

Fulwood

CONSERVATION AREA MANAGEMENT PROPOSALS

March 2008



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 Fulwood on 25th March 2008, which means they are now a material consideration in the determination of planning applications in the area.

1. Introduction

1.1 The recommendations in this document are based upon the findings the *Fulwood Conservation Area Appraisal*, which assesses the special interest of the Fulwood 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 Fulwood 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)

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).

Other key documents include:

- The emerging *Sheffield Development Framework (SDF)*.
- *Supplementary Planning Guidance (SPG): Designing House Extensions*.
- *Supplementary Planning Guidance (SPG): Sheffield's Historic Parks and Gardens, 1998*.
- *UDP Policy Background paper No. 4: Sheffield's Historic Parks and Gardens 1998*.
- *Sheffield Urban Design Compendium (2004)*.
- *Sheffield Buildings at Risk Survey (2005) and emerging Buildings at Risk Strategy*.
- *Planning Policy Guidance 16: Archaeology (HMSO)*

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

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

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

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

- Woodland Policy (1987)
 - Sheffield Nature Conservation Strategy (1991)
 - Forthcoming Tree Strategy (proposed)
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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 Fulwood 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.

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

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

Recommendation:

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

3.2 Major new development

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

3.2.2 Development proposals will be judged on their effect on the area’s character and appearance as identified in the Fulwood 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);*
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- *Require a Design and Access Statement in the validation of all planning applications. A Design and Access Statement is a method by which applicants and agents should be able to show how they have achieved good design in their development proposals, taken account of sustainable construction principles and ensured equal and convenient access to buildings and spaces and the public transport network, and access for emergency services where relevant. It should clearly demonstrate how the proposal fits the context of the site and its immediate surroundings.*

3.3 Repointing of stonework

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

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

Recommendation:

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

3.4 Boundary walls, gates and gate piers

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

Recommendation:

- *The Council will encourage those responsible for boundary walls to keep them in a good state of repair using historic materials and techniques.*

- *The Council will normally resist proposals for demolition of, or alterations to, boundary walls, gate piers, fences and gates that make a positive contribution to the character and appearance of the conservation area.*

3.5 Historic floorscape

3.5.1 There is a length of historic stone paving beside the churchyard wall on the north side of Brookhouse Hill between Chorley Road and Canterbury Avenue. There are two shorter lengths of similar stone paving on the south side opposite the church. Some of the carriageways in the conservation area retain historic stone kerbs, for example in Canterbury Avenue, Oriel Road and Old Fulwood Road.

Recommendation

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

3.6 Buildings at Risk

3.6.1 Buildings in the conservation area are generally in a good condition.

Recommendation:

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

3.7 Archaeological issues

3.7.1 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.*

3.8 Potential decline and loss of trees

3.8.1 Trees make a vital contribution to the rural ambience of the conservation area and the setting of its historic buildings. There are well-stocked private gardens within the built-up northern half of the conservation area and a number of prominent trees, especially within the churchyard, at the top of Chorley Road, beside the War Memorial and roadside trees in Oriol Road.

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.*

3.9 Buildings of Townscape Merit/Positive buildings

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

3.9.2 'Buildings of Townscape Merit' include no. 14 Old Fulwood Road (the former house of Fulwood House's gardener/coachman and a good example of Edwardian building c.1910), The Old Coffee House in Old Fulwood Road (an early 19th century building, formerly the Blacksmith's Arms public house), the converted former Sheffield Royal Hospital Annexe (1907) and a row of brick workers' cottages in Chorley Road.

Recommendation:

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

3.10 Opportunities for enhancement

3.10.1 Whiteley Woods, a linear band of woodland on either side of Porter Brook, is a Local Nature Reserve in which there is a large variety of flora and fauna, especially birds. Wire Mill Dam is an important breeding site for toads.

3.10.2 Forge Dam is silting up.

Recommendation:

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- *The Council will continue to work with local environmental conservation groups and the Forestry Commission to ensure the woods are well-managed and enhanced as wildlife habitats and an accessible resource.*

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

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

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

For further information relating to listed buildings and conservation areas:

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

For an excellent range of technical advice leaflets:

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

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

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

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

6. Photographs



Fulwood lies on a south facing slope.



Stone walls and gate piers are a feature of the conservation area.



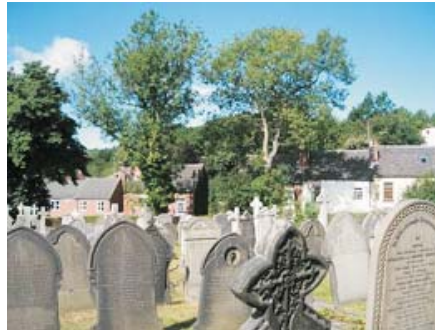
Original windows and doors have been replaced in these cottages in Chorley Road.



Footpath in Whiteley Woods.



An avenue of trees enhances Oriol Road.



Trees along the edge of the churchyard.



Hedges and other greenery line the roadside.



Forge Dam is silting up.



Natural stone paving beside the churchyard.



Stone stile for pedestrian access to the churchyard.



The central section of this wall has been repointed with hard cement mortar.



New use for an old building: Sheffield Royal Hospital Annexe has been converted to residential use.

Summary of Consultation undertaken

A consultation draft of this document was subject to a period of consultation between 28th January and 24th February 2008. All local residents in the conservation area were sent details of where they could view the document with a survey form asking for their comments. The public were also invited to a half-day meeting held at Christ Church, Fulwood during the consultation period, where they could discuss the Management Proposals or 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. 23 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 25th March 2008.
