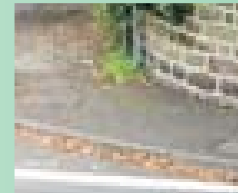


Norfolk Road

CONSERVATION AREA MANAGEMENT PROPOSALS

April 2008



MANAGEMENT PROPOSALS

CONTENTS

1.0 Introduction

2.0 The legislative and policy background

3.0 Issues and recommendations

4.0 Monitoring and review

5.0 Useful contacts and addresses

6.0 Photographs

After a period of public consultation, Sheffield City Council adopted these Conservation Area Management Proposals and the accompanying Appraisal for Norfolk Road on 14th April 2008, which means they are now a material consideration in the determination of planning applications in the area.

NORFOLK ROAD CONSERVATION AREA MANAGEMENT PROPOSALS

1.0 Introduction

1.1 The recommendations in this document are based upon the findings of the Norfolk Road Conservation Area Appraisal, which assesses the special interest of the Norfolk Road 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 Norfolk Road 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.

1.5 The structure and scope of this document is based on the suggested framework published by English Heritage in Guidance on the Management of Conservation Areas (2005). Both the Conservation Area Appraisal and the Management Proposals will be subject to monitoring and reviews on a regular basis (see below).

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)*

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

2.3 Breaches of planning control that are causing significant harm and are clearly unacceptable will be enforced against quickly. A planning application will 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.

2.4 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

2.5 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 (proposed)*

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 Norfolk Road 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 an Article 4(2) Direction.

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

3.1.6 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.

Recommendations:

- *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;*
- *The Council will expect all applications for minor works to dwellings to accord with Supplementary Planning Guidance entitled 'Designing House Extensions'.*

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 Norfolk Road Conservation Area Appraisal together with relevant Development Plan policies and any other material considerations.

Recommendations:

- *Ensure that all new development accords with policies in the Sheffield Unitary Development Plan (adopted 1998) and any other policies which*

supercede 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 normally resist proposals for 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.*

3.5 Historic floorscape

3.5.1 There are few remains of historic floorscape in the public realm, mainly natural stone kerbs in, for instance, parts of Glencoe Road and Ingram Street. In the private realm there are some remaining stone setted driveways e.g. nos. 11 and 13/15 Norfolk Road and some historic paving around the courtyard of the Shrewsbury Hospital.

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 No. 84 Norfolk Road is currently vacant and boarded up. A boundary wall at no. 71 Norfolk Road has collapsed. Buildings in the conservation area would otherwise appear to be 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

3.7.1 Sub-division of former dwellings into flats or let for multiple occupancy 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.

Recommendation:

- *When considering an application for conversion of a dwelling to flats or change to a non-residential use, the Council will carefully consider such matters as bin storage, clothes drying, car parking and fire safety works 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 wall 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 above).

Recommendation:

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

3.9 Archaeological issues

3.9.1 Although the Sites and Monuments Record and the South Yorkshire Archaeology Service’s Historic Environment Characterisation Study cannot be regarded as definitive or comprehensive, there is little data in either source to suggest that the open ground on which Norfolk Road was developed in the

late 18th and early 19th centuries has significant archaeological potential, though the Cholera burial ground, the Cholera Monument and the park in which the monument stands are all important for the history of Sheffield. It is likely that further consideration will need to be given to the effect of applications for substantial new development.

Recommendations:

- *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 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 feature of Norfolk Road especially at the south-eastern end but, because of the restricted size of gardens and lack of open space, trees are much less common in the other streets. Trees in front of the almshouses, at the entrance to Belmonte Gardens and in Claywood Road are notable.

Recommendations:

- *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 Norfolk Road 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.

3.11.2 Buildings of Townscape Merit' include all the large 19th century detached and semi-detached houses and villas in Norfolk Road and the best of the late 19th/early 20th century rows and terraces in Glencoe Road and Stafford Road.

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 small wood in the 'island' beside Claywood Road is spoiled by the dumping of rubbish.

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:

- *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;*
- *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. 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



A stone wall inappropriately repointed with hard cement mortar.



Small open area in Talbot Street.



Historic floorscape in Talbot Gardens.



Stone kerbs typical of the conservation area.



Stone boundary walls are a feature of the area. This one has an unusual coping.



Minor alterations to houses in Stafford Road.



Rubbish dumped in the 'island' beside Claywood Road.



No. 84 Norfolk Road is vacant and boarded up.



The windows in this historic dwelling in Norfolk Road have been altered.



A boundary wall has collapsed at no. 71 Norfolk Road.



Front garden has been lost to car parking. No greenery remains.



Trees make a positive contribution to the conservation area.

Summary of Consultation Undertaken

A consultation draft of this document was subject to a period of consultation between 28th January and 24th February 2008. 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 meeting held at Park Library during the consultation period, 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. After being revised in light of the comments received, it was adopted by Sheffield City Council on 14th April 2008.
