



SHEFFIELD CITY COUNCIL Report to Council

Report of: Executive Director, City Futures

Date: 14 December 2022

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

Author of Report: Simon Vincent, Service Manager (Strategic Planning)
Tel: 0114 2735259

Purpose of Report:

(This report seeks approval to consult on Sheffield's Publication Draft Local Plan ('The Sheffield Plan'). The report in Appendix 1 was considered by the Transport, Regeneration and Climate Policy Committee on 3rd November 2022 and by the Strategy & Resources Policy Committee on 15th November 2022. Recommendations (a) to (e) set out in the box below were endorsed by both Policy Committees. The Policy Committees also referred the report in Appendix 1 to full Council to seek their approval of the Publication Draft Plan, the consultation programme and the list of 'submission documents'.

The report in Appendix 1 summarises the benefits of the Local Plan and outlines the process that should enable the Plan to be adopted by the end of 2024. The public consultation strategy is also found in the appendix to that report.

Recommendation (f) in this report deals with a number of minor amendments to the Plan that are now recommended by officers. These are needed either to correct minor issues in the Plan and/or provide additional clarification. One amendment is proposed in response to a petition in respect of 'Swift bricks' received by the Transport, Regeneration and Climate Policy Committee on 24th November 2022.

Recommendation (g) in this report simply seeks to add a limited number of further 'submission documents' to the relevant list.

Recommendations:

It is recommended that Council:

- (a) Approves the Publication Draft Sheffield Plan for the purposes of public consultation;

- (b) Approves the consultation programme for seeking the public's view on the Publication Draft Sheffield Plan;
- (c) Approves the list of 'submission documents' as defined in paragraph 4.3.3 of Appendix 1 and listed in paragraph 4.3.4 of Appendix 1 that will form part of the public consultation;
- (d) Requests that any 'schedule of suggested amendments' (referred to at paragraph 1.11.2 of Appendix 1), compiled after the consultation on the Publication Draft Sheffield Plan, be approved by the Strategy and Resources Committee and full Council prior to submitting the relevant documents to the Government;
- (e) Delegates authority to the Chief Planning Officer, in consultation with the Chair, deputy chair and spokesperson of the Transport, Regeneration and Climate Policy Committee, to approve any non-material amendments to the Publication Draft Sheffield Plan and consultation programme prior to public consultation and any adjustments to the list of submission documents set out in paragraph 4.3.4;
- (f) Approves the further minor amendments to the Publication Draft Sheffield Plan that are recommended by officers in paragraphs 1.6 to 1.21 (and detailed in Appendix 3);
- (g) Approves the list of additional 'submission documents' listed in paragraphs 1.22 and 1.23 of this report that will form part of the public consultation.

Background Papers:

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

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial & Commercial Implications
YES – Cleared by Kerry Darlow
Legal Implications
YES – Portia Watkins/Sarah Bennett
Equality of Opportunity Implications
YES – Louise Nunn
Climate impact
YES
Tackling Health Inequalities implications
YES
Human Rights implications
NO
Economic impact
YES
Community Safety implications
NO
Human Resources implications
NO
Property implications
YES
Area(s) affected
ALL
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
YES

1. PROPOSAL

- 1.1 Full Council is asked to endorse the Publication (Pre-Submission) Draft Sheffield Local Plan (what we are calling 'The Sheffield Plan') for public consultation. The new plan will guide the future of the city by setting out the vision and policies for how and where development will take place up until 2039. It is expected that the Plan will be adopted by the end of 2024, following a public examination by a planning inspector. Once adopted it will become the city's primary land-use and place-shaping strategy. It will cover the whole city except for the areas in the Peak District National Park (where the Peak Park Authority is responsible for planning).
- 1.2 Both the Transport, Regeneration and Climate Policy Committee (3rd November 2022) and the Strategy & Resources Policy Committee (15th November 2022) have received a report of the Executive Director, City Futures, on the Publication Draft Sheffield Plan. The report considered by the committees is attached as Appendix 1 to this report. The covering report considered by the Strategy & Resources Policy Committee is attached as Appendix 2.
- 1.3 The Transport, Regeneration and Climate Policy Committee and the Strategy & Resources Policy Committee resolved to:
- (a) Endorse the Publication Draft Sheffield Plan for the purposes of public consultation;
 - (b) Endorse the consultation programme for seeking the public's view on the Publication Draft Sheffield Plan;
 - (c) Endorse the list of 'submission documents' as defined in paragraph 4.3.3 and listed in paragraph 4.3.4 that will form part of the public consultation.
 - (d) Seek full Council's approval of the Publication Draft Plan, the consultation programme, and the list of 'submission documents';
 - (e) Request that any 'schedule of suggested amendments' (referred to at paragraph 1.11.2) compiled after the consultation of the Publication Draft Sheffield Plan be approved by the Strategy and Resources Committee and full Council prior to submitting the relevant documents to the Government;
 - (f) Recommend that, in due course, full Council delegates authority to the Chief Planning Officer, in consultation with the Chair, deputy chair and spokesperson of the Transport, Regeneration and Climate Policy Committee, to approve any non-material amendments to the Publication Draft Sheffield Plan and consultation programme prior to public consultation and any adjustments to the list of submission documents set out in paragraph 4.3.4.

