



**27-33 NURSERY STREET**  
**Informal Planning Advice Note**  
February 2024

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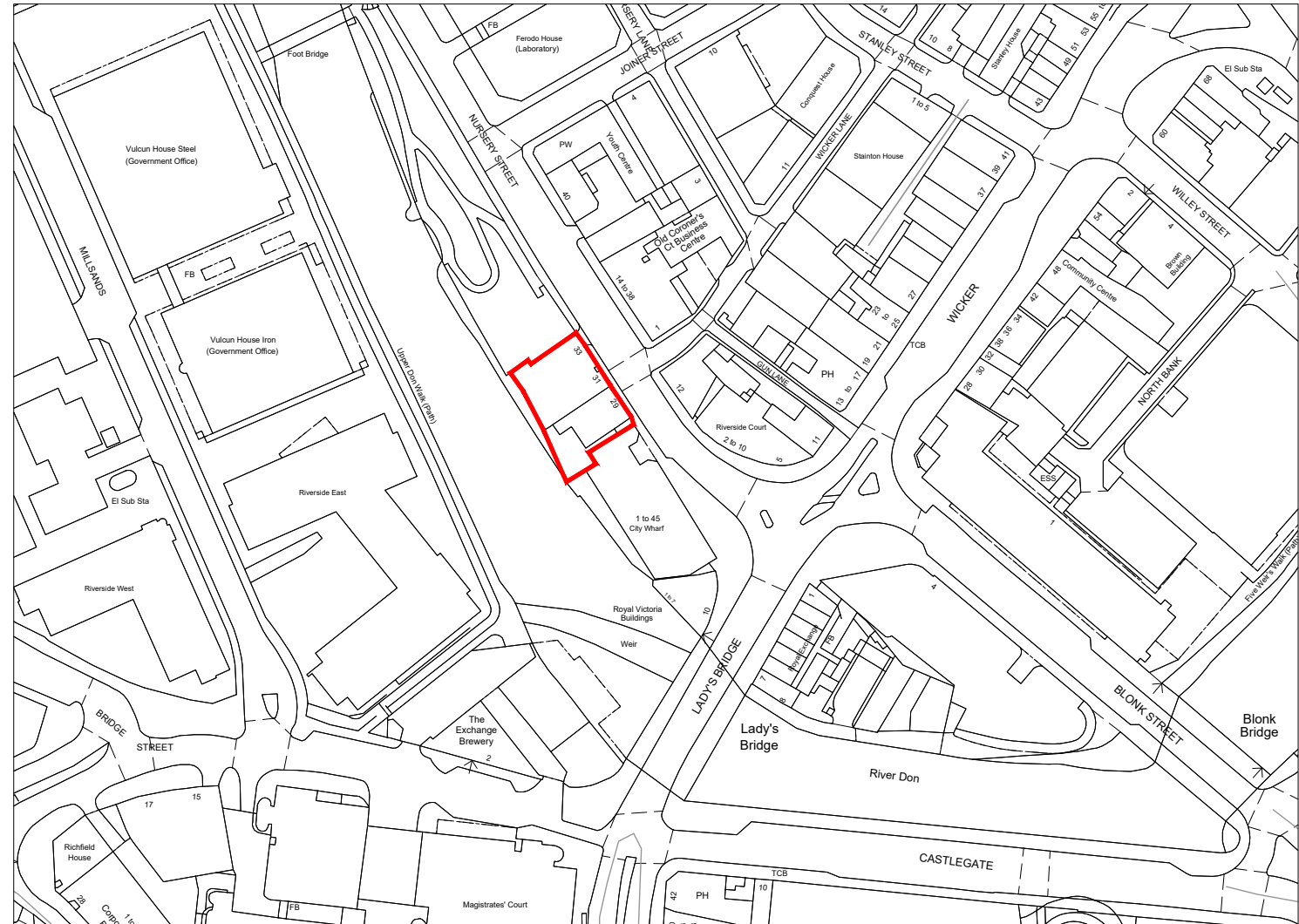
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# 1 //INTRODUCTION

This Informal Planning Advice Note (IPAN) provides planning and urban design advice relevant to the development of the 27-33 Nursery Street, Sheffield, referred to below as 'the site'. It is an informal officer view given without prejudice to any decisions made in the 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.

**Prospective developers are strongly advised to seek pre-application advice prior to submitting an application to the Local Planning Authority. Furthermore, a formal request for a Screening Opinion on their preferred development proposals from the Local Planning Authority (Regulation 6) under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.**



Site Plan

# 2 // PRINCIPLE OF DEVELOPMENT

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 the [Unitary Development Plan](#) (UDP), (1998).

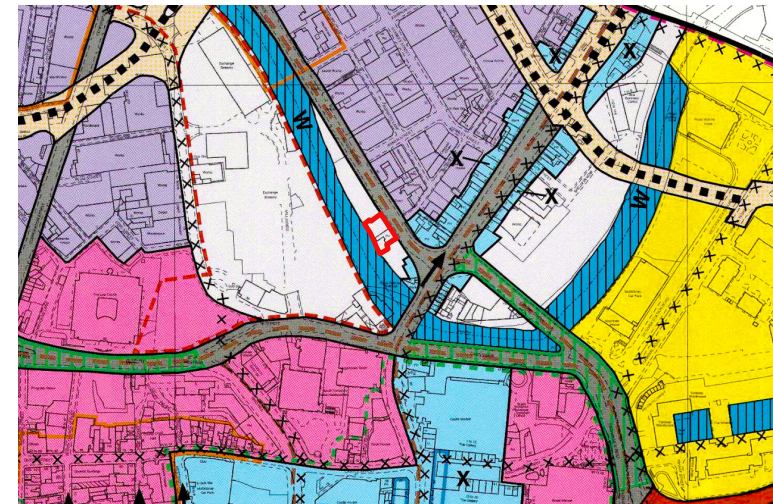
The [National Planning Policy Framework](#) (NPPF) ([paragraph 225](#)) states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework (see Appendix 2). The policies mentioned below are considered to be consistent with the NPPF. Please note that the 'Tilted balance' is in play when making planning decisions on sustainable residential development in Sheffield, if a 4-year supply of deliverable housing land can't be demonstrated.

The UDP shows the site is within a Fringe Industry and Business Policy Area (see UDP Extract Map). UDP policy IB6 lists Business (E(g)(ii) or E(g)(iii), (excluding Offices E(g)(i)), General Industry (B2) and Warehouses (B8, excluding Open Storage) as 'Preferred' uses in principle.

