

Site Availability Tables – Explanatory Note

Overview

The following sections (a-g) set out the evidence and assumptions used to justify the point at which sites are judged to deliver completions against the housing trajectory. The NPPF and PPG sets out different tests for sites in different phases of the plan – years, 1-5, 6-10 and 11-15.

The order of the sections reflects tests in the NPPF and PPG, dealing first with shorter term sites where sites are considered *deliverable* in years 1 – 5, and second with longer term *developable* sites for years 6 – 10 and years 11 – 15 of the Plan period.

In respect of longer-term sites, the Council notes that the requirement in the NPPF is to identify specific developable sites or broad locations for growth for years 6 – 10, and “*where possible*” for years 11 – 15 of the Plan period. The PPG reiterates that a local plan may be able to satisfy the test of soundness where it has not been able to identify specific sites or broad location for growth in Year 11 – 15) (PPG019), and that a greater degree of certainty may be required for sites in Y6 – 10 than those in Y11 – 15 and beyond (PPG020).

As already set out, the NPPF test in respect of sites falling within years 6 – 10 and years 11 - 15 is whether the sites are *developable*. The NPPF Glossary notes that this involves an assessment as to whether the site is in a suitable location for housing development with a “*reasonable prospect that they will be available and could be viably delivered at the point envisaged*” (emphasis added).

The Council has therefore approached the assessment by considering whether there is evidence that there is a reasonable prospect that the site will be available and could be viably delivered at the point envisaged in the trajectory. Current availability of a site has been taken into account but is not necessarily determinative of the question of whether a site will be available “*at the point envisaged*”. In all cases, the Council has undertaken a critical analysis of the sites in its portfolio applying its judgment as to whether the tests in the NPPF and guidance in the PPG are met.

(a) Sites with Planning Permission

Sites with full planning permission are assumed to be deliverable within the first 5 years of the Plan period unless there is clear specific evidence to suggest otherwise. This is in accordance with the test set out in the NPPF.

Sites with outline planning permission have been included in the 5-year supply where there is clear evidence that housing will be delivered on site within 5 years. Examples of such evidence is given in paragraph 007 of the PPG. For example, sites have been included where there is firm progress towards submission of a reserved matters application, or such an application has already been

submitted. Where confirmation has not been received from the developer, sites with outline consent are considered for inclusion in years 6-10.

(b) Allocated sites which are part of the Sheffield Housing Company programme or part of the Council's Stock Increase Programme (SIP)

8 allocated sites (817 homes) are part of the Council's Stock Increase Programme. Where funding has been approved through the Council Capital Strategy and Budget Book 2024¹ (approved by full Council), sites have been assumed to come forward in years 1-5. Relevant information from this document can be provided, if required.

A further 15 sites (714 homes) will be delivered through the Sheffield Housing Company. Sites have been included in Years 1-5 where they are part of an approved business case (as confirmed by the SHC management – this information can be provided if necessary).

Where funding has not yet been secured, SHC or SIP sites are assumed to only be deliverable in Years 6-10. The previous track record of delivery in both these programmes provides confidence that there is a reasonable prospect of them delivering completions at the point envisaged in the trajectory. To date, 1,254 homes have been delivered through the SHC programme and a further 613 through the SIP (new build completions).

(c) Allocated sites without planning permission

(i) Private sector sites

Where the availability of sites has been confirmed by the developer/landowner, they have been considered for inclusion at the point indicated by the developer, but, where appropriate, adjustments have been made to take account of the expected lead times for obtaining planning permission and start on site (see HELAA (EXAM 3A), Table 7). Sites have only been included in the 5-year supply where there is clear evidence to show the site is deliverable in that period.

Where sites are the subject of a live planning application, these are assumed to be deliverable in either Years 1-5 or Years 6-10, depending on a critical analysis of the size and complexity of the site or any other intelligence on funding or infrastructure requirements.

