



Former Walkley Primary School Site, Burnaby Crescent

Informal Planning Advice Note
March 2022



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Key to Highlighted Text

Link	A link to locations within this document
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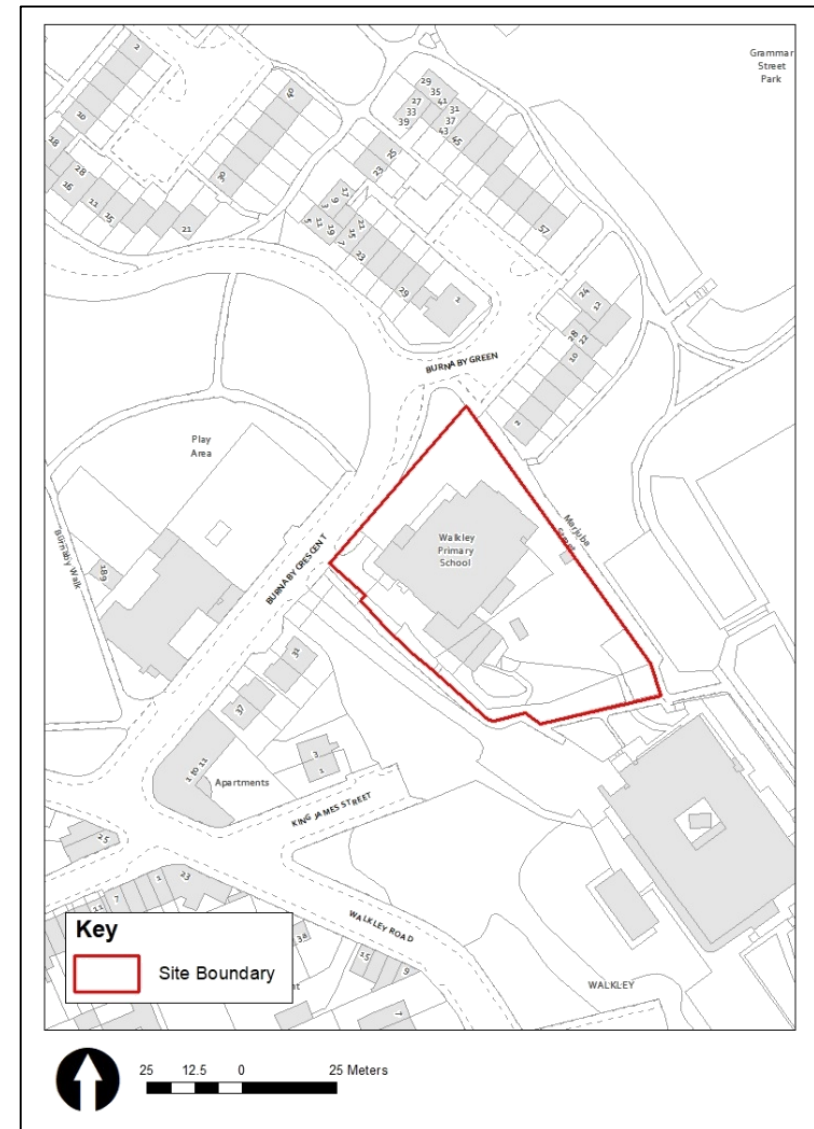
1. Introduction

- 1.1 This Informal Planning Advice Note (IPAN) provides planning and urban design advice relevant to the development of the 0.37 hectares, Former Walkley Primary School Site, Burnaby Crescent, referred to as 'the site' below (see [Figure 1](#)). It examines the constraints and opportunities faced by two redevelopment options: total redevelopment of the site for residential use; and retention and conversion of the existing building with development of land at the rear of the site for houses or apartments.
- 1.2 It is an informal officer view given without prejudice to any decisions made in the formal determination of a planning application. It has not been approved by the Planning & Highways Committee and has no material weight in its own right, although the policies, and the evidence it is based on are material considerations.

2. Executive Summary

- Total Redevelopment of the site involving complete demolition of the main school building is not supported. Conversion of the main building as apartments is encouraged.
- Our preferred development option retains and converts the existing building to apartments and provides new housing /apartments to the rear of the main building.
- Demolition of the poor quality extension to the main building will enable provision of vehicular access to the rear of the site.

Figure 1: Site Plan



- Development should be within the density range of between 40 to 60 dwellings per hectare, yielding between 15 to 22 new homes.
- A housing scheme that delivers an element of Student Accommodation within it could be acceptable as the current concentration of (C4) uses within the site's catchment, is policy compliant at 16%.
- The Purpose Built Student Accommodation Market Study (completed January 2022) identified an over-supply of student accommodation in the City. As such, future applications including PBSA, or studios must provide robust evidence demonstrating that the supply/demand dynamics of the market have been fully considered. Housing (C3) is therefore the preferred residential use for any proposals.
- An affordable housing contribution is required for proposals involving 15 or more dwelling units and a minimum 25% of the affordable houses provided on site should be First Homes.
- A preliminary Ecological Appraisal (PEA) is not required, but a Preliminary Roost Assessment (PRA) should be submitted in support of a planning application.
- We also recommend an ecologist consults the Local Records Centre (or possibly the Sheffield Bird Study Group) and assesses the building's potential for nesting birds, particularly swifts (provision of swift boxes as part of the proposal is recommended).
- Submission of a noise impact assessment, a Phase 1

Preliminary Contamination Risk Assessment (Desktop Study), and a Construction Environmental Management Plan (CEMP) are also required in support of an application.

