



# **BROOMHILL, BROOMFIELD, ENDCLIFFE, SUMMERFIELD & TAPTON (BBEST) NEIGHBOURHOOD PLANNING FORUM**

## **NEIGHBOURHOOD PLAN**

**2020-2035**

**v12**

**FINAL SUBMISSION DRAFT  
August 2019**

**FOLLOWING PRE-SUBMISSION DRAFT  
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 five years via a substantial community engagement programme, and a wide variety of professional assistance. They have been very widely debated, including a full pre-submission consultation from October 1<sup>st</sup> to November 9<sup>th</sup> 2018 (see sections in this plan for outline details of engagement and consultation, and the 'Consultation Statement' for full details). Following this the plan has been amended where appropriate. 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.

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### POLICIES MAP AND DESIGN GUIDE

#### Separate pdfs

POLICIES MAP (v3) – in pdf attachment

BBEST DESIGN GUIDE (v9) – available via this link:

<https://drive.google.com/file/d/1AYsTcNGX3iq8LFr8p9s7LhpY8TOhKRbL/view>

NB BBEST Character area boundaries are also printed within Design Guide

## RESEARCH, EVIDENCE AND DOCUMENTS

Available publicly, or on BBEST.org.uk

Research, evidence and documents that are not publicly available documents, because they were commissioned by, or provided specifically for, the NPF have an \* appended in this document, and they are available on the website [www.bbest.org.uk](http://www.bbest.org.uk)

*"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 Betjamen 1961** (see <https://www.broomhillsheffield.co.uk/about.html>)

# 1.0 INTRODUCTION FROM COUNCILLOR MAGID LORD MAYOR OF SHEFFIELD 2018-19

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 2018-19*

(Cllr Magid was a member of the BBEST Steering Group from 2016-2019)



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

## 2.0 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 over 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. It aims to promote sustainable development by encouraging improvements in social, economic and environmental aspects of the area.

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. The majority of the area was developed during Victorian times and the buildings, and overall feel, represent a fine example of that period.

Meetings, consultation events, presentations, open Forum sessions, and detailed discussions with key individuals, businesses and organisations have regularly 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

## 3.0 THE BBEST AREA

### 3.1. Rationale

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.

3.1.2. 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 (pre-enlargement), with a small section within Fulwood Ward.

3.1.3. 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 and eating places are very important to local residents, and they provide a focus for the entire proposed area. They also face substantial pressures, and retailers have been keen to engage in planning debates to improve the functioning of the local economy.

3.1.4. 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.

3.1.5. 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.

3.1.6. 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 to 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.

3.1.7. 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.

3.1.8. The detail of the boundary is on the Policies Map ('BBEST Neighbourhood Area')

## 3.2. THE NEIGHBOURHOOD

3.2.1. A variety of distinctive factors within our neighbourhood lie behind the plan policies.

3.2.2. The historical evolution of the area, which was largely developed in the late Victorian and early Edwardian eras, providing a distinctive townscape, which contains a significant number of listed buildings. This high quality built environment is of major value to the community, and entails important heritage management.

3.2.3. The generally high level of tree cover, mostly in private gardens, providing a distinctive feel to the area. The low level of public green space in the area.

3.2.4. The topography of the area, with some major gradients, affords key views over the area and the city, and a built response to accommodate the differing levels.

3.2.5. The retail centre at the heart of the area.

3.2.6. The major road bisecting the area, and the retail centre, with very heavy traffic flow.

3.2.7. The major institutions in the area, hospitals, university and schools, which provide major amenities and employment, and generate significant movement of people and traffic

3.2.8. The demography of the area, with the 16-25 year age group comprising 55% of the population.

3.2.9. The dense occupation of the area, with over 60 people per hectare (compared to the Sheffield average of 15, and with neighbouring Fulwood at around 7).

3.2.10. The lack of key housing types, especially new and converted accommodation of three bedrooms and above.

3.2.11. A detailed history of the area can be found on the Broomhill Sheffield website - <https://www.broomhillsheffield.co.uk/about.html>

*Boundary, conservation areas, and listed buildings*



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## 4. THE FORUM

4.1. 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.

4.2. 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 meetings have been held.

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

4.4. 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 University of Sheffield's 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 spread of gender and ethnicity. There has been very active engagement of the University in the development of the Plan, and evidence has been commissioned or provided from a wide range of sources.

4.5. Full details of engagement throughout the development period are in the BBEST Consultation Statement and appendices, v11.

## 5. MEMBERSHIP, EVENTS & COMMUNITY ENGAGEMENT

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 District Centre.

### 5.1. Key development principles of community engagement

Eight key principles have informed all of the community engagement from 2013-19

- Building on the work of community groups and of conservation appraisals
- Meetings with diverse attendance and lively contributions
- Working through existing groups, but engaging in very wide publicity of emerging issues
- Different forms of engagement events
- University engagement
- Business engagement



- Institutional engagement
- Professional engagement

## 5.2. Major meetings and events 2013



- Initial meetings with all local neighbourhood groups: Broomhill Forum, Broomhill Action and Neighbourhood Group, Harcourt Road Residents Group, Moor Oaks Triangle, Crookesmoor Road Association, Sheffield University Students Union

- *December 10<sup>th</sup> 2013 - First AGM*

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## 2014



- Ten meetings of Steering Group, including University senior staff and Students Union President
- Broomhill Festival Lecture 'Visions of Broomhill'
- Planning workshop with LPA
- Door to door housing survey.
- Newsletter to all houses
- AGM – with major development focus

## 2015



- Six meetings of Steering Group
- Two full Forum development and consultation meetings
- Presentation on 'built character and living community'
- Consultation with Parks groups
- Newsletter to all houses
- Article in Green Party Newsletter to all houses
- Activity/information stall at Broomhill Festival
- AGM

## 2016

- Two meetings of Steering Group
- Meeting with local retailers
- Newsletter to all houses
- Articles in Parish Church and Community Library Newsletters.
- HMO workshop with Sheffield City Council
- Informal review by Sheffield City Council with extensive commentary on Plan
- Full Forum development meeting
- AGM

## 2017

- Two meetings of Steering Group
- Article in Green Party Newsletter to all houses
- Full Forum development meeting
- Door to door discussions with retailers
- Informal review by Sheffield City Council with extensive commentary on Plan
- AGM