There are a small number of sites that have had a recent planning permission that has expired. Whilst these sites remain available with a willing landowner, they are shown as being deliverable in either years 6-10 or 11-14, depending on the specific circumstances – details are provided in the tables.

¹ [Item 9 Part B Appendix Capital Strategy and Budget Book 2024-2054.pdf](#)

(ii) SCC sites being disposed of for 100% affordable housing

Sites being marketed by SCC to Registered Providers are assumed to be deliverable in either years 1-5 or Years 6-10, depending on the whether funding is in place and on information provided by the RP on timescales for submitting a planning application.

(d) Masterplans and Catalyst Sites

Further regeneration activity, particularly in the Central Area, will continue to be underpinned by the delivery of a rolling programme of masterplans with a focus on supporting the development of identified Catalyst Sites. The development of these sites (as well as other sites being delivered solely by the private sector) serve to stimulate private sector activity on sites in the immediate neighbourhood. The tables below therefore indicate where development activity on a neighbouring site(s) will stimulate activity on an allocated site and we are seeing strong evidence of this already in different parts of the Central Area.

The delivery of masterplans is led by the Sheffield Together Partnership and overseen by the Sheffield Housing Growth Board (Terms of Reference for the Sheffield Housing Growth Board can be supplied if needed). The Partnership consists of Homes England, Sheffield City Council, the South Yorkshire Mayoral Combined Authority, the Sheffield Property Association (SPA) and key local Housing Associations. The aim of the Partnership is to develop a strategic, long term and place-based relationship that will accelerate the delivery of new homes in Sheffield which are of the correct type, quantum and quality.

The Sheffield Together Partnership seeks to facilitate collaboration between landowners, private sector partners and the public sector with interventions deployed where necessary to unlock the delivery of new homes across the City and to address past shortfalls in provision. The continued progress and updates on the workstreams of the Sheffield Together Partnership is detailed in the 2022 and 2023 Annual Review documents (these can be provided if required). The 2023 Annual Review, in particular, provides updates on all three emerging Central Sub Area masterplans under 'Workstream 2' (pages 12-13).

The Sheffield Together Partnership has focused its masterplanning work on four areas at present, with each being at a different stage of delivery/assembly in the rolling programme. There is one located in Attercliffe, with an additional three located in the Central Sub-Area. The 3 master plan areas in the Central Area are:

- Furnace Hill and Neepsend
- Moorfoot Masterplan
- The Sheffield Station Campus

Sites within the Furnace Hill and Neepsend Development Framework area (where £67m of Government funding has already been secured to support the delivery of

around 1,300 homes) are assumed to be deliverable in either years 1-5 (towards the end of that period) or in years 6-10. The Development Framework covers parts of the Neepsend and Furnace Hill Priority Framework Neighbourhood areas shown in document CC03. The point of delivery for each individual site depends on the timescales for procuring the two development partners for Neepsend and Furnace Hill respectively. It reflects the usual lead times for obtaining planning permission and start on site (see HELAA, Table 7).

Homes England have commenced their programme of procuring a developer partner(s) to deliver the Furnace Hill and Neepsend Development Framework.

The Development Framework was circulated to the affected landowners in Summer 2024. In addition, a Prior Information Notice (PIN), which is a notice from a contracting authority to inform potential suppliers about an upcoming procurement, has also been issued by Homes England. The contract is expected to be awarded in Spring 2025. These documents can be provided if required.

