



# **BROOMHILL, BROADFIELD, ENDCLIFFE, SUMMERFIELD & TAPTON (BBEST)**

## **NEIGHBOURHOOD PLANNING FORUM**

# **NEIGHBOURHOOD PLAN**

**DRAFT FOR CONSULTATION**  
**October 1<sup>st</sup> 2018**

**[www.bbest.org.uk](http://www.bbest.org.uk)**



## **INTRODUCTION**

This draft Neighbourhood Plan has been prepared by the BBEST Neighbourhood Planning Forum. The policies in it have been developed by the Forum over the past four years, and have been very widely debated. Now the Forum is engaging in a six week public consultation from October 1<sup>st</sup> to November 9<sup>th</sup> 2018. The plan should be read in consultation with the BBEST Design Guide, which contains a detailed study of the plan area, and underpinning for policies, especially in the Design, Development and Heritage Management Chapter. Following this consultation the Plan will be revised where necessary by the Forum and submitted to the Local Planning Authority, who, in due course, will themselves conduct a public consultation.

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The consultation process on this draft of the plan began in early 2018 when a previous version of the National Policy Planning Framework (NPPF) was in force, as such the NPPF paragraph referencing reflects the pre August 2018 version.



## INTRODUCTION FROM THE LORD MAYOR

The Broomhill community is vibrant and diverse. Many people who live here work or study at the expanding universities and hospitals. The pace of change brings pressures that can threaten the character of communities and neighbourhoods. A group of volunteers have recognised the need for a neighbourhood plan to manage that change and build in community protections. They have worked incredibly hard to reach this point with a draft plan for your consideration and input.

I hope you will recognise all their work and fully engage with this consultation process. It's another vital stage in the BBEST neighbourhood plan process with a community referendum to follow. This community initiative has my full backing and, with your support, the plan may now be only months away from adoption!

*Councillor Magid, Lord Mayor of Sheffield*

(Cllr Magid is also one of the members of the BBEST Steering Group)



The Lord Mayor at the BBEST 'Countdown to the Consultation' Forum 7/7/18

## THE PURPOSE OF THE PLAN

Welcome to our draft Neighbourhood Plan, prepared by and for the people who live and work in the BBEST area. The Neighbourhood Planning Forum, BBEST, began some four years ago, with a view to developing a common vision across the area, for those who live or work here, of the most important features of our neighbourhood and communities. Where those featured are valued the Plan seeks to make sure they are maintained and enhanced, and where they are challenged the Plan seeks to reduce or ameliorate that challenge.

The Plan is accompanied by a Design Guide. This contains some of the history of the area, and details of key characteristics of streetscapes, buildings, views and public and green spaces. From the very start of the work this has been important, with much interest in the many listed buildings in the area, and its generally coherent, and attractive, inner urban environment. Much of the area was developed during Victorian times and the buildings, and overall feel, represent a fine example of that period.

Many meetings, consultation events, presentations, open Forum sessions, and detailed discussions with key individuals, businesses and organisations have taken place over the past years to generate this plan and associated guide. However, the burden of detailed work inevitably falls on a relatively small number of people, and much thanks are due to this individual effort on behalf of the community. In addition we could not have done the work without help from some excellent professionals, who have often gone above and beyond any contracted work when helping us: we are very grateful indeed for their efforts.

Professor Peter Marsh  
Chair, BBEST Neighbourhood Planning Forum



## **THE BBEST AREA**

The boundary of the Forum area was discussed and debated over the course of several months. It has been based upon a perceived sense of neighbourhood, and also on a number of critical factors about the area. These have included the designated conservation areas, the topography and physical constraints of the area (related in some large degree to sense of neighbourhood), the importance of a district centre, and the importance of open space in the area.

Ward boundaries have not been ignored in the development of the proposed area boundary, but they have not been the most significant aspect in determining the boundary. Nonetheless, most of the proposed area is within Broomhill Ward, with a small section within Fulwood Ward.

The 'heart' of the area was agreed early on as being the District Centre, which most residents cross each day, and many use the shops or other facilities each week. The shops are very important to local residents, and they provide a focus for the entire proposed area. They also face substantial pressures, and have been keen to engage in planning debates to improve the functioning of the local shopping economy.

There is a continuous "spine" road on the longest axis, running West to East and in different parts named Fulwood Road, Whitham Road and Western Bank; and it is crossed Northwest to Southeast by the A57, which is a very busy road having a substantial impact on the area. A shortish walk to the Centre has had a major impact in determining the area, with the topography making that easier (because it is flatter), along the Fulwood Road axis. The area is therefore lozenge shaped and longer along that 'spine' road.

Most of the boundary runs along roads and much of its length follows more or less closely the boundaries of the Broomhill, Endcliffe and Northumberland Road Conservation areas. All extensions beyond these conservation areas were because, in the course of interesting debates, they were felt to be part of 'our' neighbourhood.

There is a unity of development in the area. The major part of the Neighbourhood comprises buildings originally constructed as family houses. Most of these date from the mid and late Victorian and Edwardian periods and these, many with large gardens and mature trees, are the buildings that characterise much of the area. Several large, and numerous smaller, institutions and companies are based in the area, including hospitals, portions of the University of Sheffield, and independent schools as well as state schools; these institutions have converted a significant number of large houses for their organisations' purposes and many other houses have been acquired by private landlords or property companies to use as Houses in Multiple Occupation (HMOs), or to convert into apartments.

The area is seriously short of green space. Over the past three decades some green space has been used for University residential developments and commercial housing. Enhancing and improving green spaces has been a local priority for many years. The area therefore includes at its edge the substantial green space of Weston Park.

Map 0 gives the detail of the boundary



## THE FORUM

The objectives of BBEST are:

- To prepare, implement, and monitor a Neighbourhood Plan for the BBEST Neighbourhood area
- To promote or improve the social, economic and environmental well-being of the BBEST Neighbourhood Area
- To encourage the goodwill and involvement of the wider community in the preparation, production and implementation of a Neighbourhood Plan
- To engage as fully as possible with all community groups within the BBEST area.

The Forum holds an AGM, and each year has had at least one additional full meeting. Numerous other meetings, working groups, development sessions, lectures, and events at community events have been held.

Support from local councillors has been given throughout, with active membership of both Forum and Steering Group.

The Steering Group is elected annually at the AGM. It has twelve members with four officers elected by the Group (Chair, Deputy Chair, Treasurer and Secretary). An ex officio post is held for the nominee of the Students Union President, in order to make sure that the sizeable student community in the area is officially represented. Members of the group have come from all parts of the area, and have, over time, covered all age groups, and a reasonable spread of gender and ethnicity.

## Major meetings and events

- 2013** Initial meetings with all local neighbourhood groups  
*10 Dec, First AGM*
- 2014** Ten meetings of Steering Group, Broomhill Festival Lecture 'Visions of Broomhill', planning workshop with LPA, door to door housing survey, newsletter to all houses, and AGM
- 2015** Six meetings of Steering Group, two full Forum development and consultation meetings, presentation on 'built character and living community' consultation with Parks groups, activity/information stall at Broomhill Festival, and AGM
- 2016** Two meetings of Steering Group, meeting with local retailers, newsletter to all houses, full Forum development meeting, and AGM
- 2017** Two meetings of Steering Group, full Forum development meeting and AGM
- 2018** Five meetings of Steering Group, full Forum development meeting, and AGM to come.

## Membership, events & attendance:

The forum has over 200 members, and individuals on the Forum take responsibility to liaise with community groups. Attendance at the Forum has varied from the high teens to over 60. Around 50 events have been held to explore options, debate priorities, and examine the built and natural local environment. These have included arranged meetings, talks & posters in the Local Library, and activity stalls at the major annual Broomhill Festival. Newsletters have been hand delivered to every household. Meetings have been held with large organisations in the area, and a working group of a majority of local retail and food businesses has met regularly to consider all issues related to the Retail Centre.



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## PLAN CHAPTERS

Early meetings debated the major themes for the Plan, and five areas, with associated visions for those areas, were identified by the middle of 2014, covering: the environment and green spaces, sustainable and balanced community, the retail centre, active travel, and design and management of the local heritage. These five areas form the five chapters of the plan, slightly modified in the course of further discussion and development. The objectives for each of the areas were developed and refined over the past three years, with policies that would address them.

The Design Guide was developed alongside the plan policies, in part by a series of lectures, seminars, and meetings that were focused on design, development and heritage.

A number of projects, which are not part of the plan itself, have been proposed and promoted by the Forum, with other bodies responsible for taking them forward. The three projects are briefly outlined in the last chapter.