- 1.4 At the Transport, Regeneration and Climate Policy Committee, officers also agreed to consider further whether the cycle parking guidelines proposed in the Draft Plan for secondary schools are appropriate, given the need to promote high levels of active travel. The proposed Cycle Parking Standards have been developed using best practice and officer experience in implementing the existing cycle parking standards in Sheffield. This has been benchmarked against other authorities' standards. With specific reference to standards for secondary schools, the standard proposed is at a similar level to other local authorities with similarly ambitious cycling targets to Sheffield. This is however a minimum standard and should there be a need and justification for higher provision in relation to individual sites that could be considered at planning application stage.
- 1.5 Officers also agreed to consider whether Policy NC12 'Hot-Food Takeaways', as proposed, is unduly restrictive. We have discussed this further with Public Health Officers but are of the opinion that the proposed policy strikes the right balance in terms of helping to tackle obesity problems in secondary school aged children and providing opportunities for new hot-food takeaway businesses that serve local communities.

Officer Proposed Amendments to the Publication Draft Sheffield Plan

- 1.6 Amendments to paragraph 1.8.12 of the appended Committee report and to Part 1 of the Plan (paragraph 3.14) were reported to both Policy Committees. Both these amendments related to the employment land **supply** figure over the Plan period (involving a change from 160.81 hectares to 154 hectares). However, another adjustment to the employment land supply data is now needed following further checking of the data. In addition, an adjustment to the employment land **need** figure is also now recommended in order to provide additional land for future large scale warehouses (logistics). These changes are explained in more detail in paragraphs 1.8 to 1.13 below and do not substantially alter the employment land figures reported to the Policy Committees.
- 1.7 A limited number of other proposed officer amendments to the Publication Draft Plan are set out in Appendix 3 of this report. The schedule of amendments includes one previously reported to both Policy Committees, relating to Part 2, paragraph 11.8 (relating to the Planning Enforcement Plan). All the amendments are relatively minor and are needed either to correct drafting errors that have come to light since the original report to the Policy Committees was produced or to provide additional clarification. One amendment is proposed in response to a petition. The most significant proposed changes are explained in the following paragraphs.

