



Neighbourhood Plan

Broomhill, Broomfield, Endcliffe, Summerfield & Tapton (BBEST)  
Neighbourhood Planning Forum

# NEIGHBOURHOOD PLAN

## 2021-2036



**ADOPTED VERSION**

June 2021

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

# INTRODUCTION

This Neighbourhood Plan has been prepared by the BBEST Neighbourhood Planning Forum. The policies in it have been developed by the Forum over the past seven 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). It was then subject to SCC Consultation, and Independent Examination, and following this the plan has been amended where appropriate. The plan should be read in consultation with the BBEST Design Guide, although it does not form part of the statutory Neighbourhood Plan, and is not planning policy it does contain a detailed study of the plan area, and provides an informal background commentary on the design influences that characterise the various character areas within the Neighbourhood. Similarly, Chapter 12. Community Actions and Projects does not form part of the statutory Neighbourhood Plan and places no responsibility on bodies to finance or implement them.

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POLICIES MAP (v4) – in pdf attachment

BBEST DESIGN GUIDE (v10) – via the BBEST website:

VISIONS & ASPIRATIONS for the BBEST Area – via the BBEST website

# RESEARCH, EVIDENCE AND DOCUMENTS

These are available publicly, or on [BBEST.org.uk](http://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 Neighbourhood Plan, prepared by and for the people who live and work in the BBEST area. The Neighbourhood Planning Forum, BBEST, began over seven 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 an informal Design Guide. This document is not a statutory part of the neighbourhood plan, but it 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. See 11.7.2. for the purpose and status of the Design Guide.

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 its 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*



## 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 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

### 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 consultation comments and engagement with 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.

5.5.6. The amended 'submission version' was submitted to SCC in August 2019.

## **5.6. SCC consultation and Independent Examination - BBEST responses - 2020**

5.6.1. The outcome of the SCC consultation which followed the BBEST one referred to above, was itself followed by Independent Examination in mid-late 2020.

5.6.2. This Referendum version is based on the views of the Independent Examiner and the SCC response, with all policies following this advice.

5.6.3. BBEST very much welcomed the statement from the Examiner that 'the process and management of the community consultation has been exemplary'.

## **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 Each of the chapters outlines the vision, the plan objectives and forum aspirations, and then the policies to address the objectives. As a result of the examination of the BBEST plan, several policies intended to address objectives were removed from the plan on the recommendation of the examiner because they would not be appropriate policies for a neighbourhood plan. The BBEST Forum consider it is important that the issues that led to these policies, representing issues of importance to the local community are recorded. These are now placed in an informal non statutory supporting document entitled 'Visions & Aspirations for the BBEST area'. These are not Neighbourhood Plan policies and will not form part of the eventual 'made' plan but do note the overall plan vision and the Neighbourhood aspirations for achieving that vision.

6.3 Each chapter is accompanied by relevant evidence, and models of partnership working.

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

6.4. 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.

6.5. 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. It is a non-statutory companion guide to the plan. See 11.7.2. for the purpose and status of the Design Guide.

6.6. A number of projects have been proposed and promoted by the Forum, with other bodies responsible for taking them forward. These projects are not subject to independent examination, and do not form part of the statutory neighbourhood plan or referendum and as such are not binding on any public or private bodies. These projects are covered in the last chapter.

6.7. 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 v4 (in a separate pdf) which provides details of:

- Neighbourhood Area Boundary,
- Character Areas (following those in Broomhill CA Character Area Map),
- Improvements to Pedestrian Routes

## 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. Maintenance and development of the tree cover in the few public and many private spaces has been an important issue for the Forum.

### 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. PLAN OBJECTIVES & FORUM ASPIRATIONS

Through its policies, the Plan will aim to:

Increase green community spaces

The Forum has also expressed its aspirations in two other areas, which could not be enacted as neighbourhood policies:

- Protect urban wildlife, their habitats and ecological networks
- Maintain and enhance trees

See '[Visions and Aspirations for the BBEST Area](#)' for further details.

### 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

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

## **7.6. OBJECTIVE: INCREASE GREEN COMMUNITY SPACES**

7.6.1. 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.

7.6.2. 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.

7.6.3. 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.

7.6.4. These two spaces are designated as Local Green Spaces to protect them as local green areas of special importance to the local communities in the BBEST area. These spaces are considered to be significant breathing spaces in an otherwise densely developed environment and are in accordance with NPPF paragraph 100: being in close proximity to the people they serve; regularly used by the community; and demonstrably special with particular local significance.

