

STATEMENT OF COMMON GROUND
BETWEEN
SHEFFIELD CITY COUNCIL
AND NORFOLK ESTATES
ORGREAVE PARK / HANDSWORTH
HALL FARM, LAND AT FINCHWELL
ROAD, S13 9AS (SES29)
DATE: OCTOBER 2025

1. Introduction

- 1.1 This Statement of Common Ground (SoCG) has been produced in order to set out the areas of agreement and disagreement between the Council and the landowner, Norfolk Estates, in respect of the proposed site allocation at Orgreave Park / **Handsworth Hall Farm, land at Finchwell Road, S13 9AS** known as **SES29** in the emerging Sheffield Local Plan. The SoCG is between the parties consisting of Sheffield City Council (SCC) and Norfolk Estates. A site location plan is attached in Appendix 1 showing the extent of landownership within the allocation.
- 1.2 Paragraph 36 of the National Planning Policy Framework requires that the Sheffield Plan is found 'sound' through the examination process. Critically, evidence must be provided that suitable land (identified as allocations within the Sheffield Plan) is available and deliverable. This SoCG addresses these issues with respect to site allocation SES29 and ensures any potential constraints/issues are identified and dealt with where possible, rather than deferred.
- 1.3 The statement sets out the confirmed points of agreement and disagreement between the parties regarding any issues of suitability, availability and deliverability of site SES29. A summary is provided in section 15 at the end of this statement.

2. Background and Governance

- 2.1 SCC is the local planning authority responsible for preparing an up-to-date local plan for the administrative area of the City of Sheffield.
- 2.2 Savills (consultant) is advising Norfolk Estates regarding the delivery of site SES29.
- 2.3 Site SES29 is identified as a proposed allocation within the Sheffield Plan: Proposed Additional Site Allocations document (2025) for approximately 870 dwellings and for 20 hectares of employment land. The gross site area (housing and employment) is 56.92 hectares. It is estimated that around 735 homes would be deliverable by the end of the Plan period (2038/39). The new development and associated infrastructure are expected to be delivered over the period 2032/33 to 2038/39.
- 2.4 Norfolk Estates has formally submitted representations at previous stage(s) of consultation on the Sheffield Local Plan, with the most recent being in 2023.

- 2.5 This SoCG reflects the current position between SCC and Norfolk Estates. It will be updated as and when required.
- 2.6 SCC and Norfolk Estates will continue to meet to discuss site SES29 as the Sheffield Plan progresses through examination and beyond.

3 Site Ownership

- 3.1 The promoter of the site is the landowner, Norfolk Estates. The entire site is within the ownership of Norfolk Estates and the principle of its proposed allocation for housing and employment in the Local Plan is fully supported by the landowner.

4 Boundaries (allocation or other)

- 4.1 The site allocation boundary is as shown in the published Proposed Additional Site Allocations document of May 2025 and is agreed between SCC and Norfolk Estates.

5 Strategic matters

- 5.1 The 20ha employment site proposed as part of SES29 potentially forms an extension to the Advanced Manufacturing Park (AMP) (in Rotherham). The AMP forms part of the Innovation District and is strategically important for the South Yorkshire economy.
- 5.2 Development of the site has the potential to support the re-opening of the Barrow Hill Railway Line for passenger services. A new railway station is proposed which would serve site SES29, as well as the Waverley development and AMP (both in Rotherham). More detail is set out below in the section on Transport Matters.

6 Housing matters

- 6.1 Sheffield Plan: Proposed Additional Site Allocations (2025) identifies the site as a mixed-use allocation for housing and employment use. The housing element consists of approximately 870 dwellings on a net area of 24.84 hectares, with 735 of those dwellings anticipated to be developed by 2039.
- 6.2 In accordance with paragraphs 67, 155 and 156 of the NPPF, the 'Golden Rules' require a higher level of affordable housing on sites released from the Green Belt that would otherwise be applied (required within policy NC3 of the Sheffield Plan).
- 6.3 The Whole Plan Viability Appraisal Update (2025) concludes that 30% affordable housing would be economically viable on this site, with 75% as social rent and

25% affordable home ownership. Norfolk Estates are prepared to commit to this level of affordable housing provision at the time of writing but recognise that this is subject to the extent of other planning obligations, unique to the delivery of the site, such as the provision of a new railway station, and the testing of the overall viability position.