- **Environment and Green Spaces [EN]**
- **Sustainable and Balanced Community [SBC]**
- **Broomhill Centre [BC]**
- **Active Travel [AT]**
- **Design, Development & Heritage Management [DDHM]**
- **Community Actions and Projects**

Each of the chapters outlines the vision, objectives, and policies to address each objective, accompanied by relevant evidence, and models of partnership working.



## ENVIRONMENT AND GREEN SPACES



### CONTEXT

The BBEST area nestles in the foothills of the Pennines, providing residents of the city with soaring views of roofscapes and the city beyond. BBEST area residents are proud of their gardens and trees, and hold them in trust for the city and the future. The BBEST area is surrounded by public parks and encompasses Weston Park and Crookes Valley Park at its eastern edge. However, open spaces are limited in the centre of the area, with little space for relaxation and for children to play. The tree cover is a signature feature of the area. The major tree planting was carried out in the nineteenth and earlier twentieth century, and their original planters would be astonished and delighted at the profusion of mature trees. However there is currently no long term plan for the development of tree cover which includes both public and private spaces. The BBEST neighbourhood plan seeks to cherish and protect these natural assets.

### VISION

- **To maintain and enhance one of the area's key features: its green environment and ecology. To maintain its leafy and green emphasis, and to expand the opportunities for enjoyment of green open spaces.**
- *"I thought of the leafy district of Broomhill on the western heights of Sheffield, where gabled black stone houses rise above the ponticums and holly, and private cast-iron lamp-posts light the gravelled drives. Greek, Italian, Gothic, they stand in winding tree-shaded roads, these handsome mansions of the Victorian industrialists who made their pile from steel and cutlery in the crowded mills below. They lived in what is still the prettiest suburb in England."* **John Betjamin**

### OBJECTIVES

- A. Protect urban wildlife, their habitats and ecological networks
- B. Enhance access to and use of public space
- C. Maintain and enhance trees
- D. Enhance the quality of urban gardens
- E. Maintain and improve blue infrastructure

### PARTNERSHIP WORKING

The National Planning Policy Framework promotes "access to high quality open spaces and opportunities for sport and recreation [which] can make an important contribution to the health and well-being of communities" (Paragraph 73). Paragraph 74 of the National Planning Policy Framework states that "existing open space... should not be built on". Paragraph 75 states that "planning policies should protect and enhance public rights of way and access [and that] local authorities should seek opportunities to provide better facilities for users". In addition, "neighbourhood plans should be able to identify for special protection green areas of particular importance to them....to rule out new development other than in very special circumstances" (Paragraph 76)





## **SUPPORTING GUIDANCE AND EVIDENCE**

The policies within the Environment and Green and Open Spaces Chapter have been developed having regard to:

- Our life insurance, our natural capital: an EU biodiversity Strategy to 2020
- Convention on Biological Diversity strategic plan for 2011- 2020
- Biodiversity 2020: a strategy for England's wildlife and ecosystem services; 2011
- Making Space for Nature: A review of England's Wildlife Sites and Ecological Network 2010
- Natural Environment White Paper: The Natural Choice: Securing the value of nature; 2011
- Natural Environment and Rural Communities Act; 2006
- National Planning Policy Framework; 2012
- BBEST Outline Strategic Tree Survey, 2014 (map 4)
- BBEST Green Space Survey 2015 (Map 1)
- Protecting Trees: A guide to tree preservation procedures 2012
- Natural Environment and Rural Communities Act 2006
- Sheffield City Council's Local Plan Policy Objectives
- ECUS, 2014, 2015 Green Space and Tree study details

## **A. PROTECTING URBAN WILDLIFE, THEIR HABITATS AND ECOLOGICAL NETWORKS**

The BBEST Green Space Plan has identified a number of green spaces within the Plan Area, which, when taken together are of considerable biodiversity value, these include public parks and church yards, privately owned green areas and residential gardens. Map 1, prepared by ECUS consultancy, outlines these areas.

Characteristically these areas will have mature trees and will contain ornamental planting, amenity grassland, and water bodies of varying size. As well as contributing to the aesthetics of the local area, many of the spaces also act as important habitat areas for wildlife including badgers, foxes, amphibians, bats and birds and collectively form important ecological networks, effectively green corridors, which allow wildlife to move throughout the local area in response to foraging, shelter and breeding requirements.

The two largest ecological networks within the Plan Area are considered to comprise green spaces in the west which provide a north-south linkage, and green spaces providing a northeast/southwest linkage. Habitats in the western corridor include the University of Sheffield Student Village, the gardens of large properties and the combine areas of smaller gardens associated with blocks of terraces. This network links within Endcliffe Park, Endcliffe Woods and the Porter Valley in the south and further student halls to the north and Rivelin Valley beyond.

The second key network comprises Crookes Valley park, the area surrounding the university's Arthur Willis Centre, the Harcourt Hole and the edges of the university sports pitches. This network connects to Ruskin Park to the northeast and into residential gardens to the southwest and eventually to the corridor previously detailed.



A third smaller ecological network is present, including the Sheffield Botanical Gardens just outside the BBEST boundary through large residential gardens to the Student Village. Map 2 provides details of these important ecological networks (referred to as 'key green corridors'). Key areas (A-F) and the inter-relation with other ecological infrastructure are also on Map 2.

The BBEST Plan intends to protect and enhance existing levels of biodiversity within the Plan Area and will ensure that the major ecological networks which have been identified are retained and that this green infrastructure is extended wherever possible.

### **EN1 PROTECTING BIODIVERSITY**

- Development affecting identified privately owned areas of land and key garden blocks within the Plan Area should ensure that appropriate conservation and mitigation measures are provided so as to ensure no net loss for biodiversity.

**[map 1 refers]**

### **EN2 ECOLOGICAL NETWORKS**

- The identified ecological networks which include key stepping stones (providing ecological connectivity and green infrastructure); that allow for wildlife movement and encourage and support foraging; that connect sites of importance; and contribute to the Plan area's biodiversity, will be protected. Development will not be allowed to cause a break in the three identified ecological networks identified on Map 2.

**[map 2 refers]**

## **B. PRESERVE COMMUNITY SPACES**

The availability of community space (taken, for the purposes of Sheffield City Council's Green and Open Space Strategy 2010 -2030, to include; local parks, formal and informal outdoor recreation facilities, amenity spaces and natural green space) is increasingly recognised as being important for the health and well being of the local population. By protecting, promoting and developing local community space and local community space networks within the BBEST area, the Neighbourhood Plan will contribute to the well-being of residents, visitors and the city as a whole.

### **EN3 LOCAL GREEN SPACE**

- This plan identifies and allocates the following local green spaces:
  - Hallamshire Triangle
  - St Marks Green

**These spaces are indicated on map 3.** They comprise significant breathing spaces in another wise densely developed environment; they are in close proximity to the people they serve; they are regularly used by the community; and are demonstrably special and hold particular local significance. Development of these sites will not be allowed except in very special circumstances.



### C. MAINTAIN AND ENHANCE TREES

In addition to their beauty and importance for wildlife, trees act as a significant resource for lowering pollution and the risk of flooding. Parts of the Plan Area are heavily polluted by traffic fumes (see Active Travel section on Air Quality), and the trees therefore form a crucial part of the environment. The Plan Area contains a significant number of large mature trees in both public and private settings. Long term planning is required to ensure that the volume and nature of trees is maintained and enhanced whilst ensuring the security of neighbouring buildings. BBEST seeks to work with all stake-holders to ensure that this significant resource is maintained and enhanced.

New developments will be expected to ensure that any trees removed will be replaced. In order to help maximize the chances of survival for replacement trees, developments should also ensure that a tree management plan is put in place.

#### EN4 TREES & TREE COVER

- Trees along public highways, within public open spaces and within private open spaces where they are clearly visible from public viewpoints (identified on **Map 4** as 'high quality individual trees'), will be protected from loss
- Existing tree cover will be maintained and enhanced. Development that would reduce tree cover will be resisted and development will be encouraged to enhance existing tree coverage, particularly where coverage is low, or where coverage is reaching maturity [**map 4** – definitions of low and maturity on map] and development will be expected to:
- Retain and integrate healthy, mature trees within the scheme unless their loss is justified; and
- replace any trees lost to development, where appropriate, and
- provide a sufficient amount of information to enable the impact of the development on the tree(s) to be properly assessed, and
- tree planting schemes approved as part of any planning permission granted should be accompanied by an appropriate five-year management plan.



## **SUSTAINABLE AND BALANCED COMMUNITY**

### **CONTEXT**

The demography of Broomhill has changed dramatically over the last 20 years, expanding significantly from approximately 12,000 in 1991 to around 17,000 in 2011.