3. Principle of Development

Relevant Policy Documents

NPPF (2021): NPPF paragraph 219

Core Strategy (CS) (2009)

Unitary Development Plan (UDP) (1998)

- 3.1 A [new Local Plan](#) is being prepared but until it is adopted (expected 2024) the starting point for considering planning applications will be the [Core Strategy](#) (2019) and [Unitary Development Plan](#) (UDP), (1998). The [Pre Submission Proposals Map](#), approved by Full Council 2013 but not taken to adoption, carries very limited weight (see [Appendix 2](#)), but it is worth being aware of its provisions, as it is the last published indication of emerging planning policy.
- 3.2 The [National Planning Policy Framework](#) (NPPF) ([paragraph 219](#)) states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework.
- 3.3 The policies mentioned below are considered to be consistent with the NPPF. Please note that when making planning decisions on sustainable residential development in Sheffield, the '[Tilted balance](#)' is in play if a 5-year supply of deliverable housing land can't be demonstrated.

Land Uses

Relevant Policies

NPPF: Chapter 5, Delivering a sufficient supply of homes and paragraph 124,

UDP: H7, H10, H14, and IB6

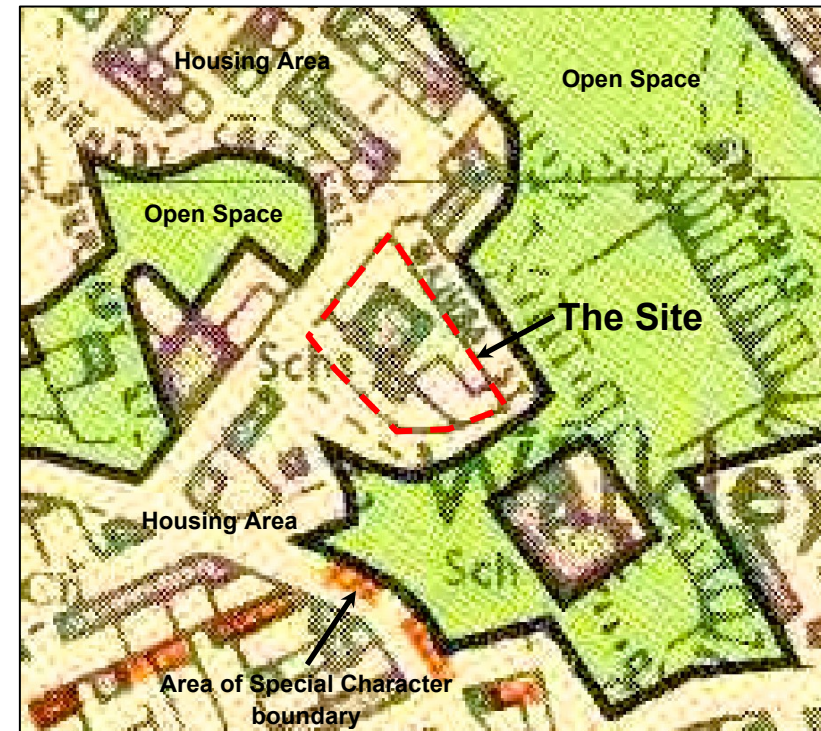
CS: CS22, CS26, CS40, CS41

Other: CIL and Planning Obligations Supplementary Planning Document

- 3.4 The site is in a Housing Area designation in the **UDP** bordering the school to the south and the school grounds that are in an Open Space Area to the east (See [Figure 2](#)). The '*Preferred*' use for development within Housing Areas in **UDP policy H10** is Housing (C3) use subject to compliance with **UDP policies H14 and H15**.
- 3.5 A wide range of use classes are listed as '*acceptable*' in **UDP policy H10** including Small shops (E(a)); Offices used by the public (E(c)); Food and drink outlets (E(b)); pubs (*sui generis*¹); hot food takeaways (*sui generis*); Hotels (C1); Community facilities and institutions (F1 and F2) Leisure and recreation facilities (F2): Car parks; Hostels; and Open Space, subject to compliance with **UDP policy H14**.
- 3.6 The following uses including, Other shops (E(a)) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre; General industry (B2); Warehouses and open storage (B8); and Amusement centres are '*Unacceptable*' in principle within a Housing Area under **UDP policy H10**.