A range of uses are listed as 'Acceptable' in principle under UDP policy IB6, including Small shops ( $\leq 280$  square metres) (E(a)), Food and drink outlets (E(b)), Offices used by the public (E(c)), Hotels (C1), Residential institutions (C2), Housing (C3), Community facilities and institutions (F1 and F2), Leisure and recreation facilities (F2), Open space, Hostels, Petrol filling stations on Strategic Roads, and Car parks. Acceptability is subject to compliance with the conditions in UDP policy IB9, especially UDP policy IB9a, which requires a dominance of preferred uses within the policy area after development).

Other shops (E(a)) unless at the edge of the Central Shopping Area or a District or Local Shopping Centre, Open storage (B8), Lorry parks, and Scrapyards, are all listed as 'Unacceptable' uses in principle under UDP policy IB6.

Due to the site being in a city centre location, food and drink and other leisure uses would be acceptable in principle without needing to pass the sequential test in national policy. Retail should be limited in size (up to 280 square metres to ensure it serves the local area and doesn't compete with the Central Shopping Area and the Heart of the City 2 development).



KEY	
General City Boundary	Fringe Industry and Business Policy Area
Fringe Industry and Business Policy Area - Strategic Road	Fringe Industry and Business Policy Area - Strategic Road
Fringe Industry and Business Policy Area - Strategic Road	Fringe Industry and Business Policy Area - Strategic Road
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UDP (1998) Map 10 Extract (site outlined in red)

In terms of Use Class C4 (houses in multiple occupation and purpose built student accommodation (PBSA) defined as 'shared accommodation' including cluster flats), the current concentration within 200m of the site is 29%. This is above the 20% threshold set by Core Strategy Policy CS4, so Houses in multiple occupation or PBSA (C4) should not be delivered here and any future proposals should reduce the existing density of Houses in multiple occupation or PBSA in the area.

Proposals should provide a mix of tenures and dwelling types in accordance with the objectives of Core Strategy Policy CS41c. No more than half of the proposed dwellings should consist of a single house type in accordance with the objectives of Core Strategy Policy CS41a.

## Emerging Local Plan Context

As stated above, until the new Sheffield Plan is adopted, Development Management decisions will use the Core Strategy and Unitary Development Plan (UDP) as appropriate. The Publication Draft Sheffield Plan is a material consideration and the weight attached to it will increase as it progresses towards adoption. Therefore, it is appropriate to provide some policy context.

The following [link](#) provides access to all emerging Local Plan evidence base alongside the emerging [Policies Maps](#) for convenience.

The site is located in the Central Sub-Area within the City Centre and is situated within Character Area Two (Castlegate, West Bar, The Wicker and Victoria). Therefore, development proposals are required to comply with Policy CA2. The site is also identified as being part of the Wicker Riverside Priority Location, meaning that delivery of the site should be in accordance with Policy CA2B and should take into consideration other development opportunities in the area where applicable/available.

The site is also included as allocation site CW21 in the emerging Draft Sheffield Plan which lists the expected site use and additional conditions on development of the site which development must comply with. See Appendix 4 for the Annex A extract of CW21.

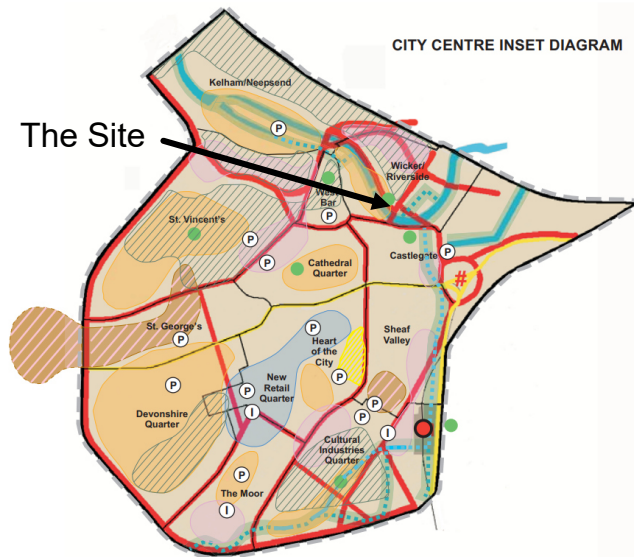
Sites identified in Policy CA2B are expected where appropriate to provide an opportunity to create a 'live-work' neighbourhood providing housing for a wide range of demographics, delivering a diverse identity; to help meet targets for Biodiversity Net Gain; and deliver a gateway into the City Centre with improvements that would allow the residential populations in the north and east of Sheffield to better access the opportunities provided by the City Centre.

Site is identified in Annex A (see Appendix) to deliver approximately 16 new homes and is expected to contribute where appropriate to a vibrant, mixed-use community that revitalises and diversifies Wicker High Street; and where appropriate provides new community hubs (along Wicker High Street and at Aizlewood Square), and improved local community facilities.

Due to the site's location, enhancements to Nursery Street by defining it as 'green street', reducing vehicular movements, introducing street trees and capitalising on the Nursery Street Pocket Park is expected.

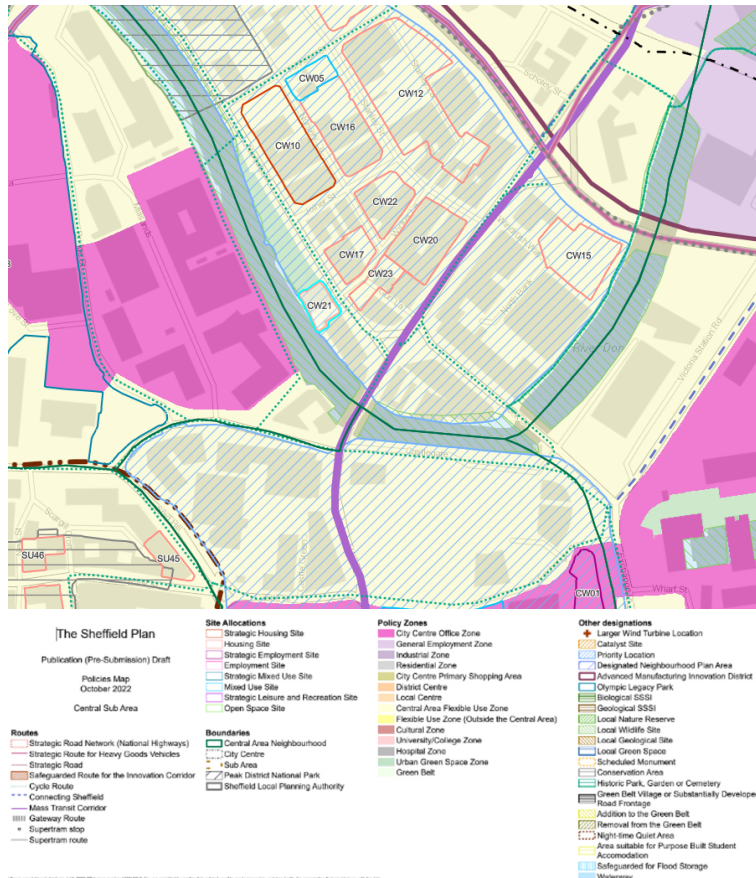
<sup>1</sup> The 'Preferred', 'Acceptable' and 'Unacceptable' land use classes listed in this document reflect changes to **the Town and Country Planning (Use Classes) Order 1987** made under **the Town and Country**

**Planning (Use Classes) (Amendment) (England) Regulations 2020**. They were not in force when the **UDP** was adopted in 1978 and therefore differ from the original policy (see [Appendix 1](#)).