## 2018

- Five meetings of Steering Group
- Full Forum development meeting
- Retailers group set up
- Article in Green Party Newsletter to all houses
- Countdown to the Consultation event, which also launched new retailers group website, with attendance from Mayor and leading Cabinet Members
- *Pre-submission consultation*
- AGM

## 2019



- Four meetings of Steering Group
- Amendments to Plan in light of consultation
- Workshops with Sheffield City Council
- Full Forum development meeting

### 5.3. Pre-submission consultation: strategy and enactment

The pre-submission consultation took place in late 2018. The consultation strategy

- built on the high levels of awareness and engagement already established,
- was designed to be both inclusive and extensive – with different means of responding (email, online, on paper),
- used SCC statutory consultee list,
- used the Community Library as a main local information point with all key documents available,
- used the website to allow easy access to all documents,
- had posters on the community notice boards,
- developed an easy and straightforward on-line consultation process,
- generated advance publicity via an all-day drop in event at the Community Library ‘The Countdown to the Consultation’, some two months before the formal consultation, and
- had two emails to Forum members, and a third follow up.



## **5.4. Pre-submission consultation comments**

5.4.1 In total there were 88 comments emailed and on-line, with emails from nine local residents, the chair of the Broomhill retail group, the University of Sheffield, and Natural England, and 76 on-line comments via the website comment system.

5.4.2. They were overwhelmingly positive, with very strong support.

5.4.2. There were documents from: Historic England; Coal Authority; Highways England; CycleSheffield; Broomhill Community Library/Broomhill Community Trust; DLP Planning Ltd.; and Sheffield City Council.

There were no statutory consultee objections. There was strong positive support from a major local community organisation, the Broomhill Community Trust, which was very welcome. All proposals and objections have been carefully analysed, and where appropriate acted on (see a summary of amendments in section 8 of the BBEST Consultation Statement v12).

5.4.3. The very detailed analysis from SCC was very welcome, building on the helpful feedback received on previous versions in 2016 and 2017.

## **5.5. Pre-submission consultation - BBEST responses**

5.5.1. We have engaged very closely with all comments, and built on the SCC ones by a series of meetings and discussions, and two comprehensive workshops.

5.5.2. Some policies in the Sustainable and Balanced Community (SBC), and Active Travel (AT) chapters have been removed as being outside the scope of this Neighbourhood Plan. It is regretted that some of the AT policies ultimately fell outside the scope of Neighbourhood Planning as there was particularly strong interest in them during the development of the Plan and during the consultation.

5.5.3. The Text, analysis, and evidence has been refined. Smaller changes were made in other policies, building on other consultation comments with close engagement of council officers.

5.5.4. The amendments made in the light of the consultation are tabulated in section 8 of the Consultation Statement v 12, which also contains full details of all comments, and BBEST responses.

## 6. THE PLAN CHAPTERS

6.1. 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.

6.2. The area is densely built up, and it was noted with SCC at an early stage that housing allocation issues were not going to be part of this Neighbourhood Plan.

6.3. 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.

6.4. 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. These projects are covered in the last chapter.

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

- |  |                         |
|--|-------------------------|
| • <b>Environment and Green Spaces</b>                  | <b>Policies EN1-4</b>   |
| • <b>Sustainable and Balanced Community</b>            | <b>Policies SBC1-3</b>  |
| • <b>Broomhill District Centre</b>                     | <b>Policies BDC1-2</b>  |
| • <b>Active Travel</b>                                 | <b>Policies AT1-3</b>   |
| • <b>Design, Development &amp; Heritage Management</b> | <b>Policies DDHM1-7</b> |
| • <b>Community Actions and Projects</b>                |                         |

6.6. The evidence cited in the Plan is listed in the first appendix, and notes the particular items which have been commissioned by, or specially prepared for, BBEST and which are available on the [bbest.org.uk](http://bbest.org.uk) website

6.7. There is an accompanying Policies Map v3 (in a separate pdf) which provides details of:

- Neighbourhood Area Boundary,
- Character Areas,
- Biodiversity and Green Spaces,
- Improvements to Pedestrian Routes, and
- Trees and Tree Cover

## 7. ENVIRONMENT AND GREEN SPACES

### 7.1. CONTEXT

7.1.1. The BBEST area nestles in the foothills of the Pennines, providing residents with soaring views of roofscapes and the city beyond. 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 but contains just two within its boundaries: Weston Park and Crookes Valley Park at its Eastern edge.

7.1.2. Open spaces are severely limited in the centre of the area, with very little space for relaxation and recuperation of resident, worker, or hospital visitor and minimal spaces for children to play. Although Sheffield in general is well endowed with green spaces the Plan area is notably short of them.

7.1.3. The tree cover is a signature feature of the area. The major tree planting was carried out in the 19<sup>th</sup> and early 20<sup>th</sup> Centuries, 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 in the few public and many private spaces. The BBEST Neighbourhood Plan seeks to cherish and protect these natural assets.

### 7.2. 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.**

### 7.3. OBJECTIVES

Through its policies, the Plan will aim to:

- A. Protect urban wildlife, their habitats and ecological networks
- B. Increase green community spaces
- C. Maintain and enhance trees

### 7.4. PARTNERSHIP WORKING

7.4.1. The National Policy Planning Framework (NPPF) promotes "[a]ccess to a network of high quality open spaces and opportunities for sport and physical activity [which] is important for the health and well-being of communities" (NPPF, Paragraph 96).

7.4.2. NPPF Paragraph 97 states:

*Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*

7.4.3. NPPF Paragraph 98 states that: “[p]lanning policies and decisions should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users”.