- 6.4 Both parties agree with the need for a mix of house types, which will include a mix of dwelling sizes in line with policy NC5 and NC9; this will be agreed at planning application stage.

7 Employment matters

- 7.1 The employment element of site SES29 consists of an allocation of 20 hectares, with the remainder for housing as described above.
- 7.2 The net employment area (Class B2, B8 and E(g)(iii)) is 20 hectares. However, Norfolk Estates considers that Class E(g)(ii) “the research and development of products or processes” should also be included in this mix, in keeping with the site’s location adjacent to the Advanced Manufacturing Park at Waverley.
- 7.3 The Council agrees that, given the location next to the AMP, it would be appropriate to include Class E(g)(ii) in the list of acceptable uses subject to there being adequate safeguards to protect residential and other sensitive uses on land adjoining the site.

8 Green/Blue infrastructure

- 8.1 Norfolk Estates has commissioned a full range of environmental technical assessments to help inform site delivery.
- 8.2 If required by the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 an Environmental Impact Assessment will be prepared. This will be confirmed following the submission of EIA Screening and Scoping Request. It is anticipated that an EIA Screening / Scoping Request will be submitted in Autumn 2025 which will inform the structure of an initial planning submission for outline consent on the site.
- 8.3 Both parties agree that any subsequent planning application should include a comprehensive assessment of the development’s impact on the environment and accessibility of the remaining Green Belt. Both parties agree, however, that the wording of the condition on development should be revised, as set out in section 13 below.

Open space

- 8.4 Both parties agree that removal of the site from the Green Belt site triggers the 'Golden Rules' (relevant to the housing use) set out National Planning Policy Framework. Paragraph 156(c) will apply in relation to the provision of new, or improvements to existing, green spaces that are accessible to the public. In accordance with the NPPF, new residents should be able to access good quality green spaces within a short walk of their home, whether through onsite provision or through access to offsite spaces.
- 8.5 SCC will continue to work with the landowner to agree an appropriate landscape framework for the site, including the type, extent and location of accessible open space, and a long-term management strategy for these spaces. This will be agreed through the masterplanning of the site during pre-application discussions (as required within draft policy NC1).

Ecology

- 8.6 Given the existing ecological evidence and the site's arable use, both SCC and the landowner do not, believe there are ecological constraints that would undermine its suitability as an allocation or jeopardise its delivery. This will be confirmed through any ecological assessments deemed necessary that will support pre-application discussions and forthcoming applications.
- 8.7 Norfolk Estates confirms that a buffer of at least 15m will be provided to any land designated as a Local Wildlife Site. Initial ecological survey work is complete with further surveys currently being undertaken.

9 Other Environmental matters

Land Drainage, Sewerage and Flood Risk

- 9.1 There are no concerns identified by Yorkshire Water regarding sewerage capacity; there is a 300 mm surface water sewer which runs through the site.
- 9.2 Due consideration will be given to any impacts of flood risk identified in the Level 2 Strategic Flood Risk Assessment. All mitigation matters identified in the 'Recommendations, FRA requirements, and further work' section of the Level 2 SFRA site assessment will be addressed at or before planning application stage. Attenuation, flows and drainage will meet all requirements in line with the SFRA and other policies.

Ground Conditions/Mine workings

- 9.3 A Phase 1 Site Investigation, as well as further investigations, have been undertaken by the landowner. The primary development constraint associated with the site is its association with former coal workings. This has been

confirmed by the Mining Remediation Authority who state there are approximately four mine entries within the site, coal workings, probable workings and shallow roadways also present within red line boundary, located to the northeast of the site. A Phase 2 Site Intrusive Investigation is currently being undertaken. These further site investigations will inform any layout considerations which will be agreed through the masterplanning of the site during pre-application discussions

Land Contamination

- 9.4 The condition on development for the site states that 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. Norfolk Estates confirm that a Phase 2 Site Intrusive Investigation will be undertaken.

Proximity to Landfill Site

- 9.5 The Condition on Development for the site states that the site is within 250m of a historic landfill site. An assessment of the impact (including identifying any necessary mitigation/remediation works) will be required at planning application stage. The landowner states that this will be considered within the Phase 2 Site Investigation.