## **EN1 LOCAL GREEN SPACE**

As identified on the Policies Map, this plan designates the following local green spaces:

- Hallamshire Triangle
- St Marks Green

Development of these sites will not be supported other than in very special circumstances.

## 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, and 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. PLAN OBJECTIVES & FORUM ASPIRATIONS

Through its policies, the Plan will aim to:

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

The Forum has aspirations to reduce the over-concentration of HMOs in the area, which, at their current level, contribute strongly to a major age imbalance in the Plan area.

See 'Visions and Aspirations for the BBEST Area' for further details.

## 8.4. PARTNERSHIP WORKING

8.4.1. The housing landscape both nationally and regionally is challenging, completions of housing construction in the Neighbourhood Plan area remain low, but house prices 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 "*Plans 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 of 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. These objectives are set against a background where the condition and quality of the private rented sector remains a key concern.

8.4.6. 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.

8.4.7. As noted in 8.3 the Forum has a significant concern with the major age imbalance in the Plan area and strongly supports endeavours, such as CS41, and the Article 4 Direction, which seek to reduce over-concentration of HMOs.

## 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\*
- Sheffield and Rotherham Strategic Housing Market Assessment 2018
- Sheffield Strategic Housing Market Assessment 2019

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

## **8.6. OBJECTIVE A: SAFEGUARD THE QUALITY OF STUDENT HOUSING**

8.6.1 Core Strategy policy CS41 aims to help reduce concentrations of particular types of housing that can create problems for their neighbourhoods. The policy establishes how the principle of development for purpose-built student accommodation is to be determined. The policy supports development of purpose-built student accommodation where it will not create an imbalance of (or is in an area that is not already imbalanced by) such uses.

8.6.2 In conjunction with the existing Local Plan policies, support for the provision of good quality, well-designed purpose-built student accommodation within the area could reduce pressure for the conversion of existing housing stock to HMO's and shared student housing.

### **SBC1 PURPOSE BUILT STUDENT ACCOMMODATION STANDARDS**

To safeguard the quality of student housing, proposals for Purpose Built Student Housing designed to be safe, secure and to high standard of design will be supported.

## **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*). The younger population profile reflects the profile across the Sheffield Urban West housing market area (in which the BBEST neighbourhood sits) more

generally, in which 40% of the population are aged 19-29 compared to 21% citywide<sup>1</sup>. 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 with the Sheffield Urban West housing market area having fewer two and three bedroom properties than the city average (57% compared to 72%), and more four and five bed properties (26% compared to 16%)<sup>2</sup>. Research from the BBEST Property Dataset showed that only 17% of properties had three bedrooms, compared with the citywide average of 45%. 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. Across the city, the highest demand is for three-bedroom properties<sup>3</sup>.

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 to make the most of any development opportunities as they arise.

8.7.4. The most recent SHMA (2019) notes some under-provision of three bed properties in the Sheffield Urban West Housing Market Area, and to a lesser extent also a lower than average proportion of 2 bed properties.

8.7.5. The plan is particularly keen to promote the delivery of a greater proportion of two and three bedroomed residential accommodation, in order to redress the current imbalance in that type of housing and meet housing need for the wider community.

8.7.6. Local housing need would be assessed against the most up to date Strategic Housing Market Assessment available at the time of determining a planning application.

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

Proposals for new build residential development which meet local housing needs will be supported. Proposals for ten dwellings or more should comprise a range of housing types, including no less than 50% of dwellings with three bedrooms. The balance of such new development should be skewed in favour of one- and two-bedroom dwellings rather than dwellings with four bedrooms and above.

Residential development by way of conversion will be supported which provides a range of sustainable dwellings types including accommodation of three bedrooms where practical, in addition to one- and two- bedroom dwellings.

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

8.8.1. National policy (at Section 11 of the NPPF) expects all development to make effective use of land. It refers to achieving appropriate densities (paragraph 122) and ensuring that

<sup>1</sup> Sheffield and Rotherham Strategic Housing Market Assessment 2018 (SHMA), Sheffield Hallam University; Centre for Regional Economic and Social Research, 2019, table 5.3 Population profile by HMA 2016

<sup>2</sup> SHMA, table 4.28 Property size profile by HMA 2011

<sup>3</sup> SHMA, table 5.14 Demand by dwelling size (like and need)

developments make optimal use of the potential of each site. National policy (at section 12 of the NPPF) also deals with achieving well designed places; ensuring that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting (paragraph 127).