### INSET KEY

-  Boundary of Quarters (CS17, page 51)
-  Priority Location for Office Development (CS4, page 37)
-  Core Retail Area (including the New Retail Quarter) (CS18, page 53)
-  Cultural Hub (CS19, page 55)
-  Location for Business Development: Clusters for innovative and new and expanding Businesses (CS5, page 38)
-  University Areas (CS20, page 55)
-  Location for expansion of City Centre Living (as part of Mixed Developments, where appropriate) (CS27, page 68)
-  Transition Areas (CS6, page 39)
-  Key Route (CS52, page 96)
-  City Centre Controlled Parking Zone (proposed) (CS80, page 108)
-  Potential location for Mid-Interchange (CS60, page 108)
-  Pedestrian Priority Zone (indicative) (CS61, page 110)
-  New City Centre Open Space (CS48, page 91)
-  Strategic Green Network (CS73, page 129)
-  Gateway Location / Landmark Location (CS75, page 133)
-  River or Canal (CS48, page 91) (culverted)



The Emerging Draft Sheffield Plan Policies Map Extract Showing Site CW21 in Context

As the site is located in a Priority Location, opportunities for a 'live-work' neighbourhood should be explored. Providing housing for a wide range of demographics (including the consideration of larger urban family homes), along with active and varied street frontages that create vibrant streets and a distinctive neighbourhood should be investigated where appropriate.

The site should aim for the retention of the fine grain street network but with improved connectivity and accessibility, including the provision of

direct links to the investment proposed at Castlegate where appropriate.

The delivery of the site should also support new pedestrian, cyclist and vehicular connections across Wicker High Street and help enhance the north-south connections along the Wicker (Steel Route) towards Wicker Arches and City Centre/Castlegate where appropriate.

The development of the site should make contributions towards improvements in community infrastructure, including consideration of additional education and healthcare provision as a result of increased residential population where appropriate.

The emerging Sheffield Local Plan shows the site is located within the Central Area Flexible Use Policy Zone (see Emerging Local Plan Image). Policy VC3 lists Hotels (C1); Dwellinghouses (C3); Houses in Multiple Occupation with more than 6 residents (subject to compliance with Policy NC5); Commercial, business and service uses (E) (where they comply with Policy EC5); Learning and non-residential institutions (F1); Local community uses (F2); Public houses, wine bars or drinking establishments (with or without expanded food provision) (where they comply with Policy NC14) and Leisure developments (where they comply with Policies EC5 and NC14) as 'Acceptable' uses in principle.

A range of uses are listed as 'Unacceptable' in principle under Policy VC3 in the area the site is located in. These include General Industrial (B2); Storage or Distribution (Class B8); Secure residential institutions (C2a) and other uses that would be incompatible with residential use due to the noise, pollution or traffic that they would generate.

The site falls outside the Primary Shopping Area and is considered outside a town centre. Therefore, future proposals for Commercial, Business and Service uses, Retail Warehouse Clubs and Leisure developments of a certain scale are expected to comply with Policy EC5 and assess potential impact on existing town centres.

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.

Any future proposals if applicable will have to comply with Policy EC5(h), which requires a Retail Impact Assessments for any 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. Additionally, any future proposals will also be expected to comply with Policy EC5(e) where applicable, which requires developments with more than 500 square metres gross internal floorspace to 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.

At present there is a 0% requirement for affordable housing within residential schemes. Although, the emerging Sheffield Local Plan will require residential development to include a 10% provision of affordable housing under policy NC3, which also specifies the tenure split (see criteria b).

Due to the site being located adjacent to the River Don and the Nursery Street Pocket Park, future proposals must comply with the emerging Sheffield Plan's Policy BG1 which aims to protect, manage and enhance where possible all blue and green infrastructure. Especially assets included in Sheffield's Green Network such as main river corridors (like the River Don).

As the site is also adjacent to a Local Wildlife Site (River Don) proposals are expected to comply with Policy GS5. Additionally, a buffer is required which for watercourses (rivers and streams) is a minimum of 10 metres. As the site also impacts on identified connective ecological corridors/areas (including buffers) are required to be maintained on site and should be removed from the developable area where applicable.

Additionally, biodiversity Net Gain is expected to be delivered on the site (in compliance with Policy GS6) within the connective ecological corridor/area.

The site has also been identified as being in an area within 1 in 25 probability (including climate change allowance) of flooding and therefore should implement mitigation measures identified in the Council's Level 2 Strategic Flood Risk Assessment (SFRA) and comply with Policy GS9.

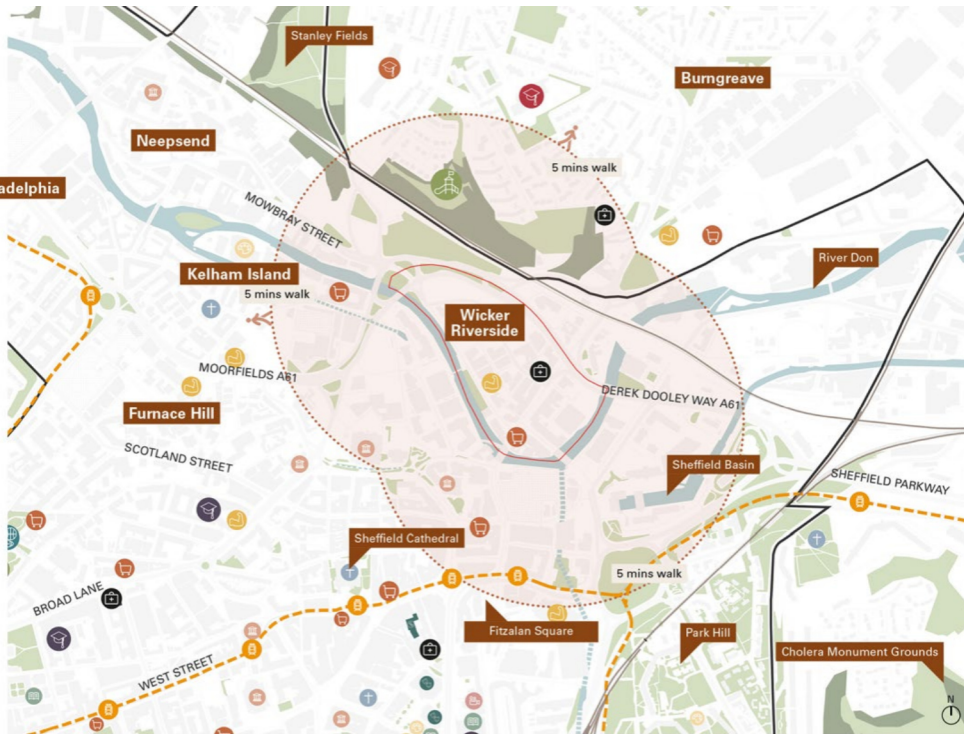
The site has also been identified as impacting on multiple Heritage Assets by the [Heritage Impact Assessment \(HIA\)](#), therefore proposals should comply with Policy DE9, as well as give consideration to mitigation measures identified in the HIA at planning application stage.