Proximity to Environment Agency waste permit site

- 9.6 Assessment will be required at planning application stage to determine the impact of the nearby Environment Agency waste permit site(s) and any mitigation required. The landowner states that this will be considered within the Phase 2 Site Investigation.

Air Quality

- 9.7 A condition on development for the site is that “a detailed Air Quality Assessment will be required at planning application stage to detail the extent of residential uses within the air quality exceedance area. Residential development can only occur in the exceedance area if there are overriding regeneration benefits and sufficient mitigation measures”.
- 9.8 Norfolk Estates considers that a detailed Air Quality Assessment will be provided at application stage but that the second sentence of the condition should be removed.
- 9.9 SCC acknowledges that the wording was carried forward from other allocation sites in the Plan which are in the urban area, and where regeneration benefits

are crucial to the spatial strategy. Both parties agree that the wording is amended to read:

A detailed Air Quality Assessment will be required at the planning application stage to detail the extent of residential uses within the air quality exceedance area. Residential development can only occur in exceedance area if there are ~~overriding regeneration benefits and~~ sufficient mitigation measures.

10 Heritage matters

- 10.1 The condition on development for the site states that “a suitably detailed Heritage Statement that explains how potential archaeological impacts have been addressed will be required prior to the submission of any planning application. This will need to be informed by the results of a staged archaeological evaluation, with the results addressed by the design of the scheme. The resulting development proposal can then avoid or minimise harm to the significance of identified archaeology and heritage assets and their settings”.
- 10.2 Norfolk Estates considers this condition to be overly onerous and that the condition should end after the first sentence.
- 10.3 The Council considers that the condition is appropriate, it reflects the likelihood of archaeological assets being present on the site and also reflects the advice of the South Yorkshire Archaeological Service.

11 Transport matters

Strategic Road Network

- 11.1 Overall, based on the work to date, there are no identified highway capacity issues on the Strategic Road Network caused by the trips generated by the Local Plan which cannot be successfully mitigated.
- 11.2 The Transport Assessment - Report on the Strategic Road Network Impacts and Potential Mitigation (EXAM 132A) identify the five locations for mitigation. The M1 junction 31 mitigation is the closest to site SES29 and includes the signalisation of all other arms on the junction and will include the widening of the M1 (north) and A57 west and east approach arms from two to three lanes in order to create additional capacity.
- 11.3 There are a further three potential requirements to upgrade schemes for parts of the three M1 junctions in order to accommodate traffic flows from the proposed additional Green Belt sites. J33 southbound diverge is the nearest to SES29.

(EXAM 128, Infrastructure Delivery Plan Part 2 – Infrastructure Schedule Addendum, scheme TR58).

- 11.4 The SRN mitigation measures are unlikely to be required in the short term, and the requirement for them in the medium/longer term will be subject to ongoing review.
- 11.5 It is agreed with National Highways (EXAM 36A Updated Statement of Common Ground) that it is likely that the costs of the schemes on the SRN are of a level that is capable of being funded through future CIL contributions over the period of the Sheffield Plan (2024-2039) or through a combination of CIL, other developer S106 contributions, SYMCA funding and other potential future funding streams depending on other infrastructure requirements.

Local Road Network

- 11.6 The Transport Assessment - Report on Local Road Network Impacts and Potential Mitigation (EXAM 132D) concluded that, within the general vicinity of site SES29 and other sites proposed for allocation, the following junctions will require mitigation on a proportionate basis:
- A57 Mosborough Parkway / Coisley Hill;
 - Retford Road / Beaver Hill Road (this junction is as a result of the additional Green Belt sites)
- 11.7 As set out in the IDP the indicative cost for signalisation and a right-turn bay for trips turning into Beaver Hill Road, and to retain the dedicated left-turn lane for trips turning to Retford Road is around £300,000. As it would not be sound to rely solely on existing or potential planning consents, it is envisioned that CIL will be made available, alongside proportionate developer contributions, to enable the appropriate mitigation to be delivered. Any S106 contribution will have to be reasonable and commensurate to the size and impact of the development.
- 11.8 SCC will look at a fair distribution of costs of the highway's mitigation required. The Council will undertake further work to set out a formula or calculation (possibly a cost per vehicle trip generated by the development) for splitting the overall cost of the mitigations. It is agreed that there needs to be a policy mechanism to deliver the mitigation on a fair share basis.