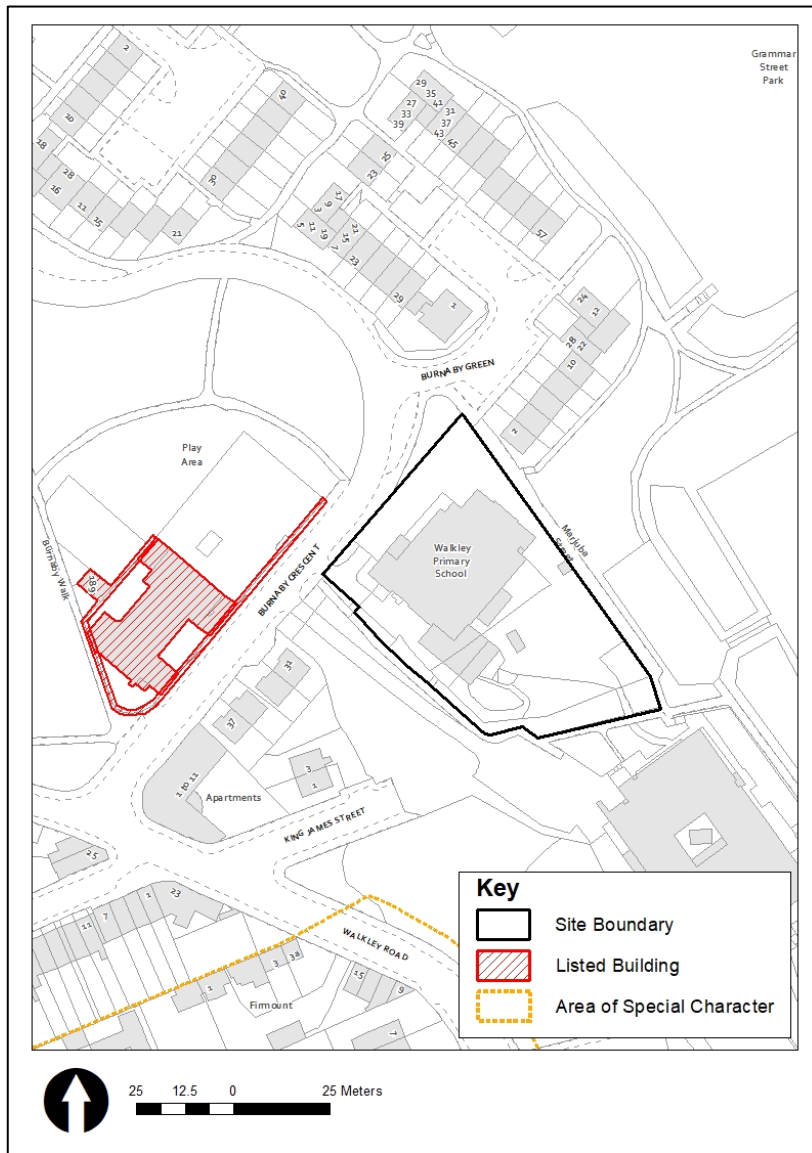
¹ **Sui generis:** meaning in a use class of its own.

Figure 2: Annotated UDP Proposals Map extract



- 3.7 The site is on the opposite side of the Burnaby Crescent to Walkley Boarding School, which is a listed building (see [Figure 3](#)). **UDP Policy BE19** ensures that development affecting the setting of a listed building preserves the character and appearance of that listed building and its setting.

Figure 3: Heritage Assets in Relation to the Site



Housing Density

- 3.8 National policy states that planning decisions and policies should support development that makes efficient use of land. [NPPF paragraph 124d](#) states that using land efficiently should take into account “*the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change*”. The site’s heritage context may well affect capacity expectations.
- 3.9 The chosen design response to the site’s redevelopment will determine its density and relies on whether retention of the existing building is desirable from a design perspective (which it is), in which case apartments are the most likely format.
- 3.10 The site measures approximately 0.37 hectares. As it is within a residential area, close to the Supertram route, [Core Strategy policy CS26](#) sets out an appropriate density range of 40 to 60 dwellings per hectare for the site. Therefore, to be policy compliant, the site’s capacity is to be between 15 to 22 homes, depending on the effect of the need to retain existing buildings.
- 3.11 At this scale, lower level apartments (including those created through conversion of the main building) or houses, or a mixture of both, would be appropriate and are most likely to fit within the required density range.
- 3.12 Densities outside the range suggested in paragraph 3.10 above may be allowed where the proposal achieves good design; reflects the character of the area; or protects a sensitive area.

Affordable Housing & First Homes

- 3.13 [Core Strategy policy CS40](#) requires housing developments to contribute towards the provision of affordable housing where practicable and financially viable.

Figure 4: Map of Affordable Housing Market Areas (2014)



- 3.14 The boundary between the North West and the City Centre West Affordable Housing Market Areas, runs across the site (see [Figure 4](#)).
- 3.15 Under the [CIL and Planning Obligations Supplementary Planning Document \(CILPO SPD\) Guideline GAH1](#), a contribution towards affordable housing will be required for developments that exceed 15 or more dwellings (or 60 or more student bed spaces

in purpose built student housing schemes.