The most significant changes are found in the variations of particular age groups with the mean age of Broomhill residents at 30.1 years (down from 32.6 years in 2001) and the median age remaining constant at 23 years.

Ultimately the Plan area has enduring appeal as a place of residence for a large percentage of the City's student population, primarily by reason of the fact that most parts of it are within easy access of the City's two main University Campuses. Furthermore, given the number and variety of large, predominantly public sector, employers within or at the edge of the Plan area, it also appeals to the young professional market.

Whilst recognising that the young demographic adds to the character and vitality of the area and whilst acknowledging that shared housing, flats, bedsitters/studios and HMOs all form an important part of the area's housing stock with many people relying on them to meet their housing requirements, there is concern that the concentration of Class C3C and Class C4 dwellings, specifically HMOs, in certain parts of the Plan Area could restrict the choice of housing on offer, narrowing the opportunities for home ownership and creating an imbalance in the wider community which is not sustainable long term .

### **VISION**

- **To achieve and maintain an appropriate balance in the profile of the population thus ensuring the long term sustainability of the community, so that babies, young children, older children, young adults, older adults and seniors continue to live in the area and provide the mix of population which maintains a wide variety of local services and social inter-action.**
- **This will particularly involve the improvement of the standard of the housing on offer, with a particular focus on:**
  - Space standards**
  - Amenity**
  - Density**
  - Design**
  - Environmental sustainability**
- **These objectives apply to new housing development and to changes in the use/alteration/extension of the existing housing stock.**

### **OBJECTIVES**

A. Maintain limits on shared housing

B. Increase variety of housing available for key workers, first time buyers and newly forming households



- C. Maintain sensible density for quality of life
- D. Improve quality of Housing, especially rental
- E. Increase longevity of occupation

## PARTNERSHIP WORKING

The housing landscape both nationally and regionally is challenging, completions of housing construction remain low but house prices within the Plan Area remain high relation to local incomes.

In accordance with the provisions of the National Planning Policy Framework, local authorities are required to boost significantly the supply of housing, making sure that their development plans meet the full objectively assessed needs for market and affordable housing within their housing market area. All applications for housing *“should be considered in the context of the presumption in favour of development”* (Paragraph 49) and local authorities should strive *“to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities”* (Paragraph 50). In addition, local authorities are expected to *“identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies”* and planning application for change to residential use should be approved. (Paragraph 51)

In acknowledgement of the high demand for housing within the Plan Area, and taking into consideration its distinctive townscape and the range of natural features it possesses, Sheffield City Council has given priority to safeguarding and enhancing its areas of character.

More broadly the Development Plan acknowledges that the scale housing development within the area will be *“largely defined by what can be accommodated at an appropriate density through infilling, windfall sites and development in district centres and other locations well served by public transport”* – Policy CS 31 of the Core Strategy.

Sheffield City Council has prepared a City-wide Housing Strategy for the period 2013 to 2023 and the primary policy objectives therein are threefold:

- To increase housing supply
- Make the best use of existing stock (prioritising under occupancy, and expanding and making healthy the existing stock) and;
- Help vulnerable households to live independently

Sheffield City Council’s Corporate Plan *Standing up for Sheffield*<sup>1</sup> states eight strategic outcomes one of which ‘A Great Place to Live’ sets out the Council’s ambition for everyone in Sheffield to have a high quality of life and seeks to ensure that people feel proud of where they live.

These objectives are set against a background where:

- House building remains slow, and;

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<sup>1</sup> <https://www.sheffield.gov.uk/your-city-council/policy--performance/what-we-want-to-achieve/corporate-plan.html>





- The condition and quality of the private rented sector remains a key concern

Sheffield City Council now operates the Snug scheme.

Comprising a partnership between Sheffield City Council and Sheffield Hallam University, it is a scheme of registering, inspecting and advertising student homes in the city and it sets property and management standards with which those who wish to register with the scheme must adhere.

*“Households within the Plan Area and City wide continue to ‘trade up’ to larger housing, frequently citing problems with the size of their housing. There is large demand for family housing in the city”* SHMA – Chapter 4, Demand Processes, bullet point 8, Page 37.

BBEST is committed to working in partnership with Sheffield City Council, landlords, developers, the voluntary sector and others to fulfil the objectives of the National Planning Policy Framework and the Development Plan with a view to delivering an appropriate mix of housing within the Plan Area by type and tenure.

## **SUPPORTING GUIDANCE AND EVIDENCE**

The policies in this chapter of the Neighbourhood Plan have been prepared having regard to:

- National Planning Policy Framework 2012 – Paragraphs 6 -10, paragraph 14 and sections 6,7 and 8
- National Planning Practice Guidance –
- Sheffield City Council Core Strategy 2009 – Chapter 9
- Building for Life 12
- South Yorkshire Residential Design Guide 2011
- Lifetime Homes Standard 2010
- Sheffield City Council Disability Design Standards
- Department for Communities and Local Government, Technical Housing Standards – nationally described space standards 2015
- Sheffield City Council Affordable Housing Interim Planning Guidance
- Housing Strategy 2013 -2023
- New Housing Development – December 2014 Update

## **A. MAINTAINING LIMITS ON SHARED HOUSING**

In order to ensure the sustainability of the wider community long term, it is important that a well-functioning housing market is maintained within the Plan Area with an appropriate balance in the diversity of housing by type and tenure. This objective amplifies one of the core objectives of Sheffield City Council’s Housing Strategy.

To that end this policy seeks to control an over-concentration of flats, bedsits/studios and other shared housing. An analysis of the area undertaken for BBEST by the LPA shows a substantial number of HMOs, and overall there are 33% HMOs across the BBEST area, well above the 20% rate that is covered by CS41 (**Map 5**).

## **SBC1 SUPPORTING HOUSING DIVERSITY AND QUALITY**

- The development of HMOs including those created by conversion and/or change of use will not be supported within the designated Plan Area. All new residential development for the private rented sector including that created by



conversion and/or change of use will be strongly encouraged to sign up to SNUG (see reference in introductory context section).



## **B. INCREASE VARIETY OF HOUSING AVAILABLE TO MEET THE NEEDS OF KEY WORKERS, FIRST TIME BUYERS AND NEWLY FORMING HOUSEHOLDS**

Much new housing in the BBEST Plan Area cannot be guaranteed to remain affordable. The Neighbourhood Plan will therefore encourage the provision of low-cost and subsidised housing with a variety of tenure, ownership and financial arrangements.

We are aware that there are very limited opportunities within the Plan Area for new residential development, hence the importance of making the most of any development opportunities as they arise.

### **SBC2 HOUSING TO MEET LOCAL NEEDS**

- All new residential development will be encouraged to meet local housing needs, particularly young families and young professionals, and will be expected to:
  - (a) Provide a range of housing types and sizes, including for families, the elderly, and key workers; and
  - (b) include a proportion of housing suitable for newly forming households (this could include a proportion of starter homes).

## **C. MAINTAIN SENSIBLE DENSITY FOR QUALITY OF LIFE**

Whilst it is of course expected that development should make the most efficient use of land, development at high densities can often be out of character with the immediate context.

Given the richness in character and quality of the townscape and noting its heritage it is considered entirely appropriate to set thresholds for the preferred density of development within the Plan Area.

### **SBC3 HOUSING DENSITY**

- All new residential development, including that created by conversion and/or change of use should respect the townscape character and be developed at a density which is in keeping with and protects the character of the surrounding area unless material considerations indicate otherwise.

## **D. IMPROVE QUALITY OF HOUSING, ESPECIALLY RENTAL**

There is a strong desire to lift the quality of design in new development more generally within the Plan Area in accordance with the objectives of up to date Local Plan policy and the objectives of the National Planning Policy Framework.

The Plan Area contains many buildings of townscape merit, within its Character Areas, as outlined in the Design Guide there are residential neighbourhoods rich in character and distinctiveness.

Schemes that respect local character and distinctiveness will be supported.



### SBC4 SPACE STANDARDS FOR HOUSING

- All new residential development, including that created by conversion and/or change of use is expected (as a minimum) to adhere to the space standards set out in the Technical Housing Standards - Nationally Described Space Standard and any successor document.

**Table 1 - Minimum gross internal floor areas and storage (m<sup>2</sup>)**

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) <sup>2</sup>			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

### Extract from the Technical housing standards – nationally described space standards

### SBC5 HOUSING DESIGN AND LAYOUT

- In terms of its design and layout all new residential development, including that created by conversion, change of use and alteration and extension, is expected to have regard to the contents of the BBEST Design Guide and the wider objectives of the Neighbourhood Plan as they relate to access, travel, design, heritage management and the environment. Proposals for development will be assessed against this policy and the policies contained within the DDHM Chapter of the Neighbourhood Plan.