A considerable amount of work has already been undertaken on The Moorfoot and Sheffield Station Campus masterplans, but some further technical work is required before they can be finalised. Outline Business Cases are being developed by the Sheffield Together Partnership for these masterplan areas to secure public sector support. Consequently, the delivery of allocated sites in these areas have been assessed as being in years 6-10. More specifically, in terms of progress:

- The Moorfoot masterplan - a stage 1 concept Master Plan was produced in October 2023 Soft market testing has been carried out and opportunities discussed with prospective developers. Additionally, there is work underway with respect to land assembly.
- The Sheffield Station Campus masterplan - a draft Development Framework document has been agreed in principle between the relevant partners. Additional technical work is underway currently to enable the sharing and consultation of the masterplan document in early 2025. Similarly, work is underway around land assembly

A draft Regeneration Framework has been produced to support a new community at Attercliffe. The first phase of the Attercliffe Waterside development (Site Allocation ES28 – 362 homes) was granted full planning permission in July 2024 (23/02176/FUL) and is funded by the Government Levelling Up fund and SYMCA grant. The conditions of the Levelling Up funding for the scheme stipulates that the developer has to start on site in 2024/25. It is therefore assumed to be deliverable in years 1-5. Later phases are in years 6-10.

(e) Sites which are expected to become available during the Plan period (at the point shown in the trajectory)

Where it cannot be shown that sites are available now (i.e. there is *currently* limited evidence of a willing landowner(s)), in most cases the Council considers there is still a reasonable prospect of delivery during the Plan period. However, the Council has taken a cautious approach and has assumed that these sites will not be delivered until Year 11 at the earliest, unless there is specific evidence to suggest that the site could come forward sooner. This takes account of factors such as development activity on neighbouring sites and in the local area – which provide strong market signals of developer interest. **Sites in single ownership or sites where the Council has a significant landholding** are generally shown as coming forward earlier in this later period of the Plan.

The Council considers that sites in **multiple ownership** (2 or more owners) should also continue to be allocated, even when the evidence on availability is limited at the current time. The Sheffield Plan, supported by the rolling programme of masterplans, provides a vital framework for enabling discussions with landowners and, if necessary, CPO (see below).

In a limited number of cases, an amendment to the site boundary has, however, been proposed to exclude parts of the site that are now deemed to be unavailable (based on recent correspondence with the landowner), or to reflect recent development on part of the site. The notes in the Tables below make clear where an amendment to the site boundary may be appropriate.

The Council has an outstanding record in assembling and delivering complex sites – for example, the Heart of the City development (recently completed and originally in over 25 ownerships) and the West Bar development (which was originally in 121 separate ownerships). The Sheffield Together Partnership is also actively involved in assembling sites across the central area at present as discussed above.

It is worth noting that the PPG makes it clear that likely buildout rates based on sites with similar characteristics can be a relevant consideration in demonstrating that there is a “reasonable prospect” in considering whether the site is developable (PPG020).

The Sheffield Together Partnership have confirmed their intention to work with the Council to support master planning and other regeneration activity throughout the Plan period. Whilst the precise locations of future masterplanning work is to be agreed, based on an assessment of opportunities to deliver transformative change at neighbourhood scale, it is anticipated that the next phase of masterplans could focus on:

- the Cultural Industries Quarter (as an extension to Moorfoot) -covering a cluster of 8 allocated sites
- the Cathedral Quarter towards Tenter Street/ Broad Lane – covering a cluster of 8 allocated sites
- Sheaf Valley – flowing from the Station Campus masterplan towards Queens Road to the south
- Wicker Riverside (one of the Priority Neighbourhood Framework Areas identified in CC03)

The need for further masterplans will, however, depend on the degree to which the private sector brings forward the allocated sites over the next few years (i.e. the market may deliver the sites without public sector intervention). All these areas are already seeing private sector activity, some of which is substantial.

(f) Sites which the Council now recommends should not be allocated

There are a small number of sites where responses to the recent letters to landowners and further critical analysis of site specifics have led the Council to conclude that the site should not be allocated. The reasons are set out in the Tables. It is now recommended that the following sites (totalling 125 dwellings) are not allocated:

- CW07
- NES09
- NES20
- SU32
- HC30

(g) Additional points relevant to the Council’s approach

Allocation of urban brownfield sites in the Sheffield Plan will play a vital role in supporting the regeneration of the city, especially the Central Area.

