

Broomhall

CONSERVATION AREA MANAGEMENT PROPOSALS

December 2007



MANAGEMENT PROPOSALS

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After a period of public consultation Sheffield City Council adopted these management proposals and the accompanying conservation area appraisal for Broomhall on 17th December 2007, which means they are now a material consideration in the determination of planning applications in the area.

BROOMHALL CONSERVATION AREA MANAGEMENT PROPOSALS

1.0 Introduction

1.1 The recommendations in this document are based upon the findings of the *Broomhall Conservation Area Appraisal*, which assesses the special interest of the Broomhall Conservation Area and identifies negative factors and weaknesses which detract from the conservation area's character and appearance.

1.2 Based upon the appraisal and supported up by a further site survey, this document identifies a number of specific and general issues affecting the Broomhall Conservation Area, including enhancement opportunities, negative features and threats. Each issue is accompanied by recommendation(s) for action, sometimes identifying further or more detailed work needed for their implementation.

1.3 The recommendations include proposals for enhancement and policies for the avoidance of harmful change, some of which are the responsibility of the City Council.

1.4 The proposals are written in the awareness that in managing the City's conservation areas the Council's resources are limited and therefore need to be prioritised. Financial constraints on the Council mean that proposals for which it is responsible may take longer than is desirable to implement. However, the Council will continue to encourage improvements to the conservation area in co-operation with property owners, groups and local businesses.

2.0 Legislative background

2.1 This document reflects Government guidance set out in Planning Policy Guidance 15: 'Planning and the Historic Environment' and satisfies the statutory requirement of section 71(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 namely:

"It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas."

2.2 The *Sheffield Unitary Development Plan (UDP)* is the statutory development plan for Sheffield, adopted in March 1998. Policies BE15-22 relate to historic buildings, conservation areas, historic parks and gardens and archaeology (pages 76-86).

Other key documents include:

- The emerging *Sheffield Development Framework (SDF)*.
- *Supplementary Planning Guidance (SPG): Designing House Extensions*.
- *Supplementary Planning Guidance (SPG): Historic Parks and Gardens*.
- *Sheffield Urban Design Compendium (2004)*.
- *Sheffield Buildings at Risk Survey (2005) and emerging Buildings at Risk Strategy*.
- *Planning Policy Guidance 16: Archaeology (HMSO)*

2.3 Up-to-date details of current planning policy can be obtained from Sheffield City Council's Development Services or the Council's website at: www.sheffield.gov.uk/in-your-area/planning-and-city-development

2.4 Breaches of planning control that are causing significant harm and are clearly unacceptable will be enforced against. A planning application may be invited where breaches of planning control might be acceptable, possibly with amendment. This will enable the issues to be thoroughly tested, including consulting local people.

2.5 Sheffield City Council has signed up to the 'Enforcement Concordat' (1998), which sets national best practice standards for planning enforcement. The concordat can be viewed and downloaded from:
http://bre.berr.gov.uk/regulation/reform/enforcement_concordat/enforcement_background

2.6 Other specific strategies that will impact upon this management plan either currently being developed or already adopted:

Woodland Policy (1987)
Sheffield Nature Conservation Strategy (1991)
Forthcoming Tree Strategy

3.0 Issues and recommendations

3.1 Loss of architectural features and poor quality of new minor development

3.1.1 Many of the unlisted, and some of the listed, buildings in the Broomhall Conservation Area have been adversely affected by the replacement of original timber sash windows with uPVC or aluminium, the loss of original timber front doors, alterations to stonework and the replacement of natural slate roofs with artificial slate or concrete tiles. In some cases the removal of original architectural details such as chimneys, railings and stone gate piers has spoiled the external appearance of a building and the local streetscene.

3.1.2 The incremental loss of original building materials and detailing continues to erode the character and appearance of the area.

3.1.3 Most of the above, where single family dwellings are concerned, can normally be carried out without planning permission from the Council. Development of this kind is called "Permitted Development" and falls into various classes which are listed in the *Town and Country Planning (General Permitted Development) Order 1995*.

3.1.4 Powers exist for the Council, known as Article 4(2) directions, to withdraw some of these permitted development rights in the interest of preserving and enhancing the character and appearance of the conservation area. This might be considered to prevent the further erosion of historic character of residential properties, particularly where they form a coherent group of well detailed properties. Sheffield's Nether Edge Conservation Area has recently been made the subject of such an Article 4(2) Direction.

3.1.5 In addition, some minor developments are out of keeping with the historic character and appearance of the conservation area e.g. extensions that do not match the original building in terms of material, colour or scale, poorly designed porches and insensitively sited garages or sheds.

3.1.6 Flats and non-residential properties are already controlled more rigorously as they have far fewer permitted development rights than family houses.