### E. INCREASE LONGEVITY OF OCCUPATION

The BBEST Neighbourhood Plan would like to give people the choice of being able to stay in their family home for as long as possible, something which will help deepen their involvement in the wider community. As such all new residential development should be capable of being adapted to accommodate occupants' changing needs and lifestyles over time.

This objective is consistent with the wider objectives of the National Planning Policy Framework (the NPPF), which makes it clear that local planning authorities should plan to create safe, accessible environments and promote inclusion and community



cohesion and that they should take account of evidence that demonstrates a clear need for housing for people with specific housing needs and plan to meet this need.

Having assessed their housing needs, Sheffield City Council has confirmed that it intends to adopt a policy in its Local Plan to provide enhanced accessibility and adaptability within new dwellings with reference to the requirements of Part M4(2) of the optional requirements in the Building Regulations.

For clarity, Part M4(2) of the Building Regulations addresses matters of access to and the use of buildings and states that (as an optional requirement) and only in the case of a dwelling that is erected:

*“Reasonable provision must be made for people to –*

- (a) gain access to; and*
- (b) use, the dwelling and its facilities”*

It goes on:

*“The provision made must be sufficient to –*

- (a) meet the needs of occupants with differing needs, including some older or disabled people; and*
- (b) to allow adaptation of the dwelling to meet the changing needs of occupants over time”*

Policy SBC6 of the Neighbourhood Plan amplifies the objectives of Part M4(2).

Conversion into small units has been an increasing issue in recent years, and SBC6 seeks to support SBC2, and ensure suitable long term accommodation.

#### **SBC6 HOMES BUILT FOR LIFE**

- All new residential development including conversions and/or changes of use should be ‘built for life’ and will be expected to meet the criteria set out in part M4(2) of the Building Regulations (and any successor document) this means that new dwellings should incorporate features that make them suitable for a wide range of occupants, including older people, those with reduced mobility and wheelchair users.
- Any residential development by way of conversion from a single dwelling or commercial unit to flats/maisonettes/apartments/duplex should solely provide accommodation of three bedrooms or more.



## BROOMHILL CENTRE

At the heart of the Neighbourhood Plan Area is Broomhill's vibrant retail area. As noted before, a short walking distance to this centre was a key part of the rationale for the neighbourhood boundary.

The area so defined covers:

- The length of Fulwood Road between the junction with Manchester Road and Crookes Road
- The length of Whitham Road to the junction with Lawson Road
- The stretch of Glossop Road from its junction with Westbourne Road to its junction with Fulwood Road

The full extent of the Centre is defined on **Map 6**

NB the Character Area for the Design Guide is slightly different from the defined Shopping Centre

### CONTEXT

The retail area has its origins in the 19<sup>th</sup> Century and it remains a busy commercial centre with high footfall, containing around 70 units, of mostly modest floor area, with retail being the predominant land use. It also has a diverse range of restaurants, public houses and hot food takeaways and includes a number of leisure, education, and health uses. It is within easy walking distance of all parts of the Neighbourhood Plan Area. It is well served by public transport with strong links to outlying residential areas and the City Centre. The Shopping Centre is mainly occupied by independent retailers and vacancy rates are not that high. The recent closure of bank branches is concerning, and is likely to have an adverse effect on a number of retail and food outlets, but it is part of a national trend.

It is located within the confines of the Broomhill Conservation Area.

The public realm is not of high quality, pavements are narrow, road crossings compete with substantial traffic, there are many varied surfaces and they are of medium to low quality. Planting and greenery is poor (ECUS: Greening the Retail Centre 2017). Overall pedestrians are badly served, despite the fact that the majority of those using the Centre arrive by foot (35%), followed by those using public transport (31%). They also seem likely to spend the most (Travel to Broomhill Centre survey 2017). The overall provision for pedestrians barely reaches the standard required to be comfortable (pedcomfortreport 2016), and there is justification for some significant improvement.

A minority (28%) arrive by car, and this travel mode is not straightforward either, as parking is difficult to find, with entry to a car park above the shopping centre being substantially hidden, and high charges which have resulted in substantial drop off in usage after their introduction and (private) enforcement some years ago. On street parking is limited, and the spaces in front of the Shopping Centre are constructed so that they occupy a major land area of the centre and obstruct the pavement. Air quality is poor and traffic is a dominant feature (see Active Travel section).

Whilst the Shopping Centre is reasonably commercially successful, there is a strong desire to shape its operation and its physical context in a way that responds better to the expectations of its users, thus improving visitors' experience of it in the long term.



## OBJECTIVES

Within the defined Shopping Centre, the Neighbourhood Plan seeks to:

- Encourage economic activity and growth
- Encourage the retention and expansion of independent retailers
- Enhance the public realm
- Improve the function of pedestrianized areas
- Lift the quality of design more generally amongst the building stock
- Protect and enhance features of townscape interest and heritage significance
- Protect and enhance areas of open space, which are considered to be of value to the wider community
- Improve the environment (including air quality and noise) for visitors
- Improve connections with the wider community
- Reduce dependence on travel to/from and through the area by car
- Restructure the function and distribution of car parking

**While this chapter has primary policies on the Centre, other chapters also contribute to these objectives.**

## VISION

**To make Broomhill centre a destination – an interesting hub of specialist and local shops and eating places, all within a pleasant environment.**

## PARTNERSHIP WORKING

One of the core objectives of the National Planning Policy Framework is to secure sustainable economic growth and it places significant weight on meeting the development needs of business without over-burdening them with planning policy expectations. Planning policy is expected to address “*potential barriers to investment including, a poor environment or any lack of infrastructure, services or housing*” (Paragraph 21). The National Planning Policy Framework also seeks to “*promote competitive town centre environments*” (Paragraph 23)

The National Planning Policy Framework expects Neighbourhood Plans to “*plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments*” – Paragraph 69.

The commercial centre within the Plan Area is already designated a District Shopping Centre within the adopted Development Plan for Sheffield. Existing adopted Development Plan policy promotes sustainable retail led development within and on suitable sites at the edge of the District Shopping Centre. This designation and the wider objectives as they relate to the Retail Area will be carried forward into the new Local Plan.

BBEST is committed to working in partnership with Sheffield City Council, local businesses, the voluntary sector and others to fulfil the objectives of the National Planning Policy Framework and the Development Plan to develop and secure improvements to Broomhill Retail Area and; to improve and strengthen its future viability as a District Centre serving the every day needs of the community.





## SUPPORTING GUIDANCE AND EVIDENCE

The policies within the Retail Centre Chapter have been developed having regard to:

- The National Planning Policy Framework 2012 – Section 2
- Sheffield City Council Core Strategy 2009 – Chapter 8
- BBEST Character Assessment 2016 in Design Guide
- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007
- ECUS Greening the Centre 2017
- Travel to Broomhill Centre 2017
- Pedcomfortreport 2016

### BC1 PROMOTING BROOMHILL CENTRE

Development proposals within the Broomhill Centre area will be supported where it is demonstrated they:

- retain/provide an active frontage (including front doors, windows and existing shop fronts); and
- contribute to the creation of a lively and vibrant centre; and
- maintain a balanced mix of main town centre uses; including retail, food & drink, leisure, commercial, office, tourism and residential; and
- include residential properties on upper floors only; and
- improve the public realm **[Map 7]**

### BC2 SHOPFRONT DESIGN

- Development involving the creation of a new shop front or alteration(s) to and extension(s) of an existing shop front or other active frontage, is expected to have regard to the policy DDHM5, and to:
- Be of the highest quality, and;
- Respond to the character of the building(s) of which it forms part, and;
- Respond to and integrate the positive characteristics of the immediate surroundings, and;
- Enhance levels of accessibility within the Shopping Centre, and;
- Maintain independent ground floor access to the upper floors, except where a safe and convenient rear or side access is available or is provided as part of the development.

### BC3 IMPROVING THE PUBLIC REALM

As developments come forward within the Broomhill Centre opportunities to restructure the existing parking arrangements within the public realm area identified on **Map 7** will be explored with a view to providing a shared space, which would be available for one off events such as markets or music events.