8.8.2. Core Strategy policy CS26 seeks to make efficient use of land for new homes; and sets out appropriate density ranges for different locations depending on accessibility. It allows for densities outside these ranges where developments achieve good design, reflect the character of an area, or protect a sensitive area. This consideration of the character of areas is recognised in Core Strategy policy CS31 which acknowledges that the scale of new development in the South West area is constrained by the need to safeguard and enhance areas of character.

8.8.3. The neighbourhood area already has the second highest population density in Sheffield at 60 persons per hectare (see 'Demographic Changes in Broomhill Ward 1991-2011'). As a contrast the somewhat similar, adjoining, neighbourhood in Fulwood has a density of around 7 persons per hectare. In addition, given the richness in character and quality of the townscape, and noting its heritage, it is considered entirely appropriate that the density and scale of development within the Plan Area is carefully balanced against the need to make effective use of land in order to safeguard and enhance this local character and distinctiveness.

8.8.4. This area benefits from adopted Conservation Area Appraisals in which local character and distinctiveness is expressed and defined. These should be used to guide local development decisions on design and density within the area – see policy DDHM1.

## **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 makes efficient use of land for the new homes and 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 approximately covers:

- The length of Fulwood Road between the junction with Manchester Road and Crookes Road
- The stretch of Whitham Road from its junction with Turner's Lane to its junction with Crookes 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.

### 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. The Broomhill Conservation Area Appraisal and the Broomhill Conservation Area Management Plan were adopted by Sheffield City Council in 2007. Where relevant, planning applications should demonstrate how proposals respond to the Conservation Area Appraisal, and comply with the Conservation Area Management Plan which provides adopted policy supporting the protective measures for the District Centre.

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. PLAN OBJECTIVES & FORUM ASPIRATIONS

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 plan objectives & forum aspirations in other sections of the plan and in the Visions and Aspirations supporting document 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

The Forum has also had a strong aspiration to improve the public realm around the retail parade building at 212-226 Fulwood Road.

See 'Visions and Aspirations for the BBEST Area' for further details.

## 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 coincides in the main with the area 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
- 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 policy for Broomhill Centre is 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 District Centre area will be supported where the criteria below are relevant to the proposal and demonstrably met by:

- provision of an active frontage;
- contributing to the creation of a lively and vibrant centre;
- contributing to the mix of town centre uses; including retail, food & drink, leisure, commercial, office, tourism and residential;
- including residential use on upper floors;
- improving the public realm;
- enhancing levels of accessibility within the District Centre;
- maintaining 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]

# 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 zones and reviewing their 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. PLAN OBJECTIVES & FORUM ASPIRATIONS

Through its policies, the Plan will aim to:

Improve pedestrian Routes

The Forum also had other active travel aspirations which it has not been possible to incorporate as policies in the Plan. Alongside the earlier note in 10.1.9 about a desire for improvements in public transport, and a review of the controlled parking zones and system, these have been:

- Improve cycle Routes
- Decrease the impact of traffic
- Improve air quality

See 'Visions and Aspirations for the BBEST Area' for further details.

## 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, South Yorkshire Combined Authority, 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
- 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.
- 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: IMPROVED PEDESTRIAN 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 carries the major traffic and pedestrian movement through the heart of the retail area.

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. The Sheffield City Region Active Travel Implementation Plan (June 2020) incorporates and builds on the work undertaken to develop a Local Cycling and Walking Implementation Plan (LCWIP), identifying key cycle desire lines and a network of active travel routes across the city region, and setting out where investment is needed. SCC has an approved Transport Strategy (March 2019) which sets out the priorities for Active Travel and the priorities for bringing forward cycling proposals.

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.

10.6.7. The Policies Map identifies the adopted public highway and public footpaths that comprise the main and subsidiary walking routes through the area - Public rights of way are important to an active walking network and should be retained.

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

The Policies Map identifies the main walking and subsidiary walking routes, being public highways within the designated Plan area. Proposed development demonstrating that it would cause no significant adverse impact on existing levels of safety, accessibility and ease of movement along the identified network will be supported.

# 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 it is important to protect and enhance these:**
  - significant views over the neighbourhood and city**
  - historic streetscapes**
  - green coverage and trees**

## 11.3. PLAN OBJECTIVES & FORUM ASPIRATIONS

A major contribution to the preservation and enhancement of the heritage setting of Broomhill is through the Conservation Areas which cover the majority of the Plan area. Through its policies the Plan will add some cognate design principles, which will support:

- aspects of distinctive local identity
- a more attractive Central Retail Area

An overall aspiration of the Forum is to raise awareness of the importance of the distinctive characteristics of the different parts of the Plan area, including heritage elements and important views and vistas

See 'Visions and Aspirations for the BBEST Area' for further details.