## Conclusions on the Principle of Development

Using the UDP and the Core Strategy, A mix of uses is considered acceptable including residential and commercial, with retail units limited to 280 square metres of floorspace, and a mix of dwelling types and tenures with the aim of reducing the concentration of student accommodation in the area.

All uses will be subject to the amenity of nearby or intended residents as stipulated in UDP policy IB9.

In terms of the emerging Sheffield Plan, a mix of uses is considered acceptable as the site is located in the Central Area Flexible Use Policy Zone including but not limited to residential, commercial, retail and leisure. The site is allocated in Annex A as CW21 for approximately 16 homes with some additional conditions on development. It is also important to note that the site is part of the Wicker Riverside Priority Location therefore development of the site should be considered within the context of CA2B and explore opportunities to be delivered alongside additional allocation sites within the area (where applicable/available).



Location Context (City Centre Priority Neighbourhood Framework)

## Site Context and Character

### Location Within Sheffield City Centre

The area has excellent transport connections; bus connections through the Wicker Riverside area connect to the City Centre; Sheffield Railway station is within a 20 minute walk; and Derek Dooley Way (A61) ring road which is a direct route into and out of Sheffield. Furthermore, Grey to Green runs along Castlegate, to the southern edge of the site and the River Don.

Existing tight street network which provides opportunity for incidental spaces which will help to support the already established Nursery Street Park which is an attractive green edge connecting to the River Don.

Wicker high street provides existing social infrastructure for the area, there is potential to enhance this further and create an attractive street with a range of amenities for residents and visitors, supporting independent businesses and creating a neighbourhood hub.

An existing rich historical character which new development can take precedent from. Historical assets include; Royal Exchange Buildings and adjoining Castle House, New Testament Church of God, and Aizlewoods Mill. The Kelham Island Conservation area is located to the northern end of the neighbourhood which provides further richness to the areas distinctive character. Furthermore, proximity to Castlegate and West Bar expands the opportunity for cumulative regeneration benefits.

### Local Context

The contextual analysis shows walking distances to facilities and amenity within and around the Wicker Riverside Priority Location.

- Fitzalan Square / Ponds Forge tram stop are within a 5 minute walk of Wicker Riverside.
- A small selection of supermarkets and grocery stores are within a 5 minute walk of the site but there is an under provision for when the population grows.
- Currently Wicker Riverside has Nursery Street Park which provides some greenspace in the Priority Location, however, there is lack of access to a generous greenspace / public square.
- There is potential to provide a neighbourhood heart for Wicker Riverside, expanding on the existing facilities along Wicker high street.

### SCALE

The Wicker is historically low in scale, because of the predominance of office, manufacturing and industrial uses, within the fine urban pattern. Aizlewoods Mill and The New Testament Church Of God mark an increase of height in the area, highlighting landmark buildings of historical value, new development will need to be sensitive to these assets in Wicker Riverside.



## STREETS AND SPACES

A regular industrial pattern of streets characterises Wicker Riverside. The ring road superimposes itself onto this pattern, acting as a wide movement barrier for pedestrians, limiting legibility and movement between Castlegate, the Wicker arches, and Spital Hill. The Wicker acts as a key axis through the site, and is part of the Steel Route.

## GREEN AND BLUE

The River Don characterises the southern edge of the site. Five Weirs Walk and Nursery Street Pocket Park offer an attractive green environment for leisure and pedestrian / cycle traffic, as well as partial flood mitigation. Nevertheless, there is further opportunity for the River Don and the river walks to connect into Wicker Riverside positively.

## CHARACTER

Wicker Riverside is still largely industrial, with workshops, offices, and surface car parking. Wicker high street gives the neighbourhood its name and is still the main artery, anchored to the north by the Grade II\* listed Wicker Arches. Other listed buildings include the Royal Exchange Buildings and Castle House, Royal Victoria Buildings, Lady's Bridge, Aizlewoods Mill, and The New Testament Church Of God. Many other non-listed industrial buildings from the 19th and 20th century exist but are currently underused.

## LOCATION AND CONNECTIVITY

The Wicker was the main arrival point into the city from the north until the establishment of the ring road. The area is criss-crossed by a number of large roads, including the northern end of the ring road. A number of Grade II

Listed bridges (Lady's Bridge and Blonk Street) cross the River Don and the railway transects the northern end of the area where topography suddenly rises from the site to the north, in many places limiting movement.