Employment Land

- 1.8 Our recommendation is that the employment land **need** figure in the Sheffield Plan should be increased from 11.5 hectares per year to 12.8 hectares per year. This is in order to make a more meaningful contribution (1.3 hectares per year) towards meeting the need for large scale strategic warehousing (individual units over 9,000sqm or 100,000sqft) across South Yorkshire and the wider property market area. It means a slight change to the figure is needed in Part 1, Policy SP1(b).
- 1.9 The employment land need figure of 11.5 hectares per year is sufficient to support the jobs growth target in the Sheffield City Region Strategic Economic Plan. However, the Logistics Study recommends providing an additional 62.6 hectares (3.7 hectares) per year to cater for large scale warehousing. It should be noted that this is significantly higher than recent take-up rates in the city but reflects previous constraints on land supply and increasing market demand.
- 1.10 In our view, it is not possible to accommodate the full need for large scale warehousing in Sheffield due to the city's topography and the need to protect the Green Belt. Both these constraints are identified in the Logistics Study. Furthermore, although the Logistic Study has identified a number of suitable sites within the city for large scale warehousing (with potential to provide over 84 hectares of land), many of the sites are in the Advanced Manufacturing Innovation District. Within the AMID the priority is to provide higher skilled jobs in advanced manufacturing and health research clusters. Consequently, the use of this land for large scale warehousing will be resisted under the economic strategy in the Sheffield Plan. This means the actual supply of land suitable for large scale logistics in Sheffield will be further constrained and needs will have to be met elsewhere in the wider City Region. The Logistics Study concludes that the supply is around 22.3 hectares (equivalent to 1.3 hectares per year over the period 2022-2039) if the AMID constraint is taken into account.
- 1.11 There is a sufficient supply of land for larger scale warehousing within the wider property market area (covering South Yorkshire, North East Derbyshire, Bassetlaw, Chesterfield and Bolsover). Whilst the study concludes there is strong demand for logistics sites in Sheffield, the need is wider than local and potential occupiers for large warehouse units tend to have a wider area of search. Nevertheless, it is important that the Sheffield Plan makes a meaningful contribution towards overall supply, whilst acknowledging the need to protect the Green Belt and support the AMID economic growth objectives.
- 1.12 As noted in paragraph 1.6 above, the overall employment land supply figure requires slight amendment. This is a consequence of 3 sites (Site Allocations SES03; ES04 and NWS02) being incorrectly allocated for 'other employment uses' instead of 'industry and business' when this figure was calculated. Office sites had also been omitted from the calculation in error. Inclusion of these sites means that the supply figure

is boosted to 171.42 hectares. Appendix 3 specifies the changes to the type of allocation for sites SES03; ES04 and NWS02 – this results in minor changes to Part 1, Appendix 1 and to the Site Schedule (Annex A).

- 1.13 The amendments to both the employment land *need* and *supply* figures outlined above means that the identified supply remains at 13.4 year supply over the 17 year period. This is the same figure that was previously reported to the Policy Committees. We believe that the overall supply of employment land identified is sufficient to support the economic strategy in the Plan. This is on the basis that additional land will come forward through the redevelopment of existing employment sites ('windfall sites').

Employment sites

- 1.14 Amendments to the proposed use of 4 proposed allocated sites (NW04, NW05, NW06 and ES05) are also recommended. On all these sites the required use should be limited to light industrial (Use Class E(g) (iii), rather than general industry (Use Class B2) or warehousing (Use Class B8). These changes are recommended to safeguard the environment for people living nearby.

Carbon Reduction Policy

- 1.15 We recommend making a slight amendment to the wording of Policy ES1 and the inclusion of extra definitions. These amendments will clarify the differences between *regulated* and *unregulated* carbon emissions, as well as the difference between *operational* carbon and *embodied* carbon emissions. It makes it clear that the policy will only apply to regulated carbon emissions in the period before 1 January 2030. The proposed revisions also clarify that the 2030 net zero target will apply to both *operational* and *embodied* carbon.
- 1.16 The amendments reflect on-going work with consultants Arup to assess how the policy will be applied in practice. Embodied carbon benchmarks and targets are a developing knowledge area but practical application of the concept is expected to be better developed and more widely understood by the development industry by 2030.
- 1.17 The proposed changes to definitions section of Policy ES1 are set out in the schedule in Appendix 3.

'Swift bricks'

- 1.18 A petition, requesting the inclusion of a policy in the Sheffield Plan, was received by the TRC Policy Committee on 24th November 2022. We are proposing a minor amendment to Part 2 of the Sheffield Plan in response to that petition.

- 1.19 Policy GS5 in the Draft Plan ‘Development and Biodiversity’ includes a clause (part I) that requires developments to ‘incorporate design features that enhance biodiversity’. The definitions section of the policy indicates that this ‘*could include, for example, green roofs, bird and bat boxes, hedgehog holes in walls and fences, water features, planting native or wildlife-attracting trees, shrubs, wildflowers etc*’. In response to the petition, it is suggested that **‘Swift bricks’ is added to the list of examples.**
- 1.20 We recognise that the provision of nest sites is an important factor in helping to boost swift numbers but, in our opinion, it would not be appropriate to include a specific policy solely on swift bricks in the Local Plan because it would involve a level of detail that goes beyond what is appropriate in a statutory development plan. A case could be made for having policies on the creation of habitats for any number of endangered species, so it is considered that the appropriate approach is to have a general policy such as GS5 that requires the inclusion of appropriate design features. This means the approach to biodiversity design features can be tailored on a site-by-site basis. It is necessary to be mindful of Government advice to avoid overly long plans and, due to the complexity of planning issues and number of proposed allocated sites in Sheffield, the Sheffield Plan is already lengthy.
- 1.21 In due course, we intend to produce a supplementary planning document (SPD) on planning for biodiversity. This will provide further guidance for developers on how biodiversity net gain requirements will be applied in Sheffield but we envisage it will also include more detailed advice on biodiversity design features, including, for example, Swift bricks.

