

***Broomhill***

**CONSERVATION AREA MANAGEMENT PROPOSALS**

*December 2007*



**MANAGEMENT PROPOSALS**

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## **BROOMHILL CONSERVATION AREA MANAGEMENT PROPOSALS**

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

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## 1. Introduction

1.1 The recommendations in this document are based upon the findings of the *Broomhill Conservation Area Appraisal*, which assesses the special interest of the Broomhill 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 Broomhill 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* (2006). Both the Conservation Area Appraisal and the Management Proposals will be subject to monitoring and reviews on a regular basis (see below).

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## 2. 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).

2.3 Other key documents include:

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

2.4 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](http://www.sheffield.gov.uk/in-your-area/planning-and-city-development)

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

2.6 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](http://bre.berr.gov.uk/regulation/reform/enforcement_concordat/enforcement_background)

2.7 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
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### 3. 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 Broomhill 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.

*Recommendation:*

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

#### 3.2 Negative sites and buildings

3.2.1 The following buildings clearly detract from the character or appearance of the conservation area and could suitably be replaced or redeveloped:

3.2.2 Pegasus House;

3.2.3 Parking platform that obscures the façade of The Mount;

3.2.4 Nos 486/488 Glossop Road.

*Recommendation:*

- *The Council will encourage the redevelopment of sites or buildings which make a negative contribution to the character or appearance of the conservation area;*
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### 3.3 Major new development

3.3.1 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.

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

*Recommendation:*

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

### 3.4 Repointing of stonework

3.4.1 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.

3.4.2 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.*

### 3.5 Boundary walls, gates and gate piers

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

*Recommendation:*

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

### **3.6 Historic floorscape**

3.6.1 Many of the carriageways in the conservation area retain historic stone kerbs but pavements are mostly black tarmac occasionally interrupted by stone setts marking the entrance, through stone gate piers, to private property. Chandos Street and rear access streets like Ashdell Lane, Ashgate Lane and Hoole Lane retain a historic floorscape of stone setts. Watson Road has a pavement (south side) of stone slabs, the only instance of stone paving in the conservation area.

#### *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.*

### **3.7 Buildings at Risk**

3.7.1 The following two listed buildings are potentially at risk through neglect and decay, or vulnerable to becoming so, and are included on the Sheffield Buildings at Risk Register (2005):

1. Steps, terrace wall and gas lamp at Etruria House Hotel, 91 Crookes Road;
2. Tapton Court and adjoining terrace, wall and conservatory, Shore Lane.

3.7.2 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.*

### **3.8 Unsightly location of satellite dishes**

3.8.1 Satellite dishes are a feature of modern living. Unfortunately, when located on the front of a historic building, a satellite dish can spoil the appearance of the building and the streetscene.

#### *Recommendation:*

- *The Council will consider publishing guidance for householders, landlords and tenants on the sensitive installation of satellite dishes and the requirement, or not, for planning permission. Enforcement action will be taken to remove any unauthorised dishes.*

### **3.9 Sub-division of property into flats**

3.9.1 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. A change to non-residential use, of which there are many in this conservation area, can have a similarly damaging effect on building and the streetscene.

#### *Recommendation:*

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

### **3.10 Loss of front gardens to car parking and other hard landscaping**

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

### **3.11 Shopfronts**

3.11.1 There are rows of shops in both Glossop Road and Fulwood Road. Whilst most have modern shopfronts, there are vestiges of historic shopfronts that should be retained. Of greater concern is the poor quality of modern shopfront design and garish fascias and advertising signs.

*Recommendation:*

- *The Council will seek to ensure the retention of existing historic shopfronts and notable elements of historic shopfront design;*
- *The Council will seek to ensure that all advertisement proposals relating to shops respect the character and appearance of the conservation area, in terms of siting, number, colours, materials and form of illumination.*

- *The Council will consider preparing Shopfront Design Guidance which clearly sets out the principles of good traditional shopfront design.*

### **3.12 Archaeological issues**

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

*Recommendation:*

- *An Archaeological Assessment of the site should be prepared prior to any application being submitted. Where below ground archaeological remains are expected, conditions may then be used to secure a detailed scheme 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.*
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### 3.13 Potential decline and loss of trees

3.13.1 Trees are a vital part of the conservation area's identity. They enhance the setting of buildings, soften the suburban landscape and give the conservation area a distinctive sylvan character, shady in summer, strewn with leaves in winter. There is a mix of species, deciduous and evergreen, including yew, beech, chestnut and Victorian favourites such as specimen monkey puzzle trees.

*Recommendation:*

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

### 3.14 Buildings of Townscape Merit/Positive buildings

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

*Recommendation:*

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

### 3.15 Traffic management

3.15.1 Traffic management measures at the junction of Ashdell Road and Oakholme Road is evidently necessary but the large number of bollards intrudes upon the historic streetscene. Elsewhere, modern highway signage and the accretions of traffic management dilute the area's historic character and appearance.

*Recommendation:*

- *The Council will consider on appraisal of proposed traffic management schemes with a view to bringing about a simplified and co-ordinated approach sensitive to the character of the area and in line with the principles set out in English Heritage's 'Streets For All' publication.*

### 3.16 Graffiti

3.16.1 Unsightly graffiti is a problem in some locations.

*Recommendation:*

- *The Council will continue to provide a graffiti removal service and promote the Sheffield Graffiti Charter.*

### 3.17 Opportunities for enhancement

3.17.1 The public park in Parker's Lane would benefit from enhancement.

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## 4. Monitoring and review

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

- A survey of the conservation area including a full dated photographic survey to aid possible enforcement action;
- An assessment of whether the various recommendations detailed in this document have been acted upon, and how successful this has been;
- 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](http://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

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*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 Photographs



*Numerous bollards spoil the street scene.*



*Mature trees are a feature of the conservation area*



*Taptonville Crescent retains its historic floorcape.*



*An example of an intricately decorated stone gate pier.*



*Stone slabs in the pavement in Watson Road. Wheelie bins are a necessary but unsightly intrusion.*



*Front garden replaced by a hard surface for car parking.*





*The public park beside Parker's Lane would benefit from enhancement.*



*Stone paving in Watson Road.*



*An attractive row of shops in Glossop Road.*



*Litter bin in need of replacement.*



*Arid area to the front of a house in multiple occupation*



*Remnant of a historic timber shopfront.*



*Dwelling converted to flats has resulted in these external metal stairs.*



*Stone slabs unfortunately replaced with black tarmac.*



*Non residential use of this former dwelling has resulted in loss of garden and greenery*



*This buildings scale, proportions and use of materials (except the colour of brickwork) are completely out of character with neighbouring buildings.*



*Stone wall badly repointed with hard cement mortar.*



*The windows in this large extension are uncharacteristic of the conservation area.*

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## Summary of Consultation Undertaken

A consultation draft of this document was subject to a period of consultation between 2nd July and 21st September 2007. All local residents in the conservation area were sent details of where they could view the document with a survey form asking for their comments. The public were also invited to a half-day roadshow held at Broomhill Methodist Church on 11th September where they could discuss the Management Proposals and Appraisal with officers from the Council's Urban Design and Conservation Team. Local members and local community groups were also consulted as part of the process. 195 comments were received on the draft management proposals and after being revised in light of the comments received, they were adopted by Sheffield City Council on 17<sup>th</sup> December 2007.

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