

# **Dore Neighbourhood Plan 2018-2034**

**Pre- Submission  
CONSULTATION DRAFT**

**Prepared by Dore Neighbourhood Forum**



Map: Dore Neighbourhood Area Location



## Foreword

*This Plan is based on the belief that people care about the place where they live or work, what it looks like and how it may develop. It is about trying to sustain attractive places in which to live, and involving those who live and work in the community in shaping their own future.*

*It is also based on the belief that we will never effectively protect our countryside from inappropriate development unless we regenerate and enhance our urban/brownfield sites as welcoming and good places in which to live. While Dore values the services provided by being part of a major city it also values being in the countryside. Dore sprang from the countryside as a village of scattered farmhouses lying between the moorlands and Ecclesall Woods, and half its Neighbourhood Area falls within the Peak District National Park and over a quarter in the Sheffield Green Belt.*