## 11.4. PARTNERSHIP WORKING

11.4.1. 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, Design and Heritage Management 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 v10\*
- 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. A majority of the area is covered 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

11.6.2. The Forum has been keen to protect the future of, promote interest in and raise the visibility of our 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 Neighbourhood Plan 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

The boundaries are shown on the Policies Map.

11.7.2. The Character areas above are identified in the BBEST Design Guide and are described in detail within it. The BBEST Design Guide is not a statutory part of this neighbourhood plan but it is intended to complement the Neighbourhood Plan by providing some detail behind the policies promoting good urban design and conservation. It provides informal background commentary on the design influences that describe the various character areas within the Neighbourhood Plan area and provides evidence in support of the relevant Neighbourhood Plan policies. However, it is not adopted policy and where relevant, planning applications should demonstrate how proposals respond to adopted design guidance within relevant Conservation Area Appraisals and Management Plans.

## **DDHM1 KEY DESIGN PRINCIPLES**

Proposals which are designed so as to protect and enhance the distinctive built, natural and historic characteristics of the character areas defined on the Policies Map and which have regard to the established wider townscape and landscape contexts, will be supported.

Proposals will be supported which variously;

- a) conserve historic boundary walls, gate piers and paving, including sett thresholds constructed of local stone, or which seek to reinstate these features appropriate to each character area;
- b) deliver planting to enhance tree coverage with deciduous and evergreen trees, shrubs and boundary hedges;
- c) respect established building lines;
- d) deliver public realm enhancements.

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

11.8.1. 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).

11.8.2. 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.

11.8.3. 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

11.8.4. The area has a distinctive nineteenth century historic character and appearance, and it is important that this local distinctiveness is maintained.

## **DDHM2 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. More specifically:

a. Shop fronts, including replacement shop fronts, should:

- i) respond positively to the context and architectural composition of the building as a whole;
- ii) respond to the overall character of the street scene;
- iii) retain existing traditional features including stall risers, transoms and pilasters;
- iv) ensure the fascia is in proportion to the shop front and the building and adjacent buildings and not obscure the building's original features;
- v) incorporate transparent glazing on all windows and doors to the frontage;

b. Externally mounted shutters will not be acceptable; and

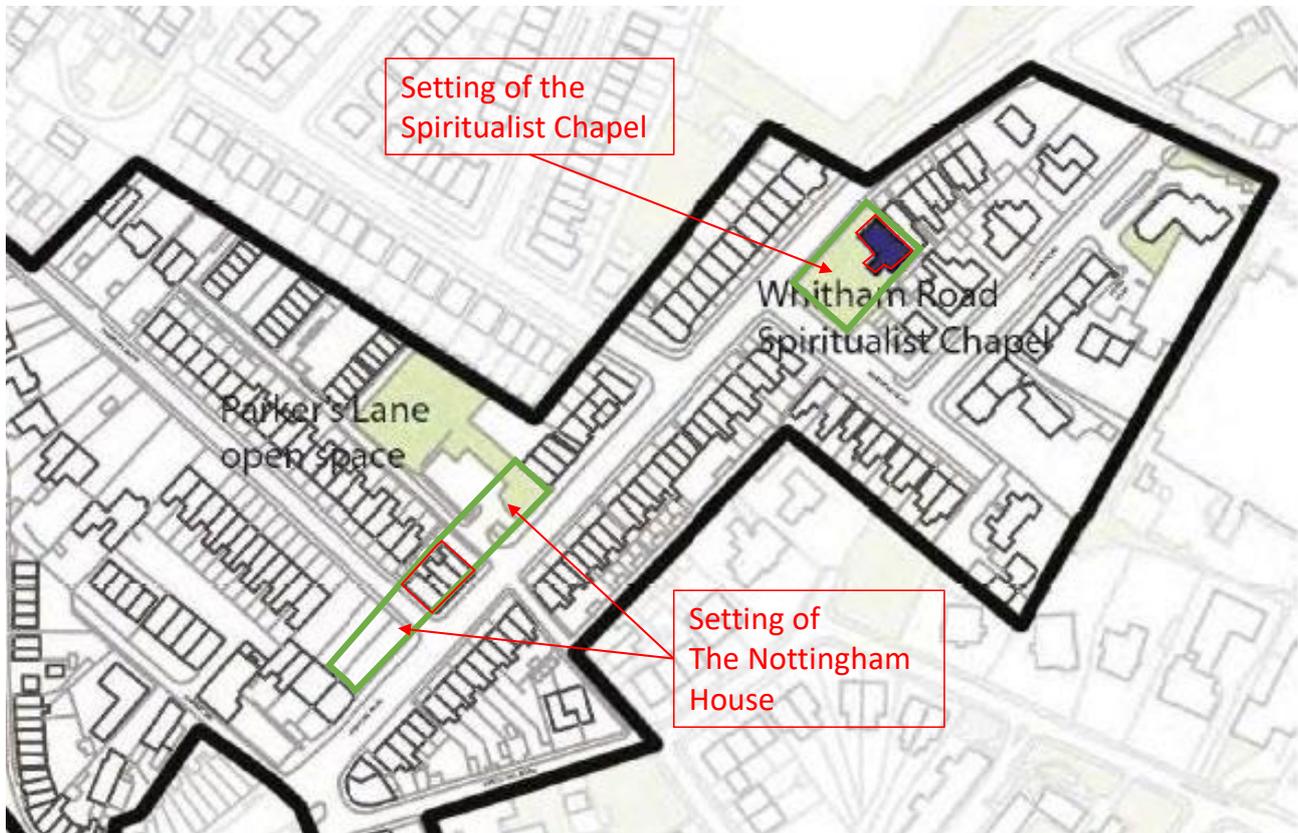
c. New development will be expected to range from 2 to 5 storeys in height and create a continuous frontage along the principal streets and be sited at the back edge of the pavement except in exceptional circumstances where a setback is incorporated to accommodate communal / public / spill out space.