Additions to the List of Submission Documents

- 1.22 Paragraph 4.3.4 in the report to the Transport, Regeneration and Climate Policy Committee set out the list of supporting documents that the Council intends to submit to the Government alongside the Sheffield Plan. It is now recommended that 5 further documents are added to the list. These are:
- a) Sheffield Green Belt Review: Archaeology Scoping Study (2015)
 - b) Sheffield Archaeology Scoping Study (2022)
 - c) Transport Modelling Report
 - d) Sheffield City Region Statement of Common Ground (2020)
 - e) Sheffield City Region Statement of Common Ground (SoCG) update
 - f) Sheffield Plan Site Selection Methodology Background Paper
- 1.23 In paragraph 4.3.4. the document titled ‘Sheffield and Rotherham Joint Retail & Leisure Study Update’ should be revised to read ‘Sheffield Retail & Leisure Study 2022’.

1.24 The schedule at Appendix 4 of this report outlines the scope of the documents that will be published for consultation alongside the Publication Draft Plan, as well as those which will need to be updated prior to submission. It also lists documents that have already been published.

2.0 HOW DOES THIS DECISION CONTRIBUTE?

This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 2.1-2.7).

3.0 CONSULTATION

This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 3.1 to 3.2).

4.0 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 4.1.1 to 4.1.7).

4.2 Financial and Commercial Implications

4.2.1 This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 4.2.1 to 4.2.2).

4.3 Legal Implications

2.3.1 This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 4.3.1 to 4.3.9).

4.4 Climate implications

4.4.1 This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 4.4.1 to 4.4.14).

4.5 Other Implications

These are set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022:

- Public Health Impacts (see Appendix 1 – paragraph 4.5.1)

- Property Implications (see Appendix 1 – paragraph 4.5.2)
- Biodiversity Implications (see Appendix 1 – paragraphs 4.5.3 to 4.5.4)

5.0 ALTERNATIVE OPTIONS CONSIDERED

5.1 This is set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 5.1 to 5.5).

5.2 In relation to this report, the options open to full Council are to:

- a) accept the recommendations, including approving the Plan to go forward for public consultation in January; or
- b) propose and agree amendments to the Plan at full Council which would mean the Plan could still go forward for public consultation in January; or
- c) defer approval of the Plan to allow consideration of amendments – meaning a delay to public consultation (the length of any delay would depend on the significance of the amendments needed but it would be a minimum of 1 month)

6.0 REASONS FOR RECOMMENDATIONS

6.1 These are set out in the report to the Transport Regeneration and Climate Policy Committee on 3 November 2022 (see Appendix 1 – paragraphs 6.1 to 6.5).

**FULL COUNCIL REPORT APPENDIX 1:
Report to the Transport, Regeneration and Climate Policy
Committee, 3 November 2022**



Report to Policy Committee

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

Tel: 0114 2735259

Report of: Executive Director, City Futures

Report to: Transport, Regeneration and Climate Policy Committee

Date of Decision: 3 November 2022

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

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

Purpose of Report:

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

Recommendations:

It is recommended that the Policy Committee:

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

Background Papers:

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

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Chris Nicholson
	Legal: Victoria Clayton & Portia Watkins
	Equalities & Consultation: Louise Nunn

		Climate: William Stewart
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission:	Kate Martin, Executive Director, City Futures
3	Committee Chair consulted:	Mazher Iqbal
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Simon Vincent	Job Title: Service Manager (Strategic Planning)
	Date: 26 October 2022	

1. PROPOSAL

1.1 Overview

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

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

1.2 Background

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

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

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