## 7.5. SUPPORTING GUIDANCE AND EVIDENCE

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

- Sheffield City Council’s Local Plan (SC, UDP) Policy Objectives - see table in appendix
- NPPF - see references in text and table in appendix
- 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
- Protecting Trees: A guide to tree preservation procedures 2012
- Natural Environment and Rural Communities Act 2006
- BBEST Ecological Networks (ECUS, 2014)\* *relates Policies Map ‘Biodiversity and Green Spaces’*
- BBEST Outline Strategic Tree Survey (ECUS, 2014)\* *relates Policies Map ‘Trees and Tree Cover’.*
- BBEST Green Space Survey (ECUS 2015)\* *relates Policies Map ‘Biodiversity and Green Spaces’*
- Sheffield Local Plan Policy pre-submission 2013 – ecological sites in BBEST area (item ii in BBEST Ecological Networks cited above)\*
- Adopted UDP Policy and Specific BBEST areas of Wildlife Corridor Interest (item iii in BBEST Ecological Networks cited above)\*

*Research, evidence and documents commissioned by, or provided specifically for, the NPF has an \* appended*

## 7.6. OBJECTIVE A: PROTECTING URBAN WILDLIFE, THEIR HABITATS AND ECOLOGICAL NETWORKS

7.6.1. The green spaces within the Plan Area, taken together, are of considerable biodiversity value, these include privately owned green areas , publicly owned green areas, and residential gardens and blocks of gardens.

7.6.2. Public open space in the area is very low.

7.6.3. A Green Space Survey, prepared by ECUS consultancy, outlines green spaces in detail (BBEST Green Space Survey, 2015). The Policies Map indicates the privately owned spaces and the key garden blocks referred to in Policy EN1 below.

7.6.3.1. 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.

7.6.3.2. 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.

7.6.3.3. The second key network comprises Crookes Valley Park, the area surrounding the university's Arthur Willis Centre, the site known as Harcourt Hole at the junction of Northumberland and Harcourt Road, 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.

7.6.3.4. 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. The Policies Map provides details of these important ecological networks, referred to as 'identified ecological networks' (referred to in the ECUS Green Space Survey 2015 document as 'key green corridors').

7.6.4. The Sheffield Council Local Plan Policy pre-submission 2013, in 'BBEST Ecological Networks' (item ii), notes key ecological areas (A-F) and the inter-relation with other ecological infrastructure within these networks. The Adopted UDP policy is also shown in connection with the Areas of wildlife corridor interest in 'BBEST Ecological Networks' (item iii).

7.6.5. 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 identified in the Policies Map should ensure that appropriate conservation and mitigation measures, proportionate to the scale of the development, are provided so as to ensure a net gain for biodiversity.

## **EN2 ECOLOGICAL NETWORKS**

The ecological networks identified in the Policies Map, 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 and enhanced where opportunities arise. Development will not be allowed to cause a break in the three identified ecological networks identified on the Policies Map.

## **7.7. OBJECTIVE B: INCREASE GREEN COMMUNITY SPACES**

7.7.1. 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. The area is notably low in public green space. 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 Sheffield as a whole. BBEST has been actively engaged with the Broomhill Community Trust to help develop the Broomhill Library Garden as an important addition to public green space. It has also at its Forum meetings looked throughout the area at the green spaces that have particular value, over time, to the local community. Following this detailed survey two spaces in particular were identified, and surveyed.

7.7.2. The first, St Marks Green, is a small green oasis, publicly accessible and well used by the local community. It is part of St. Marks Church, and has for a number of decades played a key role in annual festivals and other activities for the community. It is bounded by trees, and is in an attractive setting of stone walls. Discussion with St. Marks has emphasised that they too see this as a very important local green space, and they support its continuing public use.

7.7.3. The second is a green triangle of land just below the Western side of the Royal Hallamshire Hospital. It forms an important green element of an otherwise heavily built up section below the Hospital (the majority of which is a multi-story car park). It is the setting for bus stops, and has a number of benches within it. It has been used over decades for quiet relaxation, and especially for coffee/lunch/tea outside for staff and patients of the Hospital in particular. Discussion with the Director of Estates for the Hospital Trust suggested that there was no specific development planned on the site, and that there is support for continuing public use.

## **EN3 LOCAL GREEN SPACE**

This plan identifies and designates the following local green spaces:

- Hallamshire Triangle
- St Marks Green

Development of these sites will not be allowed except in very special circumstances.

These spaces are shown on the Policies Map as 'Local Green Space'.

They comprise significant breathing spaces in an otherwise densely developed environment; they are in accordance with NPPF para 100: being in close proximity to the people they serve; regularly used by the community; and demonstrably special with particular local significance.

## **7.8. OBJECTIVE C: MAINTAIN AND ENHANCE TREES**

7.8.1. 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. However much of the cover is of low



density and/or low quality as outlined in the ECUS study (BBEST outline strategic tree survey). 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.

7.8.2. 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

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 density is low, or where coverage is of low quality, as indicated on the Policies Map, and development will be expected to:

- (i) Retain and integrate healthy, mature trees within the scheme unless their loss is justified; and
- (ii) Replace any trees lost to development, where appropriate, and
- (iii) Provide a sufficient amount of information to enable the impact of the development on the tree(s) to be properly assessed, and
- (iv) Tree planting schemes approved as part of any planning permission granted should be accompanied by an appropriate five-year management plan.

### Definitions on Policies Map

#### *Tree Quality*

Low quality: predominantly trees in fair to poor condition, safe and useful life expectancy less than 20 years.

#### *Tree density – roads and open spaces*

Low density: trees are scattered along road or within open spaces

## 8. SUSTAINABLE AND BALANCED COMMUNITY

### 8.1. CONTEXT

8.1.1. The BBEST area has a population of about 12,770 (SCC figure, Sep 2018). The demography of Broomhill has changed dramatically over the last 20 years. 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.

- By 2011 the 16-25 year age group comprised some 55% of the population.
  - There are 2.9 people per household as compared with 2.3 Sheffield average.
  - There are over 60 people per hectare, as compared with an average of 15 for the city, (with neighbouring Fulwood at around 7).
- (Demographic Changes in Broomhill Ward 1991-2011)

8.1.2. Ultimately the Plan area has enduring appeal as a place of residence for a large percentage of Sheffield'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.

8.1.3. 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.