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

11.9.1. 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".

11.9.2. 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.

11.9.3 The Design Guide supplies some background evidence for this area, it explains that the extent of the terraced properties in the North East Quarter of the Broomhill Conservation Area means that there are few areas of green 'breathing' space within the streetscene. There are two existing areas of 'breathing' space that also serve to protect the setting of buildings that are listed as 'Buildings of Townscape Merit' in the Broomhill Conservation Area Appraisal.



### DDHM 3 DEVELOPMENT WITHIN THE NORTH EAST AND NORTH WEST CHARACTER AREAS

Proposals that conserve or enhance the setting of the Nottingham Public House (164 Whitham Road, S10 2SR) and Spiritualist Church (109 Whitham Road, S10 2SL) will be supported.

#### 11.10. ENDCLIFFE CHARACTER AREA

11.10.1. 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 4 DEVELOPMENT WITHIN THE ENDCLIFFE CHARACTER AREA

Development proposals which will conserve the character of the Endcliffe Character Area will be supported.

## 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 community actions are not a statutory part of this neighbourhood plan and are not subject to independent examination or referendum, 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, but are not binding on those bodies. It is the Forum's intention 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 South Yorkshire Combined Authority'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:

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Adult Literacy Lectures / Films / Tutorials / Debates  
 Homebased transition  
 of call in a study area

CLICK + COLLECT.

UNIVERSITY STUDENTS - IT ACCESS

Rehearsal space.

Dementia/carer 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
- Sheffield Trees and Woodlands Strategy 2018-2033

### 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
- Sheffield Strategic Housing Management Appraisals

### Broomhill District Centre

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

### Active Travel

- 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.

### Development, Design and Heritage Management

- BBEST Design Guide v10
- 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)**

### Sustainable and Balanced Community

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

### Broomhill District Centre

- 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 LOCAL GREEN SPACE	CS73, CS74, LR5, [LR8], [LR10], [LR11], H16.	Paragraphs 96, 97 and 98 and Chapter 8
SBC1 PURPOSE BUILT STUDENT ACCOMMODATION	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
AT1 ACCESS AND MOVEMENT ON FOOT	CS51, CS53, CS54, CS55, BE10, [T7], T8.	Paragraph 103, and Paragraph 111.
DDHM1 KEY DESIGN PRINCIPLES	CS74, BE5, BE6, BE15, BE16, BE17, BE19, BE20, H14.	Chapter 12, and Chapter 16
DDHM2 DEVELOPMENT WITHIN THE BROOMHILL DISTRICT CENTRE CHARACTER AREA	CS74, BE4, BE5, BE13, S4, S7, S11.	Chapter 12, and Chapter 16
DDHM3 DEVELOPMENT WITHIN THE NORTH EAST AND NORTH WEST CHARACTER AREAS	CS74, BE5, BE16, BE17, BE19.	Chapter 12, and Chapter 16
DDHM4 DEVELOPMENT WITHIN THE ENDCLIFFE CHARACTER AREA	CS74, BE5, BE16, BE17, BE19.	Chapter 12, and Chapter 16