- 3.16 **Guideline GAH1** applies to all developments that satisfy the size threshold and require planning permission, except for those proposals requiring approval of reserved matters. It also applies to sites below the threshold where they are combined with an adjoining development site and together, the proposals exceed the size threshold.
- 3.17 **Guideline GAH2**, which sets out the required level of Affordable Housing contribution, to be 10% of the gross internal area of this site (see [Figure 5](#)), to be provided as part of the development.
- 3.18 In summary, as development on this site is expected to be in the range of 15 to 22 dwellings, which is above the size threshold set by **CILPO SPD Guideline GAH1**, an affordable housing contribution of 10% of the gross internal floor area of the development for transfer to a Registered Provider at the Transfer price (or equivalent provision as agreed with the City Council, is highly likely to be required for this site.
- 3.19 Please note, this requirement may change in the future given that elected Council Members at a [Full Council meeting](#), held on Wednesday 8 September 2021, [passed a resolution effectively recommending removal of the “Affordable free zone” in the City Centre](#).

Figure 5: Affordable Housing Requirement by Affordable Housing Market Area

Affordable Housing Market Area	Required contribution (%)
City Centre	0
Manor / Arbourthorne / Gleadless	
East	
North East	
City Centre West	10
North West	
South East	
Stocksbridge & Deepcar	
Chapelton / Ecclesfield	
Rural Upper Don Valley	
South	30
South West	

3.20 Resolution (t): states “...*therefore recommends that the “affordable-free zone” for developers in the city centre, where profits go out of the city and few affordable homes are built, is removed*”. We have sought legal advice on what this means for residential developments across the city and in the City Centre. The requirement is unlikely to change until the [new Local Plan](#) for Sheffield is adopted (in 2024).

3.21 With regard to First Homes, the Affordable Housing Update [Written Ministerial Statement published on 24 May 2021](#), by Lord Greenhalgh, Minister of State for Building Safety and Communities, issued substantial changes to planning policy on the provision of affordable housing, which came into effect on 28 June 2021. A

minimum of 25% of all affordable housing units secured through developer contributions should be First Homes.

3.22 The national standards for a First Home are:

- A First Home must be discounted by a minimum of 30% against the market value;
- A First Home must be sold to a person or persons meeting the First Homes eligibility criteria (see [NPPG First Homes eligibility criteria](#));
- On its first sale, the First Home 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,
- after the discount has been applied, the first sale must be at a price no higher than £250,000.

3.23 First Homes (and the mechanism for securing the discount in perpetuity) will be fixed through a section 106 planning obligation.

Housing Mix

3.24 [Core Strategy Policy CS41 part A](#) seeks to meet the needs of a broad range of smaller households in the City Centre where no more than half the new homes in larger developments should consist of a single house type (large developments being defined as 60 or more dwellings).

3.25 [Part D of Core Strategy Policy CS41](#) limits new or conversions to hostels, purpose-built student accommodation (PBSA) and Houses in Multiple

Occupation (HMO) where the community is already imbalanced by a concentration of such uses or where the development would create imbalance (defined as >20% of residences within 200 metres of the site).

- 3.26 The current concentration within 200 metres of the site is 16% (including extant planning permissions and schemes under construction). A scheme that delivers an element of Student Accommodation within it could therefore be acceptable.
- 3.27** However, the Council commissioned a Purpose Built Student Accommodation Market Study (completed January 2022) that identified an over-supply of student accommodation in the City and found that the proportion of studio bed spaces has arguably exceeded a healthy level. **As such, any future applications for student accommodation including delivery of studios (C4) uses will need to be supported by robust evidence to demonstrate that the supply/demand dynamics of the market have been fully considered. Housing (C3) use is therefore the preferred residential use for the site.**
- 3.28 Proposals should seek to provide a mix of tenures and dwelling types in accordance with the objectives of [Core Strategy policy CS41 'Creating Mixed Communities' part c.](#) No more than half of the proposed dwellings should consist of a single house type. All future uses will be subject to protecting the amenity of nearby or intended residents.

Retail and Other Commercial Uses

Relevant Policies

NPPF: Chapter 2 Achieving Sustainable Development; and Chapter 7 Ensuring the Vitality of Town centres

- 3.29 A major retail proposal would not be supported on this site. The site does not fall into the definition of '[edge of centre](#)' in the NPPF², and a retail proposal would fail the sequential test as there are vacant units and sites more central to the nearest District Centre that could appropriately accommodate major retail development.
- 3.30 The remaining list of acceptable land uses in principle for use of the building or for development to the rear of the main building outlined in paragraph [3.5 above](#), will be considered on their merit and be subject to compliance with **UDP policy H14** and any other relevant planning policy.