### 8.2. 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.**

### 8.3. OBJECTIVES

Through its policies, the Plan will aim to:

- A. Set additional limits on shared housing

- B. Increase variety of housing available to meet the needs of families and young professionals
- C. Maintain sensible density for quality of life

## 8.4. PARTNERSHIP WORKING

8.4.1. The housing landscape both nationally and regionally is challenging, completions of housing construction remain low but house prices within the Plan Area remain high in relation to local incomes. In accordance with the provisions of the NPPF, local authorities are required to significantly boost 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. That is “[p]lans and decisions should apply a presumption in favour of sustainable development.” (NPPF, Paragraph 11). Moreover, NPPF, Paragraph 91 states:

- 91. *Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:*
  - a) *promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;*

8.4.2. 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, priority needs to be given to safeguarding and enhancing its areas of character.

8.4.3. 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.

8.4.4. 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

8.4.5. 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.

8.4.6. These objectives are set against a background where:

- House building remains slow, and;
- The condition and quality of the private rented sector remains a key concern

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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>

8.4.7. Sheffield City Council now operates the SNUG scheme. Comprising a partnership between Sheffield City Council, Sheffield Hallam University, and the University of Sheffield, 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. BBEST and all members of the local community strongly support this scheme, which is of significant value to landlords, student tenants, and neighbours of these properties.

8.4.8. *“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.

8.4.9. 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.

## 8.5. SUPPORTING GUIDANCE AND EVIDENCE

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

- Sheffield City Council's Local Plan Policy Objectives - see table in appendix
- NPPF - see references in text and table in appendix
- Building for Life 12
- South Yorkshire Residential Design Guide 2011
- Sheffield City Council Disability Design Standards
- Department for Communities and Local Government, Technical Housing Standards – nationally described space standards 2015
- Sheffield City Council CIL and Planning Obligations Supplementary Planning Document
- Housing Strategy 2013 -2023
- New Homes Delivery Plan September 2018 - March 2023
- Demographic changes in Broomhill Ward 1991-2011\*
- BBEST HMO 2016\*
- BBEST Property Dataset\*

*Research, evidence and documents commissioned by, or provided specifically for, the NPF has an \* appended*

## 8.6. OBJECTIVE A: ADDITIONAL LIMITS ON SHARED HOUSING

8.6.1. 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.

8.6.2. To that end this policy seeks to control an over-concentration HMOs. An analysis of the area undertaken for BBEST by SCC shows a substantial number of HMOs in the area, and overall there are 33% HMOs across the BBEST area, well above the 20% threshold set out in CS41 (BBEST HMO 2016).

## SBC1 CREATION OF HOUSES IN MULTIPLE OCCUPATION AND STUDENT ACCOMMODATION STANDARDS

Owing to the fact that there is a huge imbalance in the type of housing that is on offer in the Neighbourhood Plan Area (see A. above), principally that there is over representation of HMOs, so as to address that imbalance, the creation of new HMOs including those by conversion and/or change of use will not be permitted.

In order to safeguard the quality of student housing in the area it is also important that all such housing is designed to be safe, secure and to the highest standard of designs.

**Directive:** All new residential development for the private rented sector, intended for student use, including that created by conversion and/or change of use will be strongly encouraged to sign up to SNUG (see reference in paragraph 8.4.7.).

## 8.7. OBJECTIVE B: INCREASE VARIETY OF HOUSING AVAILABLE TO MEET THE NEEDS OF FAMILIES AND YOUNG PROFESSIONALS

8.7.1 There is a lack of suitable housing within the Plan Area aimed at young professionals and families, which directly affects the population mix within the neighbourhood (in particular age groups – the 55% who are aged 16-25, predominantly at the younger end of that range - as evidenced by demographic changes see *Demographic Changes in Broomhill Ward 1991-2011*). This very substantial difference from other neighbourhoods affects the viability of the area in a number of ways, including income levels, use of retail and catering, active engagement with neighbourhood matters, and children for the local school.

8.7.2. The area is particularly short of three bed properties (17% of properties are three bed, compared with a sheffield average of 45%), but possesses a significantly higher than average number of one and four bed + properties (see *BBEST Property Dataset*). It is considered that this gap in the housing market when combined with the average housing costs, prevents/discourages a large and important sector of the population (particularly families and young professionals) from making their home in the Plan Area.

8.7.3. The lack of suitable properties for families and young professionals can be helped by encouraging particular types of residential development. Because there are very limited opportunities within the Plan Area for new build development to take place, it is the case that the area depends heavily on the recycling of existing housing and building stock. It is therefore very important make the most of any development opportunities as they arise.

8.7.4. The Plan is particularly keen to promote the delivery of a greater proportion of three bedroomed residential accommodation, in order to redress the current imbalance in that type of housing.

## SBC2 HOUSING TO MEET LOCAL NEEDS

All new build residential development will be encouraged to meet local housing needs. Development of ten units or more (by way of new build) will provide a range of housing

types, including a high proportion (no less than 50%) of properties with three or more bedrooms. All residential development by way of conversion will be expected to provide accommodation of three bedrooms or more.

## **8.8 OBJECTIVE C: MAINTAIN SENSIBLE DENSITY FOR QUALITY OF LIFE**

8.8.1. 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. The area already has the second highest population density in Sheffield at 60 persons per hectare. The somewhat similar, adjoining, neighbourhood in Fulwood has a density of around 7 persons per hectare.

8.8.2. 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.



## 9. BROOMHILL DISTRICT CENTRE

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

The area 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 the Policies Map. The boundaries have been discussed in detail with SCC, and are the same as those being proposed for adoption by SCC for the District Shopping Centre.

### 9.1. CONTEXT

9.1.1. 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 but are growing. 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. The Centre suffers from the extremely busy A57 road bisecting it.

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

9.1.3. 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 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 2017). The overall provision for pedestrians barely reaches the standard required to be comfortable (pedcomfortreport 2016), and there is justification for some significant improvement.

9.1.4. 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).

9.1.5. 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.

## 9.2. VISION

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

## 9.3. OBJECTIVES

Through its policies, the Plan will aim to:

### SUPPORT AND ENHANCE A VIBRANT DISTRICT CENTRE

- 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

The objectives in other sections of the plan are also important to the centre:

- 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

## 9.4. PARTNERSHIP WORKING

9.4.1. One of the core objectives of the NPPF 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, such as inadequate infrastructure, services or housing, or a poor environment*” (NPPF, Paragraph 81 c) as part of a wider desire ensure the “*vitality of town centres*” (NPPF, Section 7).