# Urban Analysis

## Key



Site



Locally Listed Building



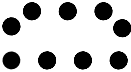
Listed Building/Structures



Steel Route



Grey to Green



Castle Site



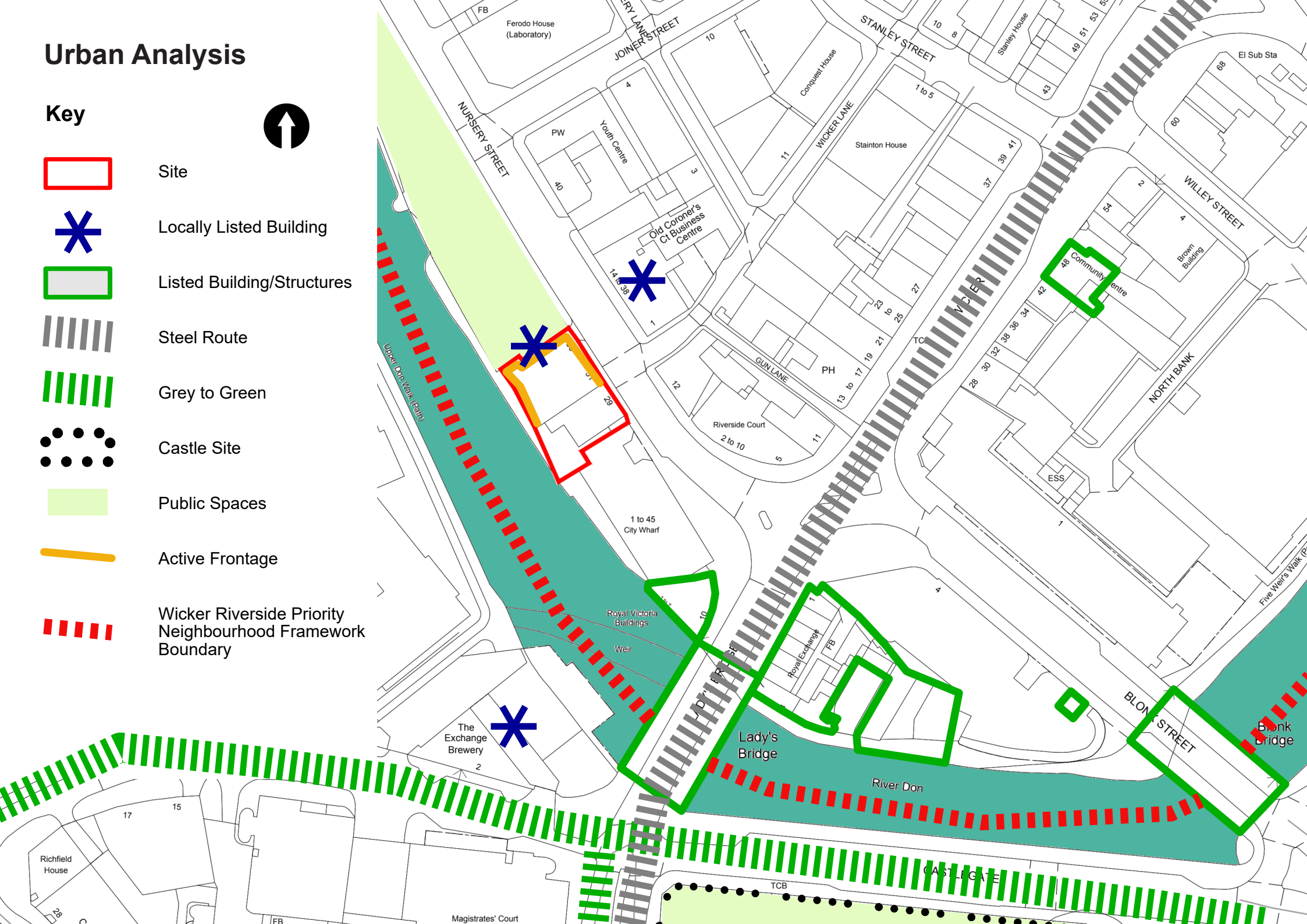
Public Spaces



Active Frontage



Wicker Riverside Priority Neighbourhood Framework Boundary



## Framework Principles

### Layout and Arrangement

The building line is to adhere to the back of pavement along Nursery Street to continue the strong building line of the neighbouring building and is also one of the defining characters of the surrounding context to the north.

Active Frontages should be focused onto Nursery Street and the Pocket Park. The frontage onto the Pocket Park is currently defined by the Locally Listed Cocker Brothers Cementation Furnace ([listing here](#)) and therefore, this facade should be sensitively handled as to not cause significant harm to the Heritage Asset.

Balconies should be included on the facades facing the river and Pocket Park to make the most use of the high-quality surrounding amenity spaces. This also creates opportunities for passive surveillance onto quieter, more secluded, public areas.



1 // View South From Nursery Street

### Building Heights (Scale/ Massing)

The building is surrounded by varying differing heights and street enclosure ratio and will need to positively traverse these differing characteristics which offer the opportunity to create visual interest and height variation.

The scale, form and massing of the building needs to respond to the surrounding context, with an opportunity for a taller element of around 10 storeys towards the riverside to positively enclose with the taller buildings that are on the

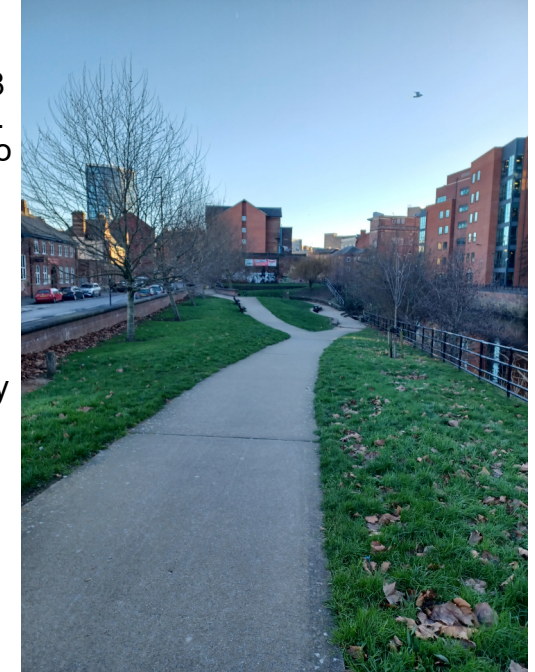
southern site of the riverbank offering a more uniform enclosure.

The scale and massing towards Nursery Street elevation is envisaged to be 6 storeys and is driven by the lower scale of that of the Locally Listed Old Coroners Court and the wider wicker Riverside area to the north. Furthermore, the building will need to help with the transition of scale that is prevalent from smaller scale buildings on the Wicker to the larger Scale buildings that move towards the statutorily listed Aizlewood's Mill and the New Testament Church of God and would be of a similar scale to the neighbouring to the South East.

The scale and massing considerations of Nursery Street and the riverside should drive a positive form which provides a meaningful setback of the taller element from the Nursery street facade creating 2 distinct masses alongside further visual interest onto the pocket Park. Microclimatic impacts of the scale and mass of the building and its impacts on the Pocket Park should be assessed.

Further guidance relating to acceptable heights within the Riverside can be found on Part 4.8 of the [Urban Design Compendium](#). The street enclosure ratios will also need to be carefully considered with Part 3.2 of the [Urban Design Compendium](#) giving guidance on appropriate interventions.

Sheffield City Council use the Vu.City digital 3D platform as a key part of the planning process for assessing the design of proposals for new buildings and large extensions. Requirements for 3D model submissions should be discussed with officers during pre-application discussion. Further information can be found [here](#).



2 // View from Nursery Street Footbridge

## Architectural Treatment

The proposed buildings location is visually prominent from many public areas, and also frames the Nursery Street Pocket Park. The most prominent, wider views, are from the North West and the Upper Don Walk. Therefore a distinct response to the location is required in terms of the key node that the site sits on and also the new public park.