Community Infrastructure Levy

- 3.31 Since July 2015, Community Infrastructure Levy ([CIL](#)) has replaced some section 106 agreements and the basic CIL charge requirements on developments are set out in the [CIL Charging Schedule June 2015](#).
- 3.32 The site is in CIL Zone 3 (City Centre, West) where residential developments (including houses in multiple occupation) are charged at £30 per m². Student accommodation is charged at £30 per m². Hotels are £40 per m². Leisure and office uses are zero CIL rated under the charging schedule.

² NPPF, Annex 2: Glossary

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- 3.33 Note that there may be additional CIL charges to those quoted in the charging schedule as a result of annual indexation, which can rise or fall over time. The index in July 2015 was 254; in 2020 it was 334; and as of January 2022, it was 332. Bear in mind that this represents an additional 30.7% on top of the charge generated by the CIL calculator which should be added to the basic CIL charge.
- 3.34 For example, the CIL rate for residential development in Zone 4 goes up from £50/m², to £65.35/m² when applying the January 2022 index, while Retail (A1 use) CIL rate goes up from £30/m² to £39.21/m². There's a handy [CIL calculator](#) that can be accessed via our [Community Infrastructure Levy](#) web page, where you can find the most up-to-date information on CIL rates when considering submitting a planning application.

Former Walkley Primary Site Housing Needs Assessment

- 3.35 The site falls partly within the North West Housing Market Area (HMA) and partly within the Urban West HMA (see [Figure 6](#) and [Figure 7](#)). Additional age-friendly housing that supports independent living and is suitable for older downsizers is needed in most parts of the city. The site may not be ideal for a specialist scheme, but properties built to enhanced accessibility and adaptability standards should be popular with older downsizers. These types of properties are in short supply across the city and would also provide more choices for people of all ages with disabilities and mobility issues.

- 3.36 The North West HMA contains a mix of housing types, broadly suburban in character. It is more affordable than the other parts of west Sheffield, and it's especially popular with families. Sheffield Urban West HMA is dominated by Victorian and inter-war terraced and semi-detached housing. It contains popular neighbourhoods benefitting from close proximity to major universities and hospitals. It contains a significant Private Rented Sector for students and young professionals.
- 3.37 both of these housing market areas need a variety of housing types, including family housing (2,3,4 bed) and older people's accommodation. The location of this site, on the border between two different housing markets, makes it potentially suitable for a range of housing types including both apartments and houses.

Figure 6: Sheffield and Rotherham Housing Market Areas



- 3.38 The highest demand for private tenures is likely to be for smaller properties with one and two bedrooms, and the

conversion of the existing building into apartments would meet this demand.

- 3.39 An affordable housing contribution is required for the site and the preference for on-site provision means the best option for this is likely to be through the development of apartments or houses, with the latter option being separate to a main apartment block.
- 3.40 If the existing school building is converted into apartments for predominantly private tenures, it is therefore likely that a commuted sum, potentially combined with a small number of First Homes (discounted home ownership), would be the preferred affordable housing contribution.

Figure 7: Housing Market Area boundary (green) dissecting the site



- 3.41 Additional age-friendly housing that supports independent living and is suitable for older downsizers is needed in most parts of the city. The site may not be ideal for a specialist scheme, but properties built to enhanced accessibility and adaptability standards should be popular with older downsizers. These types of properties are in short supply across the city and would also provide more choices for people of all ages with disabilities and mobility issues.

4. Urban Design Principles

- 4.1 The building is across from Walkley Board School which is listed Grade II. The primary school building is linked with this, forming a group, and it contributes positively to the character of the area. There are several options that have been considered for redevelopment of the site
- 4.2 However, total redevelopment of the site is not supported, as we would expect the existing building to be retained and refurbished in order to retain its significant contribution to the character of the area and the listed building's setting. This would be in line with the Design Principles set out in [Core Strategy policy CS74](#). Recent extensions to the original school building could be removed.
- 4.3 With regard to the option of converting the existing building to apartments and developing the land to the rear of the existing building for apartments or housing. As in paragraph 4.2 above, the building's conversion is supported in principle.
- 4.4 However, with regard to new development to the rear of the existing building, there are trees that could potentially

be detrimentally impacted by development. If the flat roofed extensions could be demolished, then there is scope for development at the rear of the former school building. The new block will need to be of modest proportions in terms of their footprint, given that parking and servicing will need to be accommodated on site.

- 4.5 With regard to the height of the new block to the rear, we would suggest it is acceptable to build up to 3 storeys for flat roofs or 2.5 storeys for pitched roofs.

Figure 8: View of the Site's Burnaby Crescent Frontage



5. Archaeology: Summary

- 5.1 The South Yorkshire Archaeology Service (SYAS) have considered both the demolition and comprehensive redevelopment of the site for residential use option; and the conversion of the main building to apartments with development of the land to the rear of the main building for new apartments or housing option, and they've expressed a preference for the latter conversion and new build to the rear option.
- 5.2 The main building was built between 1905 and 1923, and the Infant School was first shown on the 1925 OS maps. The original school is therefore considered to be of interest and SYAS would support its retention and conversion.
- 5.3 SYAS recommend an appropriate level of building recording ahead of any alterations for conversion. This would either be considered and addressed by a condition at the planning application stage, or the recording can be carried out earlier, with the report being submitted as information supporting a planning application.
- 5.4 SYAS have no concerns about redevelopment of land to the rear of the main school building; have no records relating to archaeological finds in the vicinity; and would expect terracing for the school's construction to have caused considerable ground disturbance.