## ACTIVE TRAVEL

### CONTEXT

The A57, which traverses the Pennines on its route to and from Manchester via Glossop, passes through the heart of the BBEST Plan Retail Area. This strategic route also carries a high volume of local commuter and service traffic in the direction of the City Centre. All day traffic estimates provided by Sheffield City Council for the A57 (ref.8) show that volumes on Whitham Road are almost three times higher than those at Crosspool and almost twice as high as at the Sheffield City boundary. A similar pattern emerges for medium and heavy goods vehicles, with almost three times as many on Whitham Road as at Crosspool.

Fulwood Road also feeds traffic into the Shopping District, principally as a commuter route from the Peak District and from the residential districts of Ranmoor and Fulwood.

The area also attracts a high volume of traffic associated with the wider operation of the university buildings and the various hospitals and schools that are located within or on the edge of the Plan Area. Highways in and around the Retail Area are regularly backed up during the peak periods of 7.00-9.00 and 16.00-18.00 when volumes are 50% or more higher than outside these times. The A57 between Rivelin and the Sheffield Inner Ring Road is classed as the 11th most congested section of the road network in South Yorkshire, with an average route delay of 25 seconds per kilometre. (Ref. 10)

Over 20,000 vehicles travel through the area each day (ref.2) According to Department of Transport traffic counts, the main roads through the Plan area carry a smaller proportion of heavy goods vehicles (HGVs) than the City's major roads as a whole (2.0-2.5% compared with 5.0-6.0%) and a larger proportion of buses and coaches (4.0-4.5% compared with 1.0-2.0%). (ref. 3,4&5)

The upshot is that the character of the very heart of the Plan Area is dominated by traffic and the associated noise and other disturbance that accompanies it.

Air quality within the Shopping Centre is very poor, exceeding, often substantially, legal safety limits (ref.7)

Furthermore, pedestrian routes are disconnected, cut through by heavily trafficked roads, fragmenting the sense of unity that the Shopping Centre should have with its, literally, central role in the neighbourhood. Inevitably ambient noise levels are high throughout the day and into the evening. Most street junctions are signal controlled and have been upgraded to include pedestrian crossings, nonetheless pedestrian welfare is very much a secondary consideration at present.

In addition, the streets within the Shopping area are littered with signage designed to warn motorists and pedestrians.

The combined effect of excess traffic and insufficient parking undermines the attractiveness of the area.

Despite this, students and staff of both universities and those in local employment walk and cycle across the area in substantial numbers. According to Sheffield



University Travel Surveys, 75% of students travel to the University on foot as their “main mode of transport” and 4% travel by cycle. 24% of staff travel to the University on foot, and 8% by cycle. For students the average distance per person per day on return trips is 2.5 miles for walking and 4.3 miles for cycling. For staff the average distance per person per day on return trips is 8 miles for cycling. (ref.6). Regarding those who use the shops and food outlets the most popular way to arrive is by foot (35%), followed by public transport at 31% (see Broomhill Centre chapter). Pedestrian comfort levels are only just acceptable (using TfL developed criteria, see Broomhill Centre chapter) and there is a need for greater space and better quality provision. The substantial numbers of people on foot (of at least equal, and probably greater, volume to those in cars) are extremely badly served.

There is very limited cycle way provision in the area, with only a very small (around 400m) length of dedicated cycle path.

The Neighbourhood Plan will seek to improve the experience for those moving around the area on foot and by cycle. Moving forward, the strategy for traffic management will be informed by a thorough review of the impact of motor traffic on pedestrians and cyclists

### OBJECTIVES

Through its policies, the Plan will aim to:

- A. Improve pedestrian and cycle Routes
- B. Decrease the impact of traffic
- C. Restructure car parking
- D. Improve air quality
- E. Improve public transportation

### VISION

- **Our vision for the BBEST Neighbourhood Plan area is of a place where the experience of walking, cycling and outdoor life will be enhanced in order to provide economic, social and health benefits; the dominance of motor traffic will be reduced; there will be far less need to travel or commute to/through/around the area by car; public transport will be prioritised; air quality will improve; and traffic-related noise will be reduced.**

### PARTNERSHIP WORKING

The National Planning Policy Framework acknowledges the need to “*balance the transport system in favour of sustainable modes*” (Paragraph 29). In accordance with Paragraph 32, “All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment.”. *Plans and decisions should take account of whether:*

- *The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure*
- *Safe and suitable access to the site can be achieved for all people; and*
- *Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development“.* (Paragraph 32)



*“Development should be...designed...to:*

- give priority to pedestrian and cycle movements*
- minimise conflicts between traffic and cyclists..and where appropriate establish home zones*
- Incorporate facilities for charging plug-in and other ultra-low emission vehicles*
- Consider the needs of people with disabilities by all modes of transport”*  
(Paragraph 35)

The Sheffield Development Plan is determined to *“help manage the tensions between the need for mobility and choice on the one hand and those of minimising congestion and promoting good health on the other”* – Core Strategy Chapter 10, Paragraph 10.1. There are six strategic transport priorities for the City as follows:

- Promoting choice by developing alternatives to the car
- Maximising accessibility
- Containing congestion levels
- Improving air quality
- Improving road safety
- Supporting economic objectives through demand management measures and sustainable travel initiatives

The A57, which runs through the BBEST Plan Area, is considered to be a part of the Key Route Network of the City. Congestion along this route will be addressed as part of a wider programme of investment. This could and should be an opportunity to improve the quality of experience for pedestrians and cyclists. Sheffield City Council is also committed to a programme of travel demand management for the area, including the Broomhill Controlled Parking Zone. Pedestrian environments will also be improved with priority being given to routes providing access to the University of Sheffield, Museums, and the Hallamshire and Children’s Hospitals.

BBEST is committed to working with Sheffield City Council, developers, the voluntary sector and the wider community in order to fulfil the transport objectives of the Neighbourhood Plan consistent with the wider objectives of the City’s Development Plan and the National Planning Policy Framework.

## **SUPPORTING GUIDANCE AND EVIDENCE**

1. “Air Quality Action Plan (AQAP) for Sheffield 2015”, Sheffield City Council, 2012
2. “Annual Cordon & Screen-line Vehicle Occupancy Surveys, 2005-2014”, Sheffield City Council
3. “Census Points 8144 (Whitham Road, 2000-2015) and 931195 (Fulwood Road, 2003-2009)”, UK Traffic Data
4. “Sheffield Traffic Profile for 2000 to 2013”, Department of Transport
5. “Crookes Junction Traffic and Pedestrian” Counts, March 2010, Sheffield City Council
6. “The University of Sheffield Student & Staff Travel Survey 2012”, Travel Plan Surveys (TPS), January 2013.
7. “Broomhill Air Quality Symposium 21 April 2012 Report”, Broomhill Forum, August 2012
8. “A57 Census Points 26576, 6565, 77544 and 8144, 2000-2015”, UK Traffic Data
9. “Annual Bus Statistics: England 2014/15”, Department of Transport, 15 December 2015.



10. "Transport Strategy 2011-2026, Document 2: Networks, Fig.5.3", Sheffield City Region, June 2011.

See also evidence in the Broomhill Centre chapter (Shopper Survey-Travel to Broomhill Centre 2017, & Pedcomfortreport 2016)

## **A. IMPROVED PEDESTRIAN & CYCLE ROUTES**

Unless access is undertaken less by car and more by sustainable means of travel, the attraction and success of the Plan Area will be undermined, with an adverse impact on its sustainability in the long term.

The key corridor of Whitham Road, which carries the major traffic and pedestrian movement through the heart of the retail area, will be the primary focus of the strategy to reduce traffic impact.

Pedestrian volumes in the University/Hospitals area are of a similar order to car volumes. The high levels of pedestrian activity need to be further enhanced. Travel by cycle is relatively low at just 1% of all vehicular traffic on the main route, despite the substantial number of young people in the area and active University promotion of cycling. It is therefore imperative that we encourage increased access by both foot and cycle. Making walking and cycling routes continuous is fundamental to making the wider area more accessible. To this end a proposal for a key network of pedestrian and cycle routes has been proposed.

The walking network is based on the HUMMUS cordon data (ref.2), providing data from five key points, all in the Plan area - Bolsover St., Northumberland Road, Whitham Road, Glossop Road and Clarkehouse Road. You can't walk across it any other way. For the cycle network we are awaiting the details of Sheffield City Council Cycle Strategy and identified network of cycle routes.

The feeders into and out of that cordon that evidently carry significant volumes are those main roads noted above, plus Broomspring Lane, Endcliffe Vale Road, Endcliffe Crescent, Ashdell Road, Melbourne Avenue and the Elmore Footpath.