Recommendation:

- *The Council will consider the need for Article 4(2) Directions to protect buildings that retain original features from inappropriate alteration. The primary focus will be on dwellinghouses that have been identified in the relevant conservation area appraisal as making a positive contribution to the character and appearance of the conservation area.*
- *The Council will encourage property owners to reverse unsympathetic alterations and to reinstate architectural features, notably windows and doors, with modern replacements in the style and materials of the originals;*

3.2 Major new development

3.2.1 Major new development should aspire to a quality of design and execution, related to its context, which may be valued in the future. This neither implies nor precludes working in traditional or new ways, but will normally involve respecting values established through assessment of the significance of the area.

3.2.2 Development proposals will be judged on their effect on the area's character and appearance as identified in the Broomhall Conservation Area Appraisal together with relevant Development Plan policies and any other material considerations.

Recommendation:

- *Continue to ensure that all new development accords with policies in the Sheffield Unitary Development Plan (adopted 1998) and any other policies which supersede this in the emerging Sheffield Development Framework (SDF);*
- *Require a Design and Access Statement in the validation of all planning applications. A Design and Access Statement is a method by which applicants and agents should be able to show how they have achieved good design in their development proposals, taken account of sustainable construction principles and ensured equal and convenient access to buildings and spaces and the public transport network, and access for emergency services where relevant. It should clearly demonstrate how the proposal fits the context of the site and its immediate surroundings.*

3.3 Repointing of stonework

3.3.1 Many of the area's historic buildings are constructed of natural stone. Stone boundary walls are common. The use of natural stone as a building material is a key characteristic of the conservation area.

3.3.2 Unfortunately, some of the stonework of old buildings and walls has been disfigured by repointing in thick lines of grey Portland cement (in place of more subtle pointing in lime mortar). Such repointing with hard cement is almost always to the detriment of the appearance of the wall or building and, eventually, will damage the stone itself.

Recommendation:

Consideration will be given to the publication of guidance on best practice in pointing and re-pointing of stone walls for the use of residents, property owners and builders.

3.4 Boundary walls, gates and gate piers

3.4.1 Natural stone boundary walls, stone gate piers and iron gates are a characteristic feature of the conservation area.

Recommendation:

- *The Council will advise those responsible for boundary walls to keep them in a good state of repair using historic materials and techniques;*
 - *Consideration will be given to greater planning control over the alteration and demolition of stone walls and other means of enclosure by means of an Article 4 (2) Direction (see section 3.1)*
 - *The Council will normally resist proposals included within planning applications for the demolition of, or alterations to, boundary walls, gate piers, fences and gates that make a positive contribution to the character and appearance of the conservation area.*
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3.5 Historic floorscape

3.5.1 The conservation area contains lengths of stone kerb and areas of stone setts at the vehicular entrance to properties. Some private drives retain stone paving. These remnants of the area's historic floorscape should be preserved.

Recommendation:

- *There should be a presumption against the alteration of any part of the remaining historic floorscape. Historic paving, gratings and gulleys should be protected and repaired as necessary, using traditional techniques and materials.*

3.6 Buildings at Risk

3.6.1 Historic buildings in the Broomhall Conservation Area appear to be currently in a generally good condition.

Recommendation:

- *The Council will seek to monitor the condition of all historic buildings and will report findings and advise action, as necessary. Where the condition of a building gives cause for concern, appropriate steps will be sought to secure the future of the building, including the use of statutory powers.*

3.7 Sub-division of property into flats and non-residential use

3.7.1 Sub-division of former dwellings into flats can tend to erode external character through, for example, new door openings, prominent intrusive fire escapes, poorly maintained gardens or gardens destroyed in order to ease maintenance. A change to non-residential use, of which there are many in this conservation area, can have a similarly damaging effect on building and the streetscene.

Recommendation

- *When considering an application for sub-division of a dwelling to flats or change to a non-residential use, the Council will carefully consider such matters as bin storage and car parking provision to ensure that the change of use does not adversely impact on the character and appearance of the conservation area.*

3.8 Loss of front gardens to car parking and other hard landscaping

3.8.1 The increasing demand for off street parking has generated pressure for car parking in garden areas to both the front and rear of commercial and residential properties. Loss of greenery and front boundary railings or walls can spoil the setting of the building and cumulatively erode the character of the streetscene. An Article 4 Direction could be used to require planning permission for "the provision of a hard surface within the curtilage of a dwelling house" (see section 3.1).

Recommendation:

- *The Council will consider the need for an Article 4(2) Direction to control the provision of hard standing areas within the front gardens of properties.*

3.9 Archaeological issues

3.9.1 The whole of the conservation area has archaeological potential above and below the ground, and it is likely that further consideration will need to be given to the effect of applications for substantial new development.

Recommendation:

- *An Archaeological Assessment of the site should be prepared prior to any application being submitted. Where below ground archaeological remains are expected, conditions may then be used to secure a detailed scheme*
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for the foundation design and all new ground works, to protect buried remains in situ, and/or a programme of archaeological excavation, recording, analysis and publication. Further information is available from the South Yorkshire Archaeology Service.