6. Movement & Access

- 6.1 A Transport Statement will be required to support a planning application together with a Travel Plan that will suggest measures to maximise the use of sustainable

travel modes as required by [Core Strategy Policy CS53](#). These will be discussed at the pre-application stage.

- 6.2 [Core Strategy Policy CS51](#) sets out the strategic transport priorities that include:
- promoting choice by developing alternatives to the car; maximising accessibility; and,
 - improving air quality.
- These priorities are reinforced by the [Sheffield City Region Transport Strategy](#) (which forms part of the statutory Local Transport Plan) and includes commitments to put pedestrians and cyclists at the centre of our transport plans and embed sustainable transport choices in the assessment of transport requirements for new development, particularly for active travel.
- 6.3 [The Sheffield Transport Strategy](#) aligns with these priorities and adopts the Sustainable Safety approach, requiring separate infrastructure provisions to ensure the safety and convenience of pedestrians and of cyclists. It is therefore important that all new cycle and pedestrian infrastructure must be designed to meet [LTN 1/20 Cycle Infrastructure Design](#) standards and will be discussed at the pre-application stage to ensure access proposals contribute to the Council's active travel ambitions and are aligned with existing scheme proposals.
- 6.4 [Core Strategy Policy CS53](#) requires promotion of more efficient and sustainable use of vehicles, including incentives for using alternatively fuelled vehicles. Where parking is provided, it is recommended that accessible Electric Vehicle charging infrastructure for motorised

vehicles and e-bikes is incorporated. This will enable the new developments to cater for future expected uptake of electric vehicles following the [Government's Decarbonisation targets](#) for reducing carbon emissions from vehicles, including ending the sale of petrol and diesel vehicles by 2030, which will begin to increase the number of electric vehicles in circulation.

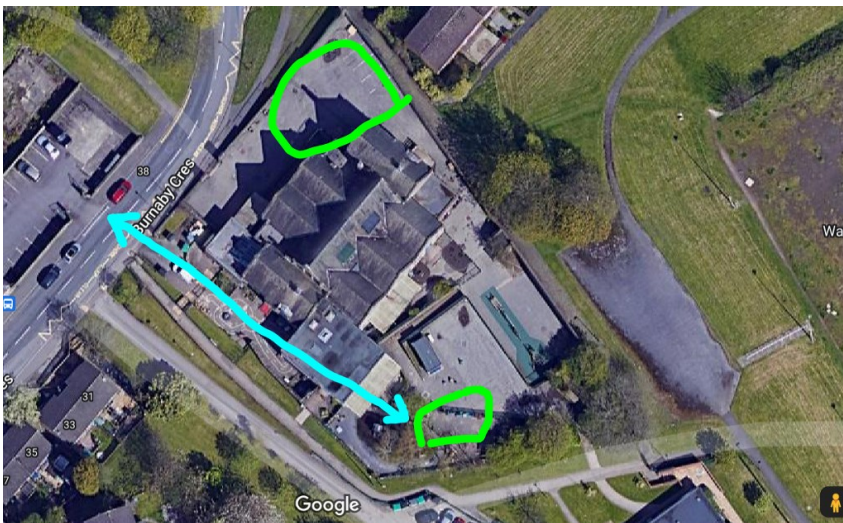
Vehicular Access, Parking and Servicing

- 6.5 From a highways perspective, there are no concerns in terms of the school building being retained and having a change of use (with new building(s) to the rear of the existing building), or with demolishing the building and having a comprehensive redevelopment.
- 6.6 Sharing the adjacent school's vehicular access would be unacceptable, as this would create unacceptable conflicts with pupils entering or leaving school.
- 6.7 The site actually benefits from its own vehicular access. [Figure 9](#) shows how, if the poor quality side extension to the school is demolished, vehicular access could be achieved to the rear. [Figure 10](#) shows where parking areas could be created (one already exists).

Figure 9: Creating Vehicular access the rear of the site.



Figure 10: Potential Parking Areas with potential access route



7. Environmental Sustainability

- 7.1 [Core Strategy policy CS64](#) requires new non-residential development of more than 500 m² to achieve a BREEAM 'very good' score. A Sustainability Statement will be required to support a planning application. For developments or conversions of 5 or more dwellings (including apartments), or non-residential uses over 500 m² gross internal floorspace, 10% of predicted energy needs should come from renewable/low carbon energy sources, unless not feasible or viable.
- 7.2 The [Climate Change and Sustainable Design SPD](#) requires the use of green roofs for proposals of 10 or more dwellings or 1,000 square metres. This is provided they are compatible with other design and conservation considerations and are subject to viability.