### **AT1 ACCESS AND MOVEMENT**

- A number of key access and movement corridors in need of improvement to make them safer and more attractive and to facilitate and encourage increased levels of accessibility and ease of movement within/through the Plan Area on foot, by cycle and public transport have been identified (see **Map 8** of walking and cycle network).
- All major development which affects any part of the identified network of access and movement corridors will be expected to contribute towards their improvement, and
- Development which has an adverse impact on existing levels of safety, accessibility and ease of movement along the identified access and movement corridors will be resisted, and
- CIL contributions payable in connection with new development will be used to support the objectives of Policy AT1. **[Map 8]**

## **B. DECREASING THE IMPACT OF TRAFFIC**



The A57 is a key strategic route, and carries very large volumes of traffic. Mitigating measures are needed to reduce the impact of motor traffic.

## **AT2 SUSTAINABLE SAFETY FRAMEWORK**

In support of Policy 5A of the city's Transport Strategy, the 'Sustainable Safety' approach will be adopted in order to support the safety and convenience of pedestrians and cyclists (see Map 8 of cycling and walking network). This will ensure a direct response to the level of threat posed by motorised traffic to vulnerable users.

In the "Arterial Streets" (Brocco Bank/Clarkehouse Road; Glossop Road, Clarkson Street, Manchester Road, Fulwood Road, Whitham Road and Newbould Lane/Nlle Street/Crookes Road) that carry large volumes of motor traffic:

- Pedestrians and cyclists will be separated safely and conveniently from heavy traffic whilst ensuring a street with a real sense of place in which to walk, cycle and enjoy outdoor city life.
- Before and until such segregation is achieved, permitted traffic speeds will be reduced from 30 to 20 mph and enforced.

In the remaining "Access Streets" (all adopted roads that are not 'arterial roads/streets' or 'through national/regional routes' within the BBEST area) measures will be taken to ensure that motor vehicle flows in the busiest hour do not exceed the equivalent of around 400 cars and not more than 6 full-size buses each way, and that speeds do not exceed 20mph.

- All major development which affects any part of the street network will be expected to contribute towards its improvement.
- Development which has an adverse impact on existing levels of safety, accessibility and ease of movement will be resisted.
- CIL contributions payable in connection with new development will be used to support the objectives of Policy AT2.

## **C. RESTRUCTURE CAR PARKING**

Daily commuter parking on residential roads with the Plan area places a heavy toll on local residents, resulting in conflict in terms of parking demand and supply, limiting access and affecting air quality. Visitors to the Retail Area find that parking is limited and that what exists is poorly signed. This results in drivers circling the area searching for parking spaces, adding to the overall adverse impact of traffic movement in the area more generally.

Areas at the fringes of the existing Parking Zone continue to experience major parking problems,

## **AT 3 PARKING MANAGEMENT AREA WIDE**

The existing Controlled Parking Zone (CPZ) will be reviewed in order to:

- Expand the CPZ into other parts of the BBEST area.





- Eliminate the unrestricted on-street parking that is currently available to commuters.
- Support the policies for Housing and for the Broomhill Centre in the Neighbourhood Plan.
- Policy AT3 should not compromise the objectives set out in Policy SBC6.

#### **D. IMPROVE AIR QUALITY**

This supports action 6 of the Air Quality Action Plan (Ref.1) and the existing City Council requirement that an Air Quality Assessment is required for any development: that generates 60+ vehicle movements in any hour within 200m of an area already exceeding Air Quality Limitation Values; or where sensitive uses, such as housing or schools, are being introduced to or within 200m of such an area.

Air quality is measured in detail at 5 sites in the city, but none of these are in the Neighbourhood Plan area. This means that routine measurement of particulate levels is not available for the area. Nitrous oxide levels are measured through the placement of diffusion tubes at 161 sites around the city. 8 are, or have been, sited along the "Broomhill corridor" within the BBEST area

(The data are presented as averages. Given the tidal traffic flows in this area, peak values will be higher, but these are not available)

The European limit for Nitrous Oxide is an average of 40micrograms/cubic metre. In 2016 58 sites in Sheffield exceeded this level.

##### Results for Nitrous Oxide in mcg/m3 along the Broomhill Corridor

5 year data 2013-2017

Western Bank/Clarkson St.	50 to 46
Western Bank/Northumberland Rd.	41 to 32
Whitham Rd./Moor Oaks Rd.	50 to 37
Whitham Rd/Crookes	54 to 46
Manchester Rd/Sale Hill	46 to 36
Fulwood Rd/Ashdell	32 to 24

Partial data 2013-2017

Fulwood Rd/HSBC	2017=51
Fulwood Rd/Post Office	2014=65
Manchester Rd/Lawson Rd	2014=47

There are critical areas are around the Broomhill shopping area and at the Western Bank/Clarkson junction.

Air quality issues are also important within the Boulevard Project (in the Community Actions chapter).

#### **AT4 AIR QUALITY**

- All new major development will be supported by a full Air Quality Assessment. Development which is found on examination to have a demonstrably negative impact on air quality within the worst air quality areas along the Broomhill Corridor will not be supported.





## **E. IMPROVE TRANSPORT**

In the context of the serious traffic pressure in the area, any new developments must, at the very least, not make the situation worse.

### **AT5 TRANSPORT ASSESSMENT AND TRAVEL PLANS**

- All major developments within the Plan Area are expected to be accompanied by a Transport Assessment (in the case of smaller scale 'Major' development this may comprise a transport statement) and shall incorporate a Travel Plan so that the full extent of the development's impact on (pedestrian, cycle and vehicular) access, movement and safety can be assessed to ensure there are no adverse impacts. Once implemented, Travel Plans prepared for development with the Plan Area will be monitored to ensure compliance.

DRAFT

## DEVELOPMENT, DESIGN AND HERITAGE MANAGEMENT



### CONTEXT

The Plan Area absorbs the boundaries of three Conservation Areas; Broomhill, Northumberland Road and Endcliffe. There is a Conservation Area Appraisal in place for the Broomhill and Northumberland Road Conservation Area, and a Management Strategy in place for the Broomhill area. The area is rich in heritage and townscape interest containing a high proportion of buildings that are considered to be of townscape merit.

### OBJECTIVES

Through its policies the Plan will:

- A. Promote heritage management
- B. Promote the contents of the BBEST Design Guide
- C. Preserve and enhance townscape character
- D. Conserve community assets
- E. Promote master planning for key development sites

### VISION

- **The area has a significant number of listed buildings, and was, in general, developed over a short period in Victorian times. It is mostly within Conservation area designation, and contains many fine buildings and historic streetscapes within a mature green setting. Features such as boundary treatments, signage and lighting have a significant impact on the quality of these neighbourhoods. New developments or changes to the existing built environment have the potential to have significant impacts on the setting and quality of the BBEST area. Changes can be both positive and negative.**
- **The key presumption is that change should at all times have a demonstrably positive impact on the historic setting.**
- **The area has a combination of factors which make it unique and we seek to protect and enhance these:**
  - significant views over the neighbourhood and city**
  - historic streetscapes**
  - green coverage and trees**

### PARTNERSHIP WORKING

Every effort will be made to work in partnership with Sheffield City Council, developers, the voluntary sector and the wider community to deliver the objectives of the policies within the Development and Conservation Chapter of the Plan.

### SUPPORTING GUIDANCE AND EVIDENCE

The policies within the Development and Conservation Chapter have been developed having regard to:

- The National Planning Policy Framework 2012 – Section 2
- Sheffield City Council Core Strategy 2009 – Chapter 8
- BBEST Design Guide 2018



- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007
- Sheffield's Historic Parks and Gardens Supplementary Planning Guidance

## **HERITAGE**

Much of the Plan Area is of heritage interest covered as it is by three Conservation Area Designations (namely; Broomhill, Endcliffe and Northumberland Road), so that much of the townscape contained is already afforded special protection. The Plan Area is also home to a substantial number of designated heritage assets in the form of 63 listed buildings/structures and contains a high proportion of non-designated heritage assets in the form of buildings and structures which are considered to be of townscape merit. The details of this are laid out in the Design Guide.

The Neighbourhood Plan will specifically seek to protect the future of, promote interest in and raise the visibility of our designated and non-designated heritage assets.

## **CHARACTER AREAS**

The Plan Area has been divided into eight character areas/neighbourhoods. All are rich in terms of their heritage (cultural and architectural); all possess townscape merit. Although well integrated, the character areas are varied and contain elements which are locally distinct. The character areas are identified as follows:

- Crookes Valley
- Hospital Quarter
- Residential South East
- Residential North East
- Retail Centre
- Residential North West
- Residential South West
- Endcliffe

The areas are identified in the BBEST Design Guide, and are described in detail within it. It is important that the distinctive characteristics of each area are at the very least preserved and, where possible, enhanced. To this end the Design Guide has identified several key principles to guide future development.