- *Where substantial alteration/demolition of listed buildings or other historic buildings is proposed a more detailed Building Appraisal will also be required. This includes a detailed appraisal of the special architectural or historic interest of the buildings on the site. The results will inform the design process and act as supporting information with a planning application. An AABA (Archaeological Assessment and Building Appraisal) should be prepared prior to the application being submitted. Once a satisfactory scheme has been agreed, conditions may then be used to secure a programme of building recording, analysis and publication. Further information is available from Sheffield City Council's conservation section.*

3.10 Potential decline and loss of trees

3.10.1 Trees are a vital part of the conservation area's identity. They enhance the setting of buildings, soften the suburban landscape and give the conservation area a distinctive sylvan character, shady in summer, strewn with leaves in winter. Of particular note are the roadside plane trees, growing out of the pavement in Park Lane.

Recommendation:

- *The preparation of a Tree Management Programme would be welcome, identifying all mature trees within the conservation area (privately as well as publicly owned) and ensuring that priorities are agreed and funding set aside for the costs involved in remedial works or replacement;*
- *The Council will normally resist proposals to cut down a tree in the conservation area.*

3.11 Buildings of Townscape Merit/Positive buildings

3.11.1 Marked on the Townscape Appraisal map for the Broomhall Conservation Area are a number of *unlisted* buildings, known as Buildings of Townscape Merit, which have been judged as making a positive contribution to the character and appearance of the conservation area.

Recommendation:

- *The Council will only grant conservation area consent for the demolition of a 'building of townscape merit' or 'positive building' (as identified on relevant townscape appraisal map) if demolition is justified against the criteria specified in PPG 15 paragraphs 3.16 – 3.19.*

3.12 Opportunities for enhancement

3.12.1 The gap in tree cover outside Oakburn Court, a modern development in Broomhall Road, is a regrettable notable exception to the overall prevalence of roadside trees. This might be rectified by the planting of additional street trees.

4.0 Monitoring and review

4.1 As recommended by English Heritage, this document should be reviewed every five years from the date of its formal adoption. It will need to be assessed in the light of the emerging Local Development Framework and government policy generally. A review should include the following:

- A survey of the conservation area including a full dated photographic survey to aid possible enforcement action;
 - An assessment of whether the various recommendations detailed in this document have been acted upon, and how successful this has been;
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The identification of any new issues which need to be addressed, requiring further actions or enhancements;

- The production of a short report detailing the findings of the survey and any necessary action;
- Publicity and advertising.

4.2 It is possible that this review could be carried out by the local community under the guidance of a heritage consultant or the City Council. This would enable the local community to become more involved with the process and would raise public consciousness of the issues, including the problems associated with enforcement.

5.0 Useful contacts and addresses

For information on listed buildings and conservation areas:

Urban Design and Conservation Team
Sheffield City Council,
Howden House,
1 Union Street,
Sheffield S1 2SH.
Tel: 0114 273 5804

www.sheffield.gov.uk/in-your-area/planning-and-city-development/urban-design--conservation

For information on the status and interpretation of the statutory Development Plan and supplementary planning guidance:

Forward and Area Planning Team
Sheffield City Council,
Howden House,
1 Union Street,
Sheffield S1 2SH.
Tel: 0114 273 4157

For further information relating to listed buildings and conservation areas:

English Heritage
37 Tanner Row
York
YO1 6WP
Tel: 01904 601901

For an excellent range of technical advice leaflets

The Society for the Protection of Ancient Buildings (SPAB),
37 Spital Square, LONDON E1 6DY Tel: 020 7377 1644

The Georgian Group,
6 Fitzroy Square, LONDON W1T 5DX Tel: 0207529 8920

The Victorian Society,
1 Priory Gardens, Bedford Park, LONDON W4 1TT Tel: 0208994 1019

The Twentieth Century Society,
70 Cowcross Street, LONDON EC1M 6EJ Tel: 020 7250 3857

6.0 Photographs



Trees provide a green backdrop to the former lodge



Victoria Road



Former lodge in Park Lane. Note the poor quality repointing at the lower right hand side of the facade.



An area of stone setts and kerbs at the entrance to a large dwelling.



This private drive still retains a stone surface



Former garden area now used for parking now that the building is in office use(Broomgrove)



Late 20th century development within the conservation area.



Evergreen shrubs, popular with the Victorians, add to the area's green character.



Stone is the area's most characteristic building material



An example of a 'building of townscape merit'



Typical stone gate piers and stone boundary wall.



Contrast between historic entrance (left) and modern (right).

7.0 Summary of Consultation Undertaken

A consultation draft of this document was subject to a period of consultation between 2nd July and 21st September 2007. All local residents in the conservation area were sent details of where they could view the document with a survey form asking for their comments. The public were also invited to a half-day roadshow held at Broomhill Methodist Church on 11th September where they could discuss the Management Proposals and Appraisal with officers from the Council's Urban Design and Conservation Team. Local members and local community groups were also consulted as part of the process. 56 comments were received on the draft management proposals and after being revised in light of the comments received, they were adopted by Sheffield City Council on 17th December 2007.