Due to the longer streetscape views identified. A positive roofscape should be explored which positively terminates the highest point of the building and creates visual interest. This should be contextual to the prevailing character of the Wicker Riverside area.

The active frontage onto Nursery Street is an important element to the scheme. Although the existing façade is of limited architectural merit, positive characteristics of this existing vernacular building (i.e. materiality or opening treatments) could be used to inform the proposal helping its contextual response to the surrounding area. This should lead to a coherent and well proportioned entrance which creates an animated and high quality facade that positively grounds the proposal.



3 // View from the Wicker



4 // Existing Building



5 // Locally Listed Cocker Brother Cementation Furnace



6 // The Locally Listed Old Coroners Court

If residential is to be proposed, then proportionate inset balconies to the Nursery Street elevation alongside balconies to the riverside and park elevations should be explored. This will help to provide facade articulation while also enhancing solar shading helping with climate control of proposed residential apartment and also providing adequate outdoor private amenity.

The architectural response needs to be bespoke tying in the context and nature of the surrounding area.

### Heritage Impacts

Proposals for the site should enhance the setting of the Locally Listed Cocker Brothers Cementation Furnace and fully integrate with the pocket park. New pedestrian links will be fully publicly accessible.

The public benefit of further interaction with the neighbouring Pocket Park and the potential enhancement of the Cementation Furnace wall within the site boundary should be taken into consideration when assessing any proposals that come forward for the site. A development which interacts with and provides a positive setting for the pocket park and the Old Coroners Court will be balanced alongside other development considerations on the site.

The site needs to handle and positively enhance the transition of two distinct area within the Wicker Riverside area. Integrating the height of the area to the south of the site and lower-scale typology to the North. This is a significant opportunity to create a high quality building along a key node, setting a positive precedent and enhancing the views of surrounding Heritage assets.

Any application will need to be accompanied by an appropriate and proportionate heritage statement which assesses the historic significance of the locally listed assets which are located within and around the site and any potential harm which may be encountered alongside any public benefits that may result from the proposal.

## **Materials and Detailing**

High quality, limited palette is encouraged. The proposal needs to avoid the use of render, blockwork, and timber cladding as this is not seen to be appropriate to the context. Use of natural materials and high quality masonry will form part of a contextual response to the setting.

## **Microclimatic Impacts**

Proposals should be accompanied by appropriate microclimatic assessments such as wind impact and shadow studies. Further information can be found on the Councils website [here](#).

The massing of any proposed development should be tested against a wind impact and shadow analysis and revised if necessary, to ensure it will not have an adverse impact on the quality of the Nursery Street Pocket Park.

## **Inclusive Design**

An active frontage facing the Nursery Street Pocket Park (and the street) is essential and an active use, such as Food and Beverage, for duration of activity is preferred.

The ground floor should seek to be level with the street with an accompanying upper ground floor level which is level with the park should be sought.

An external private terrace/deck onto the public park would be welcomed. Either on the public space (which is probably more viable) or for the building to be set back

## **Public Realm**

The site is within the Primary materials palette zone as identified in the Sheffield City Centre Urban Design Compendium in terms of public realm materials. The Primary palette seeks to promote the use of natural materials within the public realm, with focus on sustainable, climate conscious design.

## **Public Art**

Public Art is required on all major developments as covered under Policy BE12 of the Sheffield Unitary Development Plan. This approach is proposed to be continued in the emerging Local Plan through Policy DE8.

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

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.

Experience within Sheffield has shown that Public Art is most successful when integrated as part of the public realm or the building design, for example, specifically for this site, in the public realm interfacing with the park or within the building entrances.

## 4 // MOVEMENT AND ACCESS

Servicing from the highway is possible with no restrictions on the development site frontage. As Nursery Street is no longer strategically significant, servicing will be able to take place on-street.

Given the sustainable location of the site, national and local planning policy would allow a reduced (even no) car parking provision. (see the [Highways, Access & Parking Transportation and Highways Information Sheets for more detail](#)).

All footways require upgrading, in line with [Sheffield City Council's Urban Design Compendium](#).

A Transport Statement should be provided mainly justifying low parking levels and assessing public transport, cycle and pedestrian facilities local to the site.

Significant highway works are unlikely and should realistically only address issues raised in the transport statement, although some works to enhance existing cycle infrastructure may be required.

Details of proposals for servicing the development including refuse collection and emergency services should also be provided.

## 5 // ARCHAEOLOGY

There could be issues because of the surviving structural remains of the cementation furnace of the adjoining Wire Works, on the wall by the pocket park – this structure is now Locally Listed: [Cocker Brothers Cementation Furnace - South Yorkshire Local Heritage List \(local-heritage-list.org.uk\)](#)

The site itself was developed by the 18th century and by the mid-19th century was a mix of back-to-back housing and a pub (the Hare and Hounds). The housing was cleared early in the 20th century for the present standing building - the pub was more recently demolished. There will be survival of below-ground evidence relating to development from the 18th century onwards here, although that survival will have been affected by the later development in places.

Any development that comes forward will have to demonstrate, in an accompanying Heritage Statement, that it will both protect and successfully incorporate the adjoining Locally Listed structural remains, as well as considering the impact of the scheme on potential buried archaeological evidence and setting out an appropriate response. Advice should be sought from Conservation and South Yorkshire Archaeology Service at the pre-application stage to ensure a successful scheme.

The standing buildings, nos 31-33 Nursery Street, were recorded for the City Council in 2010.

# 6 // ENVIRONMENTAL SUSTAINABILITY, ECOLOGY AND BIODIVERSITY

## Environmental Sustainability

In line with Policy CS64, the layout and building orientations should be designed to make the best use of solar energy, as well as natural light and ventilation.

For developments of 5 or more dwellings or more than 500sqm of gross internal floorspace, 10% of predicted energy needs should come from renewable/low carbon energy.

Code for Sustainable Homes Level 3 is no longer required, although the policy wording of CS64 should be adhered to. For non-residential development over 500sqm gross internal floorspace a BREEAM rating of very good (or equivalent) should be achieved as a minimum.

Development should use resources sustainability including:

- reuse of buildings wherever feasible,
- designing buildings to be flexible and adaptable to allow a wide variety of potential future uses
- minimising water consumption and maximising water recycling
- use of sustainable materials and reuse of existing materials where possible
- minimising waste and promoting recycling, during construction and future occupation.

As set out in the Climate Change and Design Supplementary Planning Document Guideline CC1, developments of 10 or more dwellings, or more than 1,000sqm gross internal floorspace, will be required to provide green roofs on at least 80% of the total roof area, where this is compatible with other design and conservation considerations and viable.