The objective is to encourage high quality development which reinforces local distinctiveness throughout the Plan Area without stifling innovative architecture. Sustainable design will be encouraged. All new development will be expected to use the Design Guide as a starting point for design.

## **VIEWS AND VISTAS**

The BBEST character assessment has identified various views/vistas, as contained within the Design Guide, in addition to those already identified within the Broomhill Conservation Area Appraisal. These views cover sight lines of specific buildings within the Plan Area but also identify some longer views across the City. They help define the character of the Plan Area and are considered to be of importance within the townscape. It is important that they are preserved. The views are identified within the BBEST Design Guide.



## **DDHM1 KEY DESIGN PRINCIPLES**

Policy DDHM1 should be read together with the BBEST Design Guide.

As noted earlier the Plan defines eight Character Areas. These are identified in the Design Guide and are referred to as:

1. Crookes Valley
2. Hospital Quarter
3. South East
4. North East
5. Retail Centre
6. North West
7. South West
8. Endcliffe

Development will be expected to respond to the characteristics that are particular to each of the Character Areas by:

- i. Respecting the proportion and traditional forms of roof design; and
- ii. Ensuring that original roofing materials are retained; and
- iii. Respecting the 61 degree diagonal proportions and architectural detail of original fenestration including cills and lintels; and
- iv. Retaining and reflecting the defining architectural features; and
- v. Reflecting the prevailing materials palette (including colour); and
- vi. Maintaining important views; and
- vii. Reflecting the prevailing density; and
- viii. At the very least, maintaining the existing balance of uses.

In addition:

- a. New flat top dormer windows and roof lights will not be encouraged where they are visible from the street.
- b. Signage (in terms of design, size, colour, materials, proportion and position) within the Plan Area shall be kept to a minimum. Where signage is required, it should be sensitively designed to respect the character of the host building/structure/site and it should not obscure architectural features;
- c. Historic boundary treatment will be retained and where possible reinstated and a strong and consistent approach shall be maintained towards new boundary treatment in line with the character of the Area;
- d. Mature trees will be retained and tree planting opportunities will be pursued as development comes forward;
- e. Lighting for institutional uses will be well designed and coordinated across the Character Areas;
- f. Where present, original floor scape materials will be preserved and where appropriate the original floor scape particular to each Character Area shall be repaired and/or restored. Wherever possible stone sett thresholds to properties will be reinstated/restored;
- g. Front gardens, where they exist will be retained and every opportunity will be taken to reinstate front gardens as development comes forward;
- h. Building lines will be respected;
- i. The removal of chimneys from buildings within the Character Areas will be resisted;
- j. Enhancements to the public realm will be sought where appropriate



### **CROOKES VALLEY CHARACTER AREA**

Characterised by a mix of residential uses and University buildings with a good balance of green open space and organised around a series of streets containing mid to late Victorian Architecture of a consistent style.

Original architectural details that feature within the area include decorative barge boards, timber sash windows; quoin details, string courses and decorative stonework. Building stock and thus the prevailing density is made up of a mix of detached villas and terraced housing. The materials palette is principally red brick and stone with a colour palette of dark red and buff. Buildings have a strong grain characterised by frequent front doors to provide interest and offer surveillance.

Boundary treatment is characterised by low walls, built out of material which matches the main building façade.

There is a proliferation of signage in the area associated with the University uses.

### **DDHM2 Development within the Crookes Valley Character Area**

Development within the Crookes Valley Character Area will be expected to respond to the strong traditional materiality that is present and comply with the objectives of DDHM1. In addition, development should respond specifically to the scale, grain, layout, setting and appearance of the traditional building stock.

### **BROOMHILL CENTRE CHARACTER AREA**

Located at the heart of the BBEST area, the Centre is predominantly arranged along its two principal roads: Whitham Road/Fulwood Road and Glossop Road. The area, which is surrounded by institutional uses (including four hospitals, a number of schools, the University of Sheffield campus and Halls of Residence) is heavily used by students lending it a strong sense of vibrancy and vitality and is characterised by the retention of a large proportion of its historic building stock, largely comprising two or three storey brick or stone 19<sup>th</sup> Century terraces, a number of which stand out (notably the Fox and Duck public house on Fulwood Road and the York public house which occupies the junction of Fulwood Road with Glossop Road and including a distinctive terrace located on Glossop Road between The Mount and the Broomhill Tavern Public House).

Notwithstanding, the quality of that section of townscape bookended by Crookes Road and Taptonville Road (north side) has suffered as a consequence of late 20<sup>th</sup> Century infill in the form of the parade, and the wider environment within the Centre continues to be adversely affected by the heavy flow of traffic moving through and visiting the area.

Elements which affect the townscape quality and character include:

- Poor modern infill
- Inconsistent shopfront design
- Vacant commercial units
- The poor quality of the pedestrian environment
- Parking
- Traffic movement



### **DDHM3 Development within the Broomhill Centre Character Area**

Development within the Centre Character Area will be expected to enhance the wider townscape and to support the area's core role as a shopping area and comply with the objectives of DDHM1. More specifically:

- a. Active frontages will be retained at ground floor level;
- b. Shopfronts will be expected to be of a high quality and their design should respect the features of the building above, bringing them down to ground level;
- c. Shopfront fascias should not obscure the building's original features;
- d. Externally mounted shutters will be resisted;
- e. New buildings should sit at the back edge of the pavement except in exceptional circumstances where a setback is incorporated to accommodate communal/public/spill out space;
- f. The scale of development will be expected to range from 2 to 5 storeys in height, depending on the context and should be built out to adjacent party walls where they exist;
- g. Development will be expected to create a continuous frontage along the principal streets;
- h. Where appropriate, development will be expected to introduce new street trees and planters to provide an attractive feature, offer shade and help combat air pollution;

### **DDHM4 Development within the Retail Centre**

**Map 6** identifies the Broomhill Retail Centre. CIL accrued on development within this area will be expected to contribute towards the improvement of the area of public realm identified on **Map 7**. The Plan is specifically seeking to deliver additional greening and the provision of space(s) which would be available for one off events such as markets or music events.

In addition any proposals for redevelopment within the Retail Centre:

- (a) Will be expected to incorporate a car parking strategy to include disabled access and a limited number of drop off and collection spaces within the identified area of public realm, which is to be used as a shared space; and
- (b) Replace the existing publicly accessible (roof top) car parking

### **DDHM5 Signage Within the Retail Centre**

New/replacement signage will be expected to bring coherence to the Retail Centre and well designed, bespoke signage will be encouraged. More specifically:

- a. New signage should be set within a consistent zone within the building frontage, above the shopfront. The design, size, colour, materials and position of signs should respect the character of the building with individual letters not exceeding 400mm in height. Signs should not obscure architectural features such as windows, cornices, transoms and mouldings.
- b. Individual lit lettering will be acceptable but whole illuminated fascias (e.g. light box signs) will be resisted.
- c. The use of A boards will be discouraged
- d. Projecting signs should be in line with the fascia of the shopfront.





## HOSPITALS, SOUTH EAST AND SOUTH WEST CHARACTER AREAS

The Hospitals area sites between Whitham Road to the north and Glossop Road to the south, with Claremont Street forming the eastern boundary, and Tree Root Walk abutting the area to the west. It is characterised by two distinct and dramatically different land uses. There are five major hospitals and associated buildings, which occupy over half the land within the Character Area alongside and within which sits a significant pocket of mid 19<sup>th</sup> Century residential development. The majority of the residential development is deemed to be of townscape merit, as identified on the Northumberland Road Conservation Area Map, presenting as a coherent and intact series of impressive historical buildings. The institutional uses dominate the area.

Elements which affect the townscape quality and character of the area:

- Significant amount of historic building stock;
- Older properties being dominated by infill;
- The amount and scale of institutional buildings;
- The large number of historic properties given over to institutional rather than residential use;
- The presence of boundary walls and tall, carved gateposts;
- Parking
- Traffic movement
- Proliferation of signage
- Poor wayfinding

The South East Quarter sits to the south of the Hospitals Quarter, directly west of the Retail Centre. The Mount, King Edwards VII School and St Mark's Church are significant listed buildings in the area. A large proportion of previously residential properties are now being used by the hospitals, the University of Sheffield or associated uses such as childcare provision. Houses along College Street, Watson Road and the top end of Beech Hill Road remain in residential use.