8. Ecology and Biodiversity

Relevant Policies

NPPF: Chapter 15 Conserving and enhancing the natural environment;

NPPG: Natural Environment Planning Practice Guidance

UDP: GE11 and GE15

Other: Night Time Uses - Interim Planning Guidance

- 8.1 Biodiversity net gain (BNG) is an approach to development, and/or land management, which aims to leave the natural environment in a measurably better state than it was before development. The Government's [25 Year Environment Plan](#) sets out the aspiration to mainstream biodiversity net gain in the planning system and move towards approaches that

integrate natural capital benefits.

- 8.2 National policy sets out that planning should provide biodiversity net gains wherever possible. [NPPF Paragraphs 174\(d\), 179\(b\) and 180\(c\)](#) refer to this policy requirement and the [Natural Environment Planning Practice Guidance \(PPG\)](#)³ provides further clarification of how this should be done when preparing planning applications.
- 8.3 Any development proposals for the site should therefore aim to provide a net gain in biodiversity in accordance with the National Planning Policy Framework⁴.

Bats

- 8.4 All buildings on site will require a Preliminary Roost Assessment (PRA) for bats. This will establish whether there is any requirement to carry out further surveys. This will need to be carried out regardless of whether the building is demolished or renovated.
- 8.5 Bat boxes should be incorporated into any future plans for the site.

Birds

- 8.6 We would recommend that an ecologist consults the Local Records Centre (or possibly the Sheffield Bird Study Group) and assesses the buildings potential for nesting birds, particularly swifts. There is a local swift

colony across the road in Walkley House and there may also be nesting sites present in this building. Swifts are a declining '*Section 41 priority species*'⁵ and migratory visitors to the UK for a few months of the summer where they return to sometimes long established nest sites.

- 8.7 We would certainly recommend that swift boxes are included in future plans. A Preliminary Ecological Appraisal (PEA) will not be required as the site is predominantly hardstanding.

Trees / Vegetation

- 8.8 The site mostly comprises buildings and hard surfaces, so ecological interest is otherwise limited. Of the few trees on site that are protected from the adverse impacts of development by **UDP Policy GE15**, we would recommend that these are retained as far as practicable.
- 8.9 A landscape and biodiversity plan that creates new green-space and includes innovative enhancements such as green / brown roofs, 'living walls' etc is encouraged.

9. Environmental Protection

- 9.1 There are three considerations for EPS, in the event of the site's development for residential use; development phase impacts, noise, and contamination.

³ [PPG, Paragraph: 023 Reference ID: 8-023-20190721](#)

⁴ [NPPF, paragraph 8 \(third bullet point\).](#)

⁵ UK BAP priority species are the rarest, most threatened wildlife species requiring conservation that are listed under Section 41 of the Natural Environment and Rural Communities (NERC) Act, 2006.

Development Phase

- 9.2 Given the proximity of the new school and existing dwellings to the site, EPS would advise using the standard condition and directive for a Construction Environmental Management Plan (CEMP). The CEMP would cover both demolition and construction phases, and seek to mitigate local amenity and environmental impacts.
- 9.3 For EPS purposes any CEMP should include, as a minimum;
- Reference to permitted standard hours of working;
 - 0730 to 1800 Monday to Friday
 - 0800 to 1300 Saturday
 - No working on Sundays or Public Holidays
 - Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
 - A communications strategy for principal sensitive parties close to the site.
 - Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
 - Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
 - Vibration.

- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the demolition, site preparation, and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting.

Noise

- 9.4 The primary consideration would be the potential impact of the new school's use on any prospective residential development. Most focus would probably be placed on the potential for noise impacts from the use of outdoor facilities, including playgrounds, sports pitches and any all-weather sports facilities.⁶
- 9.5 There is also some potential for noise from external plant and from servicing activities associated with the new school's use. A noise impact assessment would be advised. Early assessment of localised noise considerations is encouraged, so as to inform Good

⁶ Light nuisance may also be a consideration in this respect, if any of the school's sports facilities are illuminated for community evening use.

Acoustic Design in line with the best practice guidance contained in [ProPG: Planning & Noise \(May 2017\)](#).

Contamination

- 9.6 EPS would advise the usual suite of contamination conditions, with the primary requirement being for a Phase 1 Preliminary risk Assessment (Desk Study).
- 9.7 This is due to two factors. Firstly, any residential end use with private garden areas is considered a sensitive end use, and warrants a consideration of the risks associated with elevated concentrations of contaminants of concern. This may be associated with current hardstanding, made ground, elevated natural levels of contaminants, etc.
- 9.8 Secondly, the potential for mine gases should be considered, as the site is within the Coal Authority's Development High Risk Area.⁷ Reference should be made to the following resources;
- Land Contamination Risk Management (LCRM; EA 2020) published at; [Land contamination risk management \(LCRM\) - GOV.UK \(www.gov.uk\)](#);
 - Sheffield City Council's, Environmental Protection Service; 'Supporting Guidance' issued for persons

⁷ **NB** Whilst outside the EPS remit, the site's coincidence with the Coal Authority DHRA suggests that a Coal Mining Risk Assessment would be required, to inform geotechnical considerations (instability).

dealing with, '[Development on Land Affected by Contamination Guidance](#)' published as 'Supporting information' at; [Contaminated land and site investigation - Sheffield City Council](#).

