granted permission in the area covered by the Article 4 Direction – annual (Policy NC5)
- Purpose-Built Student Accommodation completions by bed space and cluster – annual (Policy NC6)
- Average density of residential developments completed (by location type) – annual (Policy NC9)
- Amount and percentage of new retail/leisure floorspace developed in District Centres – annual (Policy NC10)
- Number of planning permissions for takeaways within/ more than 400m from a secondary school – annual (Policy NC12)

A Strong and Growing Economy

- Employment land supply by type and location – annual (Policy SP1)
- Number of years' supply of deliverable employment sites – annual (Policy SP1)
- Amount of new office and industrial floorspace completed (sqm) – annual (Policy SP1)

- Number of major-employment generating schemes approved with local employment including number of jobs or training places where known – annual (Policy EC7)

A Vibrant City Centre

- Amount and percentage of new retail/leisure floorspace developed the City Centre – annual (Policy VC1)
- Amount and percentage of new retail/leisure floorspace developed outside 'town centres' (Policy EC5)
- Amount and percentage of new office space developed in the City Centre and in the City Centre Office Zone – annual (Policies SP1 and EC2)
- Annual percentage of non-commercial (Use Class E) uses on ground floor frontages in the Central Primary Shopping Area – annual (Policy VC1)

A Connected City

- Transport modal split – annual (Policy T1)
- Number of Travel Plans agreed – annual (Policy CO1)
- Number of developments that include provide gigabit-capable, full fibre connections – annual (CO3)

A Green City

- Net change in the total area of open space – every 5 years (Policy GS1)
- Percentage of new developments providing at least 10% Biodiversity Net Gain, [along with the amount and type of BNG provided through development](#), – annual (Policy GS6)
- Number of permissions granted contrary to the advice of the Environment Agency on flood risk grounds – annual (Policy GS9)

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A Well-Designed City

- Number of tall buildings developed in the City Centre – annual (Policy DE6)
- Change in the number of designated heritage assets (Scheduled Ancient Monuments, Listed Buildings, Registered Parks and Gardens, Conservation Areas) [identified as being at risk](#) – annual (Policy DE9)

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Infrastructure Provision

- Amount of developer contributions paid through the Community Infrastructure Levy and other developer contributions – quarterly/annually (Policy DC1)

This document can be supplied in alternative formats, please contact:

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