## Ecology and Biodiversity

### Baseline assessment

The ecological value of this site is likely to be limited, but the presence of, or value for wildlife cannot be ruled out and will need assessment. The site appears to have a sizeable area of undisturbed buddleia scrub as well as riparian vegetation along the bank of the River Don. The current state of the existing building is unknown, but it may have roosting potential for bats (or birds), more so considering its location next to a river corridor. The following baseline surveys are recommended to support a planning application:

- Preliminary Ecological Appraisal (PEA)
- Preliminary Roost Assessment (PRA) for bats

### Biodiversity Net Gain (BNG)

Any development of the site should deliver a minimum 10% net gain in biodiversity in line with the Environment Act 2021 and the Council's BNG guidance. This should be straightforward and achievable on-site, given the likelihood of a low ecological baseline. A range of 'green infrastructure' interventions are recommended to increase the biodiversity value of the site and deliver the required net gain. Previous proposals for the site have included roof gardens and we would support this sort of feature.

- Roof garden and/or biodiverse green roof
- Native riparian landscaping to act as a 'buffer zone' to the River Don. The river is a Local Wildlife Site
- Street level landscaping
- Biodiversity enhancements, i.e. habitat boxes (swift, sand martin and bats would be recommended)
- Wildlife sensitive lighting scheme, i.e. avoid illumination of the river corridor

Any future planning application to include a BNG assessment.



## CEMP

The site location adjoining existing residential development at City Wharf dictates that a Construction Environmental Management Plan (CEMP) is necessary to mitigate amenity impacts for occupiers during the development phase. The standard CEMP guidance may be issued, as per standard directive D099.

### D099

The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the 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 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.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fourth Floor (South), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at [eps.commercial@sheffield.gov.uk](mailto:eps.commercial@sheffield.gov.uk).

## Environmental Noise Ingress

A noise impact assessment (NIA) is merited for this site, primarily due to traffic noise. This brings the NIA methodology into the scope of ProPG Planning & Noise, which should be referenced in the NIA undertaken. The internal noise standards to be achieved are as per standard condition EPS14.

Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);  
Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);  
Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours);  
Bedrooms: LAFmax - 45dB (2300 to 0700 hours).

ProPG advocates the application of 'Good Acoustic Design'. A principal objective is to use good design to maximise the potential for ventilation via partially open windows, whilst maintaining the above internal noise criteria (based on BS8233). However, where the above noise criteria cannot be achieved with windows partially open, the design should include a system of alternative acoustically treated ventilation to all habitable rooms.

Good Acoustic Design should also be applied to maximise potential to meet the LAeq 50dB daytime standard in (at least some) external amenity space, wherever possible.

A validation testing requirement for internal noise criteria will typically be requested to be required by condition, to be conducted in accordance with an approved method statement.

## Ventilation & Thermal Regulation

Mitigation of solar thermal gain should be considered alongside the ventilation strategy. In cases where, despite good acoustic design, environmental noise levels dictate a closed window strategy, this limits the traditional reliance on open windows for summer cooling.

Mitigation of solar thermal gain should be considered alongside the ventilation strategy. Solar gain will be exacerbated when development includes south-facing single aspect rooms with a significant glazed component.

EPS recommend that applicants proposing residential development in higher noise level environments are advised to reference the guidance document; 'Acoustics, Ventilation & Overheating; Residential Design Guide' v1.0; Jan 2020.

## Plant Noise

The NIA should also establish prevailing background noise levels, which can then form a basis for plant noise limits. EPS will typically require plant noise to be assessed and approved, by condition. The guidance for plant noise limits is as per standard directive D076.

D076

Plant and equipment shall be designed to ensure that the total LAr plant noise rating level (i.e. total plant noise LAeq plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA90 background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.

## Land Contamination

The site is adjacent to a former wire works site (now the Nursery St pocket park), which is identified as a potentially contaminative former use. There is also potential for contamination from asbestos associated with the former buildings, and from made ground. The site is close to the river, and alluvial deposits can have gas generating

potential. The sensitive residential use proposed makes a formal contamination assessment necessary, and the standard suite of land contamination conditions would be applied for any full or outline application received. The standard directive D105 provides relevant guidance.

D105

Applicants seeking to discharge planning conditions relating to the investigation, assessment and remediation/mitigation of potential or confirmed land contamination, including soils contamination and/or ground gases, should refer to the following resources;

- Land Contamination Risk Management (LCRM; EA 2020) published at; <https://www.gov.uk/government/publications/land-contamination-risk-management-lcrm>;
- Sheffield City Council's, Environmental Protection Service; 'Supporting Guidance' issued for persons dealing with land affected by contamination, published at; <https://www.sheffield.gov.uk/pollution-nuisance/contaminated-land>.

## General LLFA requirements

<https://www.sheffield.gov.uk/home/planning-development/local-planning-guidance>

## Sheffield CC planning policy Policy CS 63

Action to adapt to expected climate change will include:

- locating and designing development to eliminate unacceptable flood risk
- giving preference to development of previously developed land where this is sustainably located
- adopting sustainable drainage systems

## Sheffield CC planning policy Policy CS 67

Flood Risk Management

Encourages opening/daylighting of culverted watercourses

The extent and impact of flooding will be reduced by:

- requiring that all developments significantly limit surface water run-off;
- requiring the use of Sustainable Drainage Systems or sustainable drainage techniques on all sites where feasible and practicable.

National Planning Policy Framework:

<https://www.gov.uk/guidance/flood-risk-and-coastal-change#flood-risk-opportunities>

The Authority highly recommends early pre-application discussions on feasibility and design with SCC Flood & Water Management.

The outline/full applications for the site should include an FRA, drainage strategy/SuDS statement, layout plans and design details for drainage in line with Non-Statutory Technical Standards for Sustainable Drainage Practice Guidance (2016) to enable appropriate comments to be raised.

A SuDS statement is required for major sites setting out what SuDS will be used.

## Existing site characteristics

This site is classed as “greenfield”, in terms of surface water discharge as it has been derelict for over 5 years.

The existing drainage is likely to be non-functional now. However, it would be expected that sufficient investigations to understand the existing ground conditions and drainage systems to establish a suitable drainage strategy for the site and ensure that existing drainage regimes/systems that may remain are not compromised by the development. There may be multiple existing drainage systems known to be present or even other uncharted systems present.

There is a combined public sewer in Nursery Street 1350 x 900mm brick egg, adjacent to the site.

The River Don forms the west boundary of the site.

## Flood Risk

Site is partly in Flood zone 3a (i) developed functional floodplain however as the buildings have been gone for a long period of time the EA may consider part of the site to now be Zone 3b functional floodplain.