Vehicular Access

- 11.9 With regard to vehicular access to the site, it is envisaged that there would be three separate points of access at Orgreave and Highfield Lane. Finchwell Road would need significant improvement / adoption and agreement from third party

landowners; Waverley Lane again would require significant upgrading and third party land.

Railway Station

- 11.10 Norfolk Estates is fully committed to assisting in the delivery of the new railway station and to making land available. The development layout will take into account the proposed new Waverley railway station; both parties agree that the wording of the last condition should be amended slightly to read:

“The layout of the site should take account of the opportunity to provide a new station on the ~~Barrow Hill~~ rail line and suitable access arrangements”.

- 11.11 Working with rail industry partners, South Yorkshire Mayoral Combined Authority (SYMCA) is leading on developing an outline business case for the new Waverley station. SCC, with partners at SYMCA, continue to explore options to bring forward improved public transport connectivity in the area, including consideration of potential funding sources for the Barrow Hill Line reopening (following the cancellation of the Restoring Your Railways program).
- 11.12 A financial contribution towards the provision of the new station may be required from the developer of site SES29 in order to make the development acceptable in planning terms. However, this will be considered as part of the transport assessment at the planning application stage and will be a matter for negotiation and viability testing.
- 11.13 Any public footpaths/permissive footpaths that cross the site will be taken into account and protected through subsequent site masterplanning and/or planning applications. Both partners agree that a key objective should also be to ensure good connectivity to the proposed railway station by active travel.

12 Social infrastructure matters

- 12.1 There are no areas of disagreement between the Council and Norfolk Estates regarding contributions to health, education or other social infrastructure (through CIL or S106 agreements). These contributions will be confirmed through masterplanning and planning application stages, taking into account new development at Waverley in Rotherham.

13 Other Conditions on Development

- 13.1 The proposed allocation includes the following condition on development:

“Planning applications must include a comprehensive assessment of the development’s impacts on the environment. Where appropriate, adverse impacts should be offset through compensatory improvements to the environmental quality and accessibility of remaining areas of Green Belt”.

- 13.2 However, Norfolk Estates considers that this wording is too vague to be considered justified in line with the NPPF definition and that it should be worded to make clear it refers solely to wider Green Belt access / connectivity. The Council agrees that the condition would benefit from some refinement but is necessary to confirm the need for development to provide compensatory improvements to remaining areas of Green Belt. The following wording (which mirrors that proposed for other Green Belt release sites) is therefore suggested:

An integrated approach should be taken to the development of the housing and employment allocation to achieve flood risk, ecological, place making and public access benefits which can provide compensatory improvements to the environmental quality and accessibility of remaining areas of Green Belt.

- 13.3 The proposed site allocation sets out the proposed location of the employment policy zone and housing policy zone. Norfolk Estates submitted a draft Masterplan as part of the recent Proposed Additional Site Allocations (2025) consultation, with an alternative location for the housing/employment policy zone. In order to provide flexibility, the Council proposes to include a footnote to the Policies Map and the Policy Requirement for the site which states:

The location of the policy zoning is indicative and will be confirmed through the master-planning process.

14 Delivery timescales

- 14.1 At the time of writing the site currently does not have planning consent for the proposed uses identified within the Sheffield Plan: Proposed Additional Site Allocations (May 2025).
- 14.2 The land has been promoted through the plan making process; it was submitted during the call for sites 2014 and 2019, and consultation on the Issues and Options (2020), Publication Draft Sheffield Plan (2023) and the most recent Proposed Additional Site Allocations (2025).
- 14.3 Norfolk Estates require greater clarity on the precise area(s) of land to be included in the masterplan for the delivery of the station and associated connectivity. This will be informed by ongoing discussions with SYMCA.

14.4 The following work has been commissioned, or will be commissioned, in advance of the forthcoming examination hearings.

- EIA Screening / Scoping;
- Phase 2 Ground Report;
- Topographical Survey;
- Ecology Surveys (various);
- Highways Survey Work / Traffic Counts.