10. Drainage

- 10.1 [Core Strategy Policy CS67 'Flood Risk Management'](#) requires developments to significantly reduce surface water run-off from the site and to implement Sustainable Drainage Systems (SuDS).
- 10.2 It is recommended that drainage plans are obtained to prove where the existing drainage runs to. If this cannot be proven a potential brownfield discharge rate based on a 30% reduction from the existing rate for a 1 in 1 year event will not be permitted. The alternative greenfield runoff rates (Q_{bar})⁸ would lead to cost increases. It is also recommended that blue roofs are considered early in the proposal's design.
- 10.3 Any drainage discharges to the public sewers will be subject to agreement with Yorkshire Water. A Sustainable Drainage System (SuDS) Design Statement is required for all Major Applications with surface water drainage.
- ⁸ The Greenfield runoff rate estimation tool facilitates calculation of estimated greenfield runoff rates for the 1:1 year, 1:30 year and 1:100 year return periods for new developments. It also provides an estimation of Q_{bar} which is the mean annual maximum flow rate.

11. Appendices

Appendix 1: Pre-application advice

Before submitting a planning application, developers are encouraged to contact the Planning Service where we will advise whether pre-application advice and/or meetings would be useful. There is a charge for our Pre-application Enquiry service. Further information is available on our [Make a Pre-application Enquiry](#) web page, or by contacting Planning Enquiries, Telephone: 0114 203 9183

A list of planning application requirements and information on the level of supporting information required to support submitted applications is available on our: [Local Planning Application Requirements](#) web page. Officers will provide guidance and agree a checklist of supporting information as part of the pre-application advice process.

Appendix 2: Weight afforded to planning policies

The [National Planning Policy Framework \(NPPF\), paragraph 219](#) makes it clear that existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of the Framework. [NPPF paragraph 48 \(c\)](#) makes it clear that due weight should be given to relevant policies in existing plans according to their *“degree of consistency with the framework”* (the closer the

policies in the plan are to the policies in the Framework, the greater the weight that may be given to them in the decision making process).

[NPPF, paragraph 48 \(a\)](#) states that decision-takers may also give weight to relevant Local Plan policies in emerging plans according to their stage of preparation (the more advanced their preparation, the greater the weight that may be given). [NPPF, paragraph 48 \(b\)](#) states that due weight can also be given to relevant policies according to the extent to which there are unresolved objections to the policies (the less significant the unresolved objections, the greater the weight that may be given).

Appendix 3: The ‘Tilted Balance’

The term *‘Tilted Balance’* describes a national policy requirement applied by planning decision makers when making decisions on planning applications involving residential development. Certain conditions apply before the *‘Tilted Balance’* can be applied, and those conditions are currently in play in Sheffield.

This is because while drafting this IPAN, Sheffield could not demonstrate a 5-year supply of deliverable housing sites, making relevant local plan policies that are vital to determining planning decisions involving residential use *‘out of date’*⁹.

⁹ **‘Out of date’** is described in [NPPF, footnote 8](#), which applies to applications providing housing, in situations where *‘the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites’* (with the appropriate buffer, as set out in [NPPF paragraph 74](#)).

National planning policy in [NPPF, paragraph 11dii](#) states that when the most relevant Local Plan policies for determining a residential planning application are '*out of date*' (or the authority's Local Plan is silent on a matter), **the application should be approved unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.**

This national policy requirement changes the 'balancing exercise' which the decision-taker (i.e., the planning officer, Planning Committee, inspector or Secretary of State) undertakes; from a '*neutral balance*', where if the harms outweigh the benefits planning permission is withheld; to a '*tilted balance*' where the harm has to **significantly and demonstrably** outweigh the benefits before planning permission can be refused.

Therefore, the '*tilted balance*' remains in play when deciding planning applications involving residential development on sites in Sheffield unless this Planning Authority can demonstrate a 5-year supply of deliverable housing land when the application is being determined.

Appendix 4: Planning History

Planning history can be viewed [online](#) by searching for a single line of an address, a keyword, a postcode or a planning application reference number.

For applications submitted before 2000 please contact Planning Records and Enquiries at the address below:

Planning Records and Enquiries

Development Management

Planning Division
Sheffield City Council
Howden House
1 Union Street
Sheffield S1 2SH

Email: planningdc@sheffield.gov.uk

Telephone: 0114 2039183

Pre-Planning Enquiries

Should you require more detailed planning advice than that which is provided in this Informal Planning Advice Note, you can make a formal pre-planning application to our Planning department using the link below:

<https://www.sheffield.gov.uk/planning-development/pre-application-enquiry>

Please be mindful there is a fee for this service. A schedule of fees is provided within the link above.