It is vital to understand if the existing buildings/features on site contribute to flood defence or obstruct flow routes and any proposals do not inadvertently increase flood risk elsewhere eg. by breaching or lowering existing flood defences or creating flow paths

The River Don is EA main river, any proposals affecting or discharging to the River Don should be agreed with the EA. It's location and agreed standoff distances should be shown on the plans.

## Surface water discharge

Any surface water proposals for this site need to account for the water levels in the River Don, the potential for on-site flooding and incorporation of SUDs features in a suitable treatment train.

The discharge will be to the watercourse at greenfield rate of Qbar at 0.5 litres per second.

Note: calculated Qbar rate of 0.34l/s adjusted to reasonable minimum of 0.5l/s.

## Surface water storage

Anticipated surface water storage up to a 100 year plus climate change probability storm events is 25-30 cubic metres.

## Foul Drainage

The foul drainage will be to the existing public sewerage system adjacent the site.

## SuDS recommendations

Sheffield LLFA promote drainage systems which incorporate the four SuDS pillars of Quality, Biodiversity, Amenity and Quantity. It is advised that including the use of permeable/porous paving, swales, rills, detention basins and ponds etc... to allow the movement of surface water on or near the surface using full SuDS train techniques. The use of underground tank/piped storage as a sole means of surface water management is not recommended as it only addresses the quantity element of SUDs design practice.

It is anticipated that blue green roofs will probably provide suitable surface water attenuation in combination of other ground level features, with the conveyance of the water to the nearby watercourse on or near the ground level surfaces as described above. Keeping the water on the surface will give the opportunity to use the flows for interesting landscape features. For example, waterfalls weaving through the

Pre-app	Outline	Full	Reserved	Discharge	Document submitted
✓	✓	✓			Flood Risk Assessment/Statement (checklist)
✓	✓	✓			Drainage Strategy/Statement & sketch layout plan (checklist)
	✓				Preliminary layout drawings
	✓				Preliminary "Outline" hydraulic calculations
	✓				Preliminary landscape proposals
	✓				Ground investigation report (for infiltration)
	✓	✓			Evidence of third party agreement for discharge to their system (in principle/ consent to discharge)
		✓		✓	Maintenance program and on-going maintenance responsibilities
		✓	✓		Detailed development layout
		✓	✓	✓	Detailed flood & drainage design drawings
		✓	✓	✓	Full Structural, hydraulic & ground investigations
		✓	✓	✓	Geotechnical factual and interpretive reports, including infiltration results
		✓	✓	✓	Detailed landscaping details
		✓	✓	✓	Discharge agreements (temporary and permanent)
		✓	✓	✓	Development Management & Construction Phasing Plan

landscape down to a daylighted watercourse.

SCC position with concern to the SuDS approval:

1. SCC has a SuDS consultation team. The team is Oliver Singleton SAB Development Officer and Benjamin Harding Development Officer
2. Local design guidance and policy is presently being developed

through the planning process. Available documents/guidance and can be viewed at the link below:

<https://www.sheffield.gov.uk/home/planning-development/local-planning-guidance>

## Exceedance Flows.

It is important to understand/assess exceedance flows for higher return periods, possibly passing through proposed sites, and the flows generated by the completed development to avoid any detriment to any properties.

## Maintenance.

It is important that arrangements and details for surface water infrastructure management for the lifetime of the development is provided.

## Works on or near a main river

An Environmental Permit will be required from the Environment Agency.

**If the site development is to be completed in phases it is imperative that a SuDS strategy ensures flows are managed on the surface. This will require surface water routes for flows to be determined at the outset allowing for future phases to be built out and to use these routes as needed. The open spaces could be designed to cater for this. Rates of run-off should be allocated to phases to ensure overall site rates are delivered.**

**Consideration should be given for impacts of submerged outfalls if within the flooded depths of the receiving river.**

## Planning Application Submission Material

The following information should normally be submitted with the planning application:

- Natural drainage patterns,
- Existing drainage details,
- Relevant ground conditions including infiltration tests (where appropriate) to BRE 365/ CIRIA 156 methodologies if infiltration is the proposed method, and impact assessments of long-term infiltration
- Discharge points,
- Design criteria for the scheme (incl climate change, urban creep),
- A SuDS Statement. Conceptual SuDS design (including permeable areas, surface water treatment methods, conveyance, peak flow and volumes, storage and drainage system exceedance flow details (on-site and offsite)
- Proposed split private to public of surface water infrastructure and status of discussions and maintenance considerations
- All assumptions and methodologies

## 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 on: 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: [Information 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 225](#) 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 4-year supply of deliverable housing sites, making relevant local plan policies that are vital to determining planning decisions involving residential use ‘*out of date*’<sup>2</sup>. 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.

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<sup>2</sup> ‘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).

## Appendix 4: DSP Annex A Extract - Site Schedule CW21

**Site Reference:** CW21 Address: 29-33 Nursery Street, S3 8GF

**Allocated use:** Housing Site area: 0.06 Hectares

**Net housing area:** 0.05 Hectares Total housing capacity: 16 Homes

**Net employment (Class E(g)(i & ii)) area:** 0.00 hectares

**Net employment (Class B2, B8 & E(g)(iii)) area:** 0.00 hectares

**Net (Other employment uses) area:** 0.00 hectares

### Conditions on development:

- The site has been identified as having potentially contaminated land. A detailed assessment of the extent of land contamination and identifying
- sufficient mitigation/remediation will be required at planning application stage.
- Areas within 1 in 25 probability (including climate change allowance) of flooding should not be developed.
- A Level 2 Strategic Flood Risk Assessment (SFRA) is required to inform the exception test.
- A buffer is required to the adjacent Local Wildlife Site. Watercourses (rivers and streams) require a minimum 10 metre buffer.
- Connective ecological corridors/areas (including buffers) shown on the Local Nature Recovery Strategy and combined natural capital opportunity maps are to be maintained on site and removed from the developable area. Biodiversity Net Gain should be delivered on site within the connective ecological corridor/area
- A suitably detailed Heritage Statement that explains how potential archaeological impacts have been addressed is required. If insufficient information is available to inform the required Heritage Statement, then some prior investigation may be required.
- This site is identified as impacting on a Heritage Asset and due consideration should be given to the impact of any proposal at the planning application stage.

[View site on Policies Map](#)

[View detailed site appraisal](#)

## 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](mailto:planningdc@sheffield.gov.uk)  
Telephone: 0114 2039183

## Officer Contact Details

The Sheffield City Council contacts for this informal planning advice note are:

**Design, Conservation and Trees Team**

**Contact:** [Urban.design@sheffield.gov.uk](mailto:Urban.design@sheffield.gov.uk)