14.5 The following key milestones are:

- submitting a request for pre-application advice; Autumn 2025
- agreeing Planning Performance Agreement (PPA); Autumn 2025
- Screening and scoping of an Environmental Impact Assessment (EIA); Autumn 2025
- submission of outline planning application; Easter 2026
- submission of reserved matters; Mid / late 2028
- start on site; 2030
- completion of first unit; 2032
- site completion; 2040

14.6 The following housing trajectory is agreed

SES29	2026/27 (1)	2027/28 (2)	2028/29 (3)	2029/30 (4)	2030/31 (5)	5 Year	2031/32 (6)	2032/33 (7)	2033/34 (8)	2034/35 (9)	2035/36 (10)	6 to 10 Year	2036/37 (11)	2027/38 (12)	2038/39 (13)	11 to 13 Year	Total during Plan Period	Total After Plan
								75	110	110	110	405	110	110	110	330	735	135

15 Areas of Agreement and Disagreement

15.1 Table 1 below sets out a summary of the areas of agreement and disagreement between Norfolk Estates and Sheffield City.

Table 1: Areas of Agreement and Disagreement

Areas of Agreement	
Availability (ownership)	The site is within the ownership of Norfolk Estates and is available for the proposed allocation of housing and employment.
Boundary of site	Agreed, as identified within the Sheffield Plan: Proposed Additional Site Allocations.

Housing Capacity	Both SCC and Norfolk Estates agree that the allocation will deliver approximately 870 dwellings.
Employment Capacity	Both SCC and Norfolk Estates agree that the allocation will deliver approximately 20 hectares of employment.
Highways/Transport	Both SCC and Norfolk Estates agree that the site can be accessed via three separate points of access at Orgreave and Highfield Lane and that potential road impacts will need to be considered in more detail through a Transport Assessment at the planning application stage.
Employment	Both SCC and Norfolk Estates agree that, given the location next to the Advanced Manufacturing Park, it would be appropriate to include Class E(g)(ii) in the list of acceptable uses subject to there being adequate safeguards to protect residential and other sensitive uses on land adjoining the site.
Remaining Green Belt enhancement and accessibility	Both parties agree that any subsequent planning application should include a comprehensive assessment of the development's impact on the environment and accessibility of the remaining Green Belt. Both parties agree, however, that the wording of the condition on development should be revised, as set out in section 13.
Golden Rules are applicable to the site (the housing use)	SCC and Norfolk Estates agree that the Golden Rules would apply to any future planning application, so are relevant to the development of the site.
Green/Blue Infrastructure and biodiversity	It is agreed that there are no ecological constraints within the proposed site allocation that cannot be adequately avoided/mitigated/compensated. This will be confirmed at the planning application stage.
Local Wildlife Site	Norfolk Estates confirms that a buffer of at least 15m will be provided to any land designated as a Local Wildlife Site
Flooding and surface water	Both SCC and Norfolk Estates agree that risks from surface water runoff within the proposed allocation can be avoided/mitigated through a drainage strategy.
Social infrastructure matters	SCC and Norfolk Estates agree that, in accordance with Sheffield Plan Policy DC1, any contributions to health (including additional surgery capacity), education or other social infrastructure can be addressed at the planning application stage.

Delivery timescales	SCC and Norfolk Estates agree with the timescales set out within this statement of common ground.
Condition on development – terminology	SCC and Norfolk Estates Group agree that ‘policy requirements’ will be used and updated in Annex A of the Sheffield Plan.
Affordable housing contribution	Norfolk Estates are prepared to commit to 30% affordable housing, with 75% social rent and 25% affordable home ownership at the time of writing.
Air Quality condition	Agree to amend policy requirement
Policy Zoning	Agree footnote to Policies Map and site policy requirement that the location of the policy zoning is indicative and will be confirmed through the master-planning process.
Areas of Disagreement	
Heritage condition	Norfolk Estates considers this condition to be overly onerous and that the condition should end after the first sentence. SCC considers that the condition is appropriate, it reflects the likelihood of archaeological assets being present on the site and also reflects the advice of the South Yorkshire Archaeological Service.

Signatories to the Statement of Common Ground

Name	Role	Organisation	Signature & Date
Michael Johnson	Head of Planning	Sheffield City Council	 07/10/2025
Adam Key	Planning Director - Savills	On behalf of Norfolk Estates	 07/10/2025

APPENDIX 1

Site reference: SES29

Address: Handsworth Hall Farm, Land at
Finchwell Road, S13 9AS