The South West Quarter occupies the gradual south-facing slope between Broomhill Retail Centre and the Botanical gardens, as the land falls towards the Porter Valley. Traditionally a middle class Victorian suburb, characterised by detached and semi-detached houses in large plots, there are also a significant number of educational establishments spread across it, some occupying large former residential properties.

## DDHM6 Development within the Hospitals, South East and South West Character Areas

Development will be expected to preserve the existing balance of uses within these areas within; and the historic character of the areas and should comply with the objectives of Policy DDHM1. In addition:

- a. Development will be expected to respond to the scale, grain, layout, setting and appearance of the historic villas;
- b. Development that seeks to amalgamate buildings will be expected to ensure that the individual buildings can still be understood in their own right;
- c. Extensions to buildings of townscape merit should be set back and recessed from the main façade;
- d. The loss of stone sett thresholds to properties will be resisted and stone sett thresholds will be reintroduced, wherever possible;



- e. The introduction of wayfinding will be encouraged to help improve the legibility of the hospital complexes;

### **NORTH EAST AND NORTH WEST CHARACTER AREAS**

The North West Quarter occupies a broad area to the north of the Retail Centre. The North West Quarter is dominated by three parallel straight roads: Taptonville Road, Lawson Road and Sale Hill. These run down the hillside to Glossop Road and offer extensive views across the Porter Valley to Nether Edge. There is a strong character throughout the Quarter, dominated to a large extent by grand detached or semi-detached stone villas interspersed with some terraces dating from the same period. Taptonville Crescent is one of the highlights of the Broomhill Conservation Area, and which prompted John Betjeman's description of Broomhill in 1961 as the 'prettiest suburb in England'.

The North East Quarter sits between the Retail Centre and the Hospitals and Crookes Valley Quarters to the east, and acts as an essential link between each. Whitham Road forms the key artery leading into the city centre from the west and heavily used by both vehicular traffic and pedestrian traffic. Crookes Road is equally busy, being a key vehicle route connecting Broomhill and Crookes. The residential areas within the Quarter sit along these routes as well as in the collection of streets to either side, which demonstrate a range of different styles of predominantly terraced housing.

### **DDHM7 Development within the North East and North West Character Areas**

The residential character of the North East and North West areas will be preserved and protected. More specifically:

- a. Development will be expected to preserve the existing scale, grain and layout that is particular to these two Character Areas;
- b. Opportunities will be taken to reintroduce boundary walls where they have been lost;
- c. Every effort will be made to ensure that the open spaces adjacent the Nottingham Public House (164 Whitham Road, S10 2SR) and Spiritualist Church (109 Whitham Road, S10 2SL) are preserved;
- d. Every effort will be made to introduce shared bin storage to allow bins to be stored without causing street clutter;
- e. The setts which surface Chandos Street and Hoole Street shall be preserved;

### **ENDCLIFFE CHARACTER AREA**

Endcliffe is the largest of the character areas, occupying the very western extent of the BBEST area. In large part, Endcliffe corresponds with the boundary of the Endcliffe Conservation Area. The residential area to the south west of Endcliffe is characterised by large detached homes set within a strong landscape. Endcliffe is also characterised by a series of significant recent additions of student accommodation, and the adjacent Endcliffe Park which forms the boundary to the south.

### **DDHM 8 – Development within the Endcliffe Character Area**

Development will be expected to preserve the existing balance of uses; landscape character of and sense of openness within the Endcliffe Character Area. Street trees are essential to the character of this area and should be retained. Where their

## **BBEST NEIGHBOURHOOD PLAN DRAFT FOR CONSULTATION**

removal and replacement is necessary; any replacement trees should be of a size and species that will, in time, provide a similar character within the townscape.



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## COMMUNITY ACTIONS

- The Neighbourhood Planning Forum has identified a number of wider aims other than those directly related to the use of land. It wants to encourage the development of relevant ideas and actions to take these forward.
- These will not be statutory, and they will be the responsibility of various different bodies, some yet to be identified. It is intended that these should be given higher status in funding decisions about CIL.

## BOULEVARD PROJECT

### **The Broomhill Centre to Sheffield University Corridor**

The busy A57 carries some 20,000 vehicles per day. Around the same number of pedestrians use it, or feeder streets, each day. It is a key route for access to hospitals, shops, and the University. It forms the 'spine' of the BBEST neighbourhood. It is in urgent need of design changes to make it a much more attractive place to travel along by foot, by cycle, by bus, and to make the experience of getting to and using shops, hospitals or the university much more pleasant. It needs to become a Boulevard.

### **Why Boulevard?**

Boulevards are pleasant places to spend time - on foot, on bikes, in and outside cafes, restaurants and shops, with substantial amounts of greenery - but they are also busy streets, carrying large amounts of traffic. A boulevard is not a pedestrian precinct, but it is a place where there's a better relationship between motorised traffic and people wanting to enjoy being in the street.

### **Vision**

A street with a real sense of place in which to walk, cycle and enjoy outdoor city life whilst continuing to allow vehicular movement, albeit at lower speeds, with lower pollution levels, and with much less detriment to the street scene.

### **Objectives**

- To create a much improved environment in the Broomhill shopping centre, thereby increasing its attractiveness to both visitors and businesses.
  - To bring air quality up to European standards in accordance with legal requirements.
  - To make the walk from Endcliffe to the University and points in between more pleasant, thereby encouraging more people to do it.
  - To make the experience of getting to and from the hospitals more pleasant.
  - To make cycling along the same route more pleasant, thereby encouraging more people to do it.
- To further enhance the declared "townscape merit" of buildings identified as such within the Broomhill Conservation Area.
- To create conditions in which drivers of cars, vans, lorries and buses, and also cyclists, concede greater priority to pedestrians seeking to move along and to cross the street
- To decrease the number and severity of Road Traffic Accidents (RTAs).



### Partnership working

The idea of the Boulevard forms a community action within the BBEST Neighbourhood Plan. Major improvements can be achieved if funding can be found as part of the City or City Region's capital programmes, or if developments by the university, hospitals and others on the route take place which can contribute to the Boulevard - for example, by imaginative planting, uninterrupted pavements, public art, and a good quality of design to create attractive public spaces.

### Possible enhancements

- Centred on the Whitham Road/Northumberland Road junction, a "shared space" scheme - the "Heart of the Boulevard" - following the principles of the Government's Local Transport Note 1/11.
- Improvements to the "public realm" in Broomhill shopping centre on both Fulwood and Glossop Roads.
- "Gateways" announcing entry to the Boulevard at Fulwood Road (Manchester Road junction), Whitham Road (Weston Park/Childrens' Hospital) and Glossop Road (the Mount) - through the use of carriageway narrowing, planting, the siting of public art and other defining features
- Between these gateways, a zone within which:
  - the maximum permitted speed limit is 20 mph and the design speed for planning purposes is 15 mph
  - loading and unloading from the street is limited to hours of low pedestrian activity
  - HGV access is limited to hours of low pedestrian activity
  - buses and coaches must meet Minimum NOX emission standard (EURO VI).
  - conventional traffic signs and road markings are removed or minimised.
  - courtesy crossings and/or zebras replace independent signalised crossings
  - varied surface materials, changes of direction and/or level and the placement of features such as public art help to influence behaviour
  - trees and other planting are used to improve the environment and also influence the behaviour of drivers
  - on-street parking is removed with the possible exception of provision for people with disabilities
  - additional space is provided for pedestrians by widening footways and by shifting the line of the effective carriageway
  - footways are raised across side road junctions and turns are tightened in order to give priority to pedestrians
  - a full-standard, segregated uphill cycle lane is provided on Whitham Road and Glossop Road
  - at other locations, effective carriageway widths are sufficiently narrow for cyclists to adopt the "primary position" in a traffic stream.





## BROOMHILL COMMUNITY HUB

Broomhill Community Library is of immense value to the BBEST area. Debates throughout the life of the Forum have emphasised the key role the Library plays in the community. The development of the historic Garden would provide a vital additional green space for a wide range of uses, the development of the building could provide community space which would enable many different activities and events, and Forum meetings have identified a wide range of such events which would make major additions to the life and health of the community. Proposals to for these developments are being taken forward, with the full backing of the Forum, by Broomhill Community Library and Broomhill Community Trust.

## BANNING TO LET SIGNS

There is substantial community support, from all sections, to ban to let signs in the area as has happened in other cities.

Major gains would occur in the visual streetscape, crime would probably be reduced, and unnecessary expenditure by landlords would end.

The Plan cannot directly ensure this, and SCC needs to act via the Secretary of State.

There is very strong pressure from councillors, all residents, the students union, and others for them to do so. BBEST will continue to press hard for the Council to take this step.