9.4.2. The National Planning Policy Framework expects Neighbourhood Plans to “*plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments*” (NPPF, Paragraph 92 a).

9.4.3. 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 the Centre, and where sites are not available, on suitable sites at the edge of the District Shopping Centre. The designation within the UDP, and the wider objectives of the NPPF as they relate to the Retail Area will be carried forward into the new Local Plan.

9.4.4. 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 District Centre and; to improve and strengthen its future viability to serve the every-day needs of the community.

## 9.5. SUPPORTING GUIDANCE AND EVIDENCE

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

- Sheffield City Council's Local Plan Policy Objectives - see table in appendix

- NPPF - see references in text and table in appendix
- BBEST Character Assessment 2016 in Design Guide
- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007
- ECUS Greening the Centre 2017\*
- Shopper Survey - Travel to Broomhill Centre 2017\*
- Broomhill Centre Assessment of Pedestrian Comfort 2016\*

*Research, evidence and documents commissioned by, or provided specifically for, the NPF has an \* appended*

## **9.6. OBJECTIVE: SUPPORTING AND ENHANCING A VIBRANT DISTRICT CENTRE**

The policies for Broomhill Centre are designed to provide for enhanced economic activity, and to make the best use of the public realm around the Central Retail Precinct (which was developed some decades ago).

### **BDC1 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 to the extent that it relates to Policy BDC2; and
- enhance levels of accessibility within the Shopping Centre in line with the objectives of the BBEST Design Guide, 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.

[see Policies Map for boundaries of the Broomhill District Centre area]

### **BDC2 DEVELOPMENT OF CENTRAL RETAIL AREA (PRECINCT) & IMPROVING THE CENTRAL PUBLIC REALM**

As developments come forward within the central retail area precinct (see area identified on Policies Map) opportunities to restructure the public realm and existing parking arrangements within this area will be explored with a view to:

- providing a space catering for one off events, such as markets or music events; and
- incorporating limited amount of short stay parking to the area fronting Glossop Road, which is accessible; and
- improving the overall townscape quality (including the pedestrian experience); and
- ensuring the objectives of the BBEST Design Guide are met; and
- ensuring no loss in the amount of long stay parking that is currently available (in the roof top car park) .

CIL accrued on development within this area will be sought to contribute towards the improvement of the area of public realm identified.

## 10. ACTIVE TRAVEL

### 10.1. CONTEXT

10.1.1. 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 Sheffield City Centre. All day traffic estimates provided by Sheffield City Council for the A57 (Traffic Data 2) show that volumes on Whitham Road (which forms part of the A57) 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.

10.1.2. 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 (SCR Trans Strat).

10.1.3. Over 20,000 vehicles travel through the area each day (Vehicle Occupancy). 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%). (Traffic Data 1; Traffic Profile; SCC Crookes).

10.1.4. The result 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. Furthermore, air quality within the Shopping Centre is very poor, exceeding, often substantially, legal safety limits (AQS)

10.1.5. 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.

10.1.6. In addition, the streets within the Shopping Centre are littered with signage designed to warn motorists and pedestrians. The combined effect of excess traffic and poorly organised parking undermines the attractiveness of the area.

10.1.7. Despite this, students and staff of both Universities and those in local employment walk and cycle across the area in substantial numbers. According to University of Sheffield 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 (UoS TPS). 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.

10.1.8. There is very limited cycle way provision in the area, with only a very small (around 400m) length of dedicated cycle path. Extending this would be very welcome, and work has been undertaken within the Plan to find relevant desire lines for cycle provision. This will be discussed with SCC.

10.1.9. Debates within the Forum have indicated substantial concern about improving aspects of public transport to the area, including location of bus stops, provision of real time bus information, avoiding duplication of buses and extending services by removing this. In addition major concerns exist about the parking management in the area. A full review of extending the controlled parking, and reviewing its operation (for example the hours of use) would be very welcome but it is outside the scope of this Plan.

## 10.2. VISION

**Our vision for active travel within 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.**

## 10.3. OBJECTIVES

Through its policies, the Plan will aim to:

- A. Improve pedestrian and cycle Routes
- B. Decrease the impact of traffic
- C. Improve air quality

## 10.4. PARTNERSHIP WORKING

10.4.1. The NPPF acknowledges the need for “*[s]ignificant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes*” (NPPF, Paragraph 103). Moreover, “*[a]ll developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed*” (NPPF, Paragraph 111).

10.4.2. In accordance with this, applications for development should:

- a) *give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;*
- b) *address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*

- c) *create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;*
- d) *allow for the efficient delivery of goods, and access by service and emergency vehicles; and*
- e) *be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.*

10.4.3. 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

10.4.4. The A57, which runs through the BBEST Plan Area, is considered to be a part of the Key Route Network of the City. Ideally congestion along this route ideally needs to 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 travel demand management for the area, including the Broomhill Controlled Parking Zone. At present, on the evidence provided here, there is a clear need for pedestrian environments to be a focus of improvement with priority being given to routes providing access to the University of Sheffield, Museums, and the Hallamshire and Children’s Hospitals.

10.4.5. 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.

## **10.5. SUPPORTING GUIDANCE AND EVIDENCE**

- Sheffield City Council’s Local Plan Policy Objectives - see table in appendix
- NPPF - see references in text and table in appendix
- AQAP: “Air Quality |Action Plan for Sheffield 2015”, Sheffield City Council, 2012
- Vehicle Occupancy: “Annual Cordon & Screen-line Vehicle Occupancy Surveys, 2005-2014”, Sheffield City Council
- Traffic Data 1: “Census Points 8144 (Whitham Road, 2000-2015) and 931195 (Fulwood Road, 2003-2009)”, UK Traffic Data
- Traffic Profile: “Sheffield Traffic Profile for 2000 to 2013”, Department of Transport
- SCC Crookes: Crookes Junction Traffic and Pedestrian” Counts, March 2010, Sheffield City Council
- UoS TPS: “The University of Sheffield Student & Staff Travel Survey 2012”, Travel Plan Surveys (TPS), January 2013.
- AQS: “Broomhill Air Quality Symposium 21 April 2012 Report”, Broomhill Forum, August 2012 (on BBEST website)



- Traffic Data 2: “A57 Census Points 26576, 6565, 77544 and 8144, 2000-2015”, UK Traffic Data
- SCR Trans Strat: “Transport Strategy 2011-2026, Document 2: Networks, Fig.5.3”, Sheffield City Region, June 2011.
- See also evidence in the Broomhill District Centre chapter (Shopper Survey - Travel to Broomhill Centre 2017\*, & Broomhill Centre Assessment of Pedestrian Comfort 2016\*)

*Research, evidence and documents commissioned by, or provided specifically for, the NPF has an \* appended*

## **10.6. OBJECTIVE A: IMPROVED PEDESTRIAN & CYCLE ROUTES**

10.6.1. 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.