The very act of allocation in the Local Plan serves to stimulate developer/ landowner interest in redevelopment. There is evidence that this has been the case through the successful regeneration to date in the city.

Crucially, allocation also provides a strategic, planning framework to support CPOs where land assembly cannot be achieved solely through negotiation. This accords with Government guidance² on the compulsory purchase process. The Council has already referred to the relevant Guidance in the examination, but would draw particular attention to paragraphs 95, 104 and 106 (relating to CPOs made by LPAs pursuant to s226 of the TCPA) and s121 (relating to CPOs made by Homes England). In all cases, the Guidance is clear that the programme of land assembly and

² [Guidance on Compulsory Purchase and The Crichel Down Rules](#), Department for Levelling Up, Housing and Communities, July 2019.

acquisition requires justification in accordance with a clear strategic framework and in accordance with delivering the policies in an adopted Local Plan. The Guidance can be provided as an EXAM document if required.

The Council therefore considers that it is essential to the success of its regeneration proposals for the city that the Plan is adopted as soon as possible.

Further, even where sites are not *currently* available, following adoption of the Plan, there is a reasonable prospect that the proposed allocations will become available and will be deliverable at the point envisaged later in the Plan period. The Council's evidence in this respect takes into account the Council's wider regeneration proposals for the City, the likely stimulation of developer/landowner interest in such sites that will be achieved through allocation, and the potential for compulsory purchase where sites cannot be acquired through negotiation but nevertheless form an important part of the delivery of the Local Plan.

The tables below provide an update on the availability and deliverability of allocated housing sites, taking into account the factors above.

Table A provides a breakdown for each Local Plan Sub-Area and, for the Central Area, each Character Area

a) 5-Year supply

- With permission - under construction
- With permission not started (no concerns about deliverability)
- Allocated only – SHC/SIP sites (in first 5 years) – funding in place
- Allocated only – landowner confirmation – available and deliverable within the first 5 years
- Allocated only – SCC sites being disposed of for 100% affordable housing
- Allocated only – within a masterplan and funding secured (Furnace Hill & Neepsend)
- Allocated only – a live application

b) Years 6-10

- With permission not started (concerns about deliverability)
- Allocated only - site had recent planning approval that has expired - no current development activity
- Allocated only - SHC/SIP sites (outside 5 years) – allocated in business plan
- Allocated only – SCC sites being marketed/ or firm intention to market
- Allocated only – landowner confirmation – available after year 5
- Allocated only – SCC sites being disposed of for 100% affordable housing
- Allocated only – within a masterplan and funding secured (Furnace Hill & Neepsend)
- Allocated only – advanced pre- application or a live application
- Allocated only – Catalyst Site in an emerging masterplan
- Allocated only – Catalyst Site not in an emerging masterplan

c) Years 11-14

- Allocated only - site had recent planning approval that has expired - no current development activity
- Allocated only – landowner written intention

- Allocated only – within Priority Neighbourhood Framework (no current or emerging masterplan) – Castlegate, St Vincents (part), Wicker Riverside
- Allocated only – not within a Priority Neighbourhood Framework area
- Allocated only – SCC owned but in multiple ownership or on a long lease
- Allocated only – Catalyst Site not in an emerging masterplan
- Allocated only – no response from landowner, in single ownership and development activity on adjoining site (may include sites where the boundary could be amended to exclude parts that are unavailable)
- Allocated only – no response from landowner, in single ownership and no development activity on adjoining site (may include sites where the boundary could be amended to exclude parts that are unavailable)

Table B provides the same information but ordered by site reference number.

The total capacity of allocated sites in Years 1-5 of the Plan is 10,585 dwellings (92 sites).

The total capacity of allocated sites in Years 6-10 of the Plan is 7,022 dwellings (82 sites).

The total capacity of allocated sites in Years 11-14 of the Plan is 5,713 dwellings (95 sites).

[It should be noted that some sites are expected to deliver completions across more than one 5-year period].