10.6.2. 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.

10.6.3. Pedestrian volumes in the University/Hospitals area are of a similar order to car volumes. Walking is a major means of transport in the Plan area.

10.6.4. 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.

10.6.5. Whilst BBEST would like to provide substantial policies for the development of cycling in the area it is difficult to do so within a Neighbourhood Plan, and SCC is in the process of developing a cycling strategy and network which will cover the BBEST area. The initial drafts of this include routes that have been identified by BBEST as important cycle connections. The Boulevard Project, in the Community Actions section, should continue to promote the vital area of cycling, and it is hoped that public investment will be substantially re-directed to support cycling in the future.

10.6.6. As noted walking is a very important means of movement in the area, indeed it may be the primary ‘commuting’ method, with many hundreds of people, including substantial numbers of students walking across and within the area daily. 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.

10.6.7. The Policies Map identifies the full walking network with the following categories

- Main walking route (purple on the map) - These are the highest levels of pedestrian flow.
- Subsidiary walking route (blue on the map) - These are at a lower level of flow, but still at a significantly higher level than other roads, and providing crucial feeder routes.
- Pedestrian link routes (yellow on the map) - Public rights of way which are important to an active walking network and which should need to be retained

10.6.8. There are also a number of routes which it would be ideal to see developed to improve pedestrian links. They could also be developed to provide safe segregated cycling and they would play a crucial role in making cycling significantly safer in the area. The three routes are: between the Hallamshire Hospital and the Maternity Hospital, through the University sports centre and across Mushroom Lane with a new entrance into Weston Park, and across from Westbourne Road to Oakholme Road through the University Halls. Discussions with the University and the Hospitals have not yet led to support for these routes.

## **AT1 ACCESS AND MOVEMENT ON FOOT**

The plan identifies a number of key pedestrian corridors (see Policies Map: 'main walking routes', and 'subsidiary walking routes') which are 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. In addition a number of 'pedestrian links' have been identified which are not in need of improvement, but which must be retained in order to make active travel as pleasant as possible in the area.

- All major development which affects any part of the identified network of these corridors will be expected to contribute towards their improvement, and
- Development should not have an adverse impact on existing levels of safety, accessibility and ease of movement along the identified network and
- The neighbourhood portion of CIL contributions payable in connection with new development will be sought to support the objectives of Policy AT1.

## **10.7. OBJECTIVE B: DECREASING THE IMPACT OF TRAFFIC**

The A57 is a key strategic route, and carries very large volumes of traffic, accompanied by substantial flows on other roads in the area. Mitigating measures are needed to reduce the impact of motor traffic on the neighbourhood. This is particularly important in the BBEST area because of the conjunction of major vehicular flows with substantial pedestrian movement (with a volume equal to cars, as previously noted in paragraph 10.5.3.). The neighbourhood is urgently in need of the application of the 'Sustainable Safety Framework' which has been adopted by the City.

## **AT2 SUSTAINABLE SAFETY FRAMEWORK**

In support of Policy 8A 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. 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/Nile 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.

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.

- CIL contributions in connection with new developments will be sought to support the objectives of Policy AT2.

## 10.8. OBJECTIVE C: IMPROVE AIR QUALITY

10.8.1. This supports action 6 of the Air Quality Action Plan (AQAP) 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 Limit Values; or
- Where sensitive uses, such as housing or schools, are being introduced to or within 200m of such an area.

10.8.2. 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. Nitrogen dioxide levels are measured through the placement of diffusion tubes at 161 sites around the city. Eight of these are, or have been, sited along the “Broomhill corridor” within the BBEST area.

10.8.3. The air quality levels are so poor along the A57 corridor in the neighbourhood that a specific neighbourhood policy is needed. The data are given below:

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

The European limit for Nitrogen Dioxide is an annual mean of 40micrograms per metre cubed. In 2018 there were 40 sites in Sheffield that exceeded this level.

### Results for Nitrogen Dioxide in $\mu\text{m}^3$ along the Broomhill Corridor 6 year data 2013-2018

Western Bank/Clarkson St.	50 to 44
Western Bank/Northumberland Rd.	41 to 29
Whitham Rd./Moor Oaks Rd.	50 to 36
Whitham Rd/Crookes	54 to 42
Manchester Rd/Sale Hill	46 to 34
Fulwood Rd/Ashdell	32 to 26

### Partial data 2013-2017

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

10.8.4. There are critical areas that are around the Broomhill shopping area and at the Western Bank/Clarkson junction, making air quality issues particularly important within the Boulevard Project (in the Community Actions chapter).

10.8.5. Planning policy needs to take account of the major air quality issues along the A57 corridor (see PPG 32-005-20140306).

## AT3 AIR QUALITY

Air quality along the A57 is relevant to all planning decisions within the Neighbourhood Plan Area.

Development that is likely to generate air quality impact along the A57 Corridor will be expected to mitigate that impact by:

- Ensuring the design and layout of development to increase separation distances from sources of air pollution;
- using green infrastructure, in particular trees, to absorb dust and other pollutants;
- promoting infrastructure to promote modes of transport with low impact on air quality;
- controlling dust and emissions from construction, operation and demolition; and
- contributing funding to measures, including those identified in air quality action plans and low emission strategies, designed to offset the impact on air quality arising from new development.

Policy AT3 will apply to development that :

- significantly affects traffic movement; and/or
- Introduces new point sources of air pollution; and/or
- Exposes people to existing sources of air pollutants; and/or
- Gives rise to potentially unacceptable impact during construction for nearby locations.

# 11. DEVELOPMENT, DESIGN AND HERITAGE MANAGEMENT

## 11.1 CONTEXT

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

## 11.2. 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

## 11.3. 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

## 11.4. 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.

## 11.5. SUPPORTING GUIDANCE AND EVIDENCE

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

- Sheffield City Council's Local Plan Policy Objectives - see table in appendix

- NPPF - see references in text and table in appendix
- BBEST Design Guide v9
- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007
- Sheffield's Historic Parks and Gardens Supplementary Planning Guidance
- ECUS Greening the Centre 2017\*
- EH Conservation areas and listed buildings 2014\*
- *Research, evidence and documents commissioned by, or provided specifically for, the NPF has an \* appended*

## 11.6. HERITAGE

11.6.1. 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.

11.6.2. 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.

## 11.7. CHARACTER AREAS

11.7.1. 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
- District Centre
- Residential North West
- Residential South West
- Endcliffe

See Policies Map.

11.7.2. 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.

11.7.3. 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.



## 11.8. 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 on the Policies Map, and are referred to as:

1. Crookes Valley
2. Hospital Quarter
3. South East
4. North East
5. District 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. Established 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

## **11.9. CROOKES VALLEY CHARACTER AREA**

11.9.1. 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.

11.9.2. 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.

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

11.9.4. 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.

## **11.10. BROOMHILL DISTRICT CENTRE CHARACTER AREA**

11.10.1. 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).

11.10.2. 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/precinct, and the wider environment within the

Centre continues to be adversely affected by the heavy flow of traffic moving through and visiting the area.

11.10.3. 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

11.10.4. Typically signage in this area does not have substantial letter size, and is generally under 400mm. Signage should be appropriate to the area, in keeping with its heritage and generally use lettering no bigger than 400mm.

## **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 function well and add to the overall quality of the area 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 SIGNAGE WITHIN THE DISTRICT CENTRE**

New/replacement signage will be expected to bring coherence to the District 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 typically 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 set in line with the fascia of the shopfront.

## **11.11. HOSPITALS, SOUTH EAST AND SOUTH WEST CHARACTER AREAS**

11.11.1. The Hospitals area sits 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.

11.11.2. 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

11.11.3. 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.

11.11.4. 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.

## **DDHM5 DEVELOPMENT WITHIN THE HOSPITALS, SOUTH EAST AND SOUTH WEST CHARACTER AREAS**

Development will be expected to preserve the historic character of the areas; 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;

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

11.12.1. 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".

11.12.2. 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.

## **DDHM6 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 setting of 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;

## **11.13. ENDCLIFFE CHARACTER AREA**

11.13.1. 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 Southwest 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 7 DEVELOPMENT WITHIN THE ENDCLIFFE CHARACTER AREA**

Development will be expected to preserve the 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 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.

## 12. COMMUNITY ACTIONS

- In line with established Neighbourhood Planning practice, the 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, but like the Plan's policies they are rooted in the community's wishes. They will be the responsibility of various different bodies, some yet to be identified. It is intended that these should be given high status in funding decisions about Neighbourhood Portions of CIL.

### 12.1. 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 safer and more attractive place to travel along by foot, cycle, and 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 cafés, 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 on 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, significant improvements for cycle and pedestrian movement.
- 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/Children’s 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 reduced, removed or minimised
  - zebra crossings are used across side road junctions (as proposed in Manchester), and where this is not possible footways are raised across them
  - turns from side road junctions are tightened in order to give priority to pedestrians
  - 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 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

A map is available for desire lines for improved cycle provision, ideally full segregated routes are needed to provide cycle travel along or near to these desire lines.

Additional material on the Boulevard options are in: Lintern Boulevard report\*

## **12.2. 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 difficult to use 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, Endcliffe in particular.

It would be of great benefit if the existing Controlled Parking Zone (CPZ) was 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.

## 12.3. 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 for these developments are being taken forward, with the full backing of the Forum, by Broomhill Community Library and Broomhill Community Trust. All developments in the BBEST area will benefit from these proposals, and they should be considered as a priority for the neighbourhood portion of CIL.

Some ideas from a workshop on use of the Community Hub:

*[Faint, illegible text from a workshop note]*

Adult Literacy Lectures / Films / Tutorials / Debates  
 Homework revision  
 eg call in a study area

CLICK + COLLECT.

UNIVERSITY STUDENTS - IT ACCESS

Rehearsal space.

Dementia/careers groups.

Book group meeting place.

Childminders group.

## 12.4. 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 likely be reduced, and landlords would no longer incur unnecessary costs.

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

There is very strong pressure from councillors, residents, the Students' Union, and others for them to do so. BBEST will continue to press hard for SCC to take this step.

## **APPENDIX: EVIDENCE CITED**

### **EVIDENCE CITED**

#### **(NOT SPECIFICALLY COMMISSIONED BY, OR PROVIDED FOR, BBEST)**

##### Environment and Green and Open Spaces

- 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
- Protecting Trees: A guide to tree preservation procedures 2012
- Natural Environment and Rural Communities Act 2006

##### Sustainable and Balanced Community

- Building for Life 12
- South Yorkshire Residential Design Guide 2011
- Sheffield City Council Disability Design Standards
- Department for Communities and Local Government, Technical Housing Standards – nationally described space standards 2015
- Sheffield City Council CIL and Planning Obligations Supplementary Planning Document
- Housing Strategy 2013 -2023
- New Homes Delivery Plan September 2018 - March 2023

##### Broomhill District Centre

- BBEST Character Assessment 2016 in Design Guide
- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007

##### Active Travel

- AQAP: "Air Quality |Action Plan for Sheffield 2015", Sheffield City Council, 2012
- Vehicle Occupancy: "Annual Cordon & Screen-line Vehicle Occupancy Surveys, 2005-2014", Sheffield City Council
- Traffic Data 1: "Census Points 8144 (Whitham Road, 2000-2015) and 931195 (Fulwood Road, 2003-2009)", UK Traffic Data
- Traffic Profile: "Sheffield Traffic Profile for 2000 to 2013", Department of Transport
- SCC Crookes: "Crookes Junction Traffic and Pedestrian" Counts, March 2010, Sheffield City Council
- UoS TPS: "The University of Sheffield Student & Staff Travel Survey 2012", Travel Plan Surveys (TPS), January 2013.
- AQS: "Broomhill Air Quality Symposium 21 April 2012 Report", Broomhill Forum, August 2012 (on BBEST website)
- Traffic Data 2: "A57 Census Points 26576, 6565, 77544 and 8144, 2000-2015", UK Traffic Data

- SCR Trans Strat: “Transport Strategy 2011-2026, Document 2: Networks, Fig.5.3”, Sheffield City Region, June 2011.

#### Development, Design and Heritage Management

- BBEST Design Guide v8
- Broomhill Conservation Area Appraisal 2007
- Broomhill Conservation Area Management Proposals 2007
- Sheffield’s Historic Parks and Gardens Supplementary Planning Guidance

## **EVIDENCE CITED (SPECIFICALLY COMMISSIONED BY, OR PROVIDED FOR, BBEST & AVAILABLE VIA BBEST WEBSITE)**

#### Environment and Green and Open Spaces

- BBEST Ecological Networks (ECUS, 2014)\* *relates Policies Map ‘Biodiversity and Green Spaces’*
- BBEST Outline Strategic Tree Survey (ECUS, 2014)\* *relates Policies Map ‘Trees and Tree Cover’.*
- BBEST Green Space Survey (ECUS 2015)\* *relates Policies Map ‘Biodiversity and Green Spaces’*
- Sheffield Local Plan Policy pre-submission 2013 – ecological sites in BBEST area (item ii in BBEST Ecological Networks cited above)\*
- Adopted UDP Policy and Specific BBEST areas of Wildlife Corridor Interest (item iii in BBEST Ecological Networks cited above)\*

#### Sustainable and Balanced Community

- Demographic changes in Broomhill Ward 1991-2011\*
- BBEST HMO 2016\*
- BBEST Property Dataset\*

#### Broomhill District Centre

- ECUS Greening the Centre 2017\*
- Shopper Survey - Travel to Broomhill Centre 2017\*
- Broomhill Centre Assessment of Pedestrian Comfort 2016\*

#### Active Travel

- See also evidence in the Broomhill District Centre chapter (Shopper Survey - Travel to Broomhill Centre 2017\*, & Broomhill Centre Assessment of Pedestrian Comfort 2016\*)

#### Development, Design and Heritage Management

- ECUS Greening the Centre 2017\*
- EH Conservation areas and listed buildings 2014\*

## APPENDIX: SHEFFIELD DEVELOPMENT PLAN AND NPPF

Neighbourhood Plan Policies	Relevant Development Plan Policies	Relevant paragraphs or chapters of the NPPF
	[ ] indicates UDP policy may be superceded by CS	
EN1 PROTECTING BIODIVERSITY	BE6, GE11, GE13, H14, [H17]	Paragraphs 96, 97 and 98 and Chapter 8
EN2 ECOLOGICAL NETWORKS	CS73, CS74, BE6, GE10, H14	Paragraphs 96 ,97 and 98 and Chapter 8
EN3 LOCAL GREEN SPACE	CS73, CS74, [LR4], LR5, [LR8], [LR10], [LR11], H16,	Paragraphs 96, 97 and 98 and Chapter 8
EN4 TREES & TREE COVER	CS74, GE15, BE6, BE15, BE16, H14.	Paragraphs 96, 97 and 98 and Chapter 8
SBC1 CREATION OF HOUSES IN MULTIPLE OCCUPATION	CS41, CS74, H5, H10, H14.	Paragraphs 11 and 91, and Chapter 12.
SBC2 HOUSING TO MEET LOCAL NEEDS	CS31, CS74, H10, H14	Paragraphs 11, and 91, and 122, and Chapter 12.
SBC3 HOUSING DENSITY	CS31, CS74, H10, H14	Paragraphs 11, and 91 and 122, and Chapter 12.
BDC1 PROMOTING BROOMHILL CENTRE	CS14, CS34, BE4, BE11, S4, S5, S7, S10, S12	Paragraph 92, and Chapter 7
BDC2 DEVELOPMENT OF CENTRAL RETAIL AREA (PRECINCT) & IMPROVING THE CENTRAL PUBLIC REALM	CS74, CS34, BE4, BE11, S4, S7, S10, [S12]	Paragraph 92, and Chapter 7
AT1 ACCESS AND MOVEMENT ON FOOT	CS51, CS53, CS54, CS55, BE10, [T7], T8	Paragraph 103, and Paragraph 111.
AT2 SUSTAINABLE SAFETY FRAMEWORK	Policy 8a City Transport Strategy	Paragraph 103, and Paragraph 111.
AT3 AIR QUALITY	CS51, CS66,	Paragraph 103, and Paragraph 111.
DDHM1 KEY DESIGN PRINCIPLES	CS74, [BE1], [BE2], BE5, BE6, BE15, BE16, BE17, BE19, BE20, H14	Chapter 12, and Chapter 16
DDHM2 DEVELOPMENT WITHIN THE	CS74,[BE1], [BE2], BE5, BE 16, BE17, BE19	Chapter 12, and Chapter 16

CROOKES VALLEY CHARACTER AREA		
DDHM3 DEVELOPMENT WITHIN THE BROOMHILL DISTRICT CENTRE CHARACTER AREA	CS74, [BE1], [BE2], BE4, BE5, BE13, S4, S7, S11	Chapter 12, and Chapter 16
DDHM4 SIGNAGE WITHIN THE BROOMHILL DISTRICT CENTRE CHARACTER AREA	CS74, [BE1], BE13, S4, S7, S11	Chapter 12, and Chapter 16
DDHM5 DEVELOPMENT WITHIN THE HOSPITALS, SOUTH EAST AND SOUTH WEST CHARACTER AREAS	CS74,[BE1], [BE2], BE5, BE16, BE17, BE19	Chapter 12, and Chapter 16
DDHM6 DEVELOPMENT WITHIN THE NORTH EAST AND NORTH WEST CHARACTER AREAS	CS74,[BE1], [BE2], BE5, BE16, BE17, BE19	Chapter 12, and Chapter 16
DDHM7 DEVELOPMENT WITHIN THE ENDCLIFFE CHARACTER AREA	CS74,[BE1], [BE2], BE5, BE16, BE17, BE19	Chapter 12, and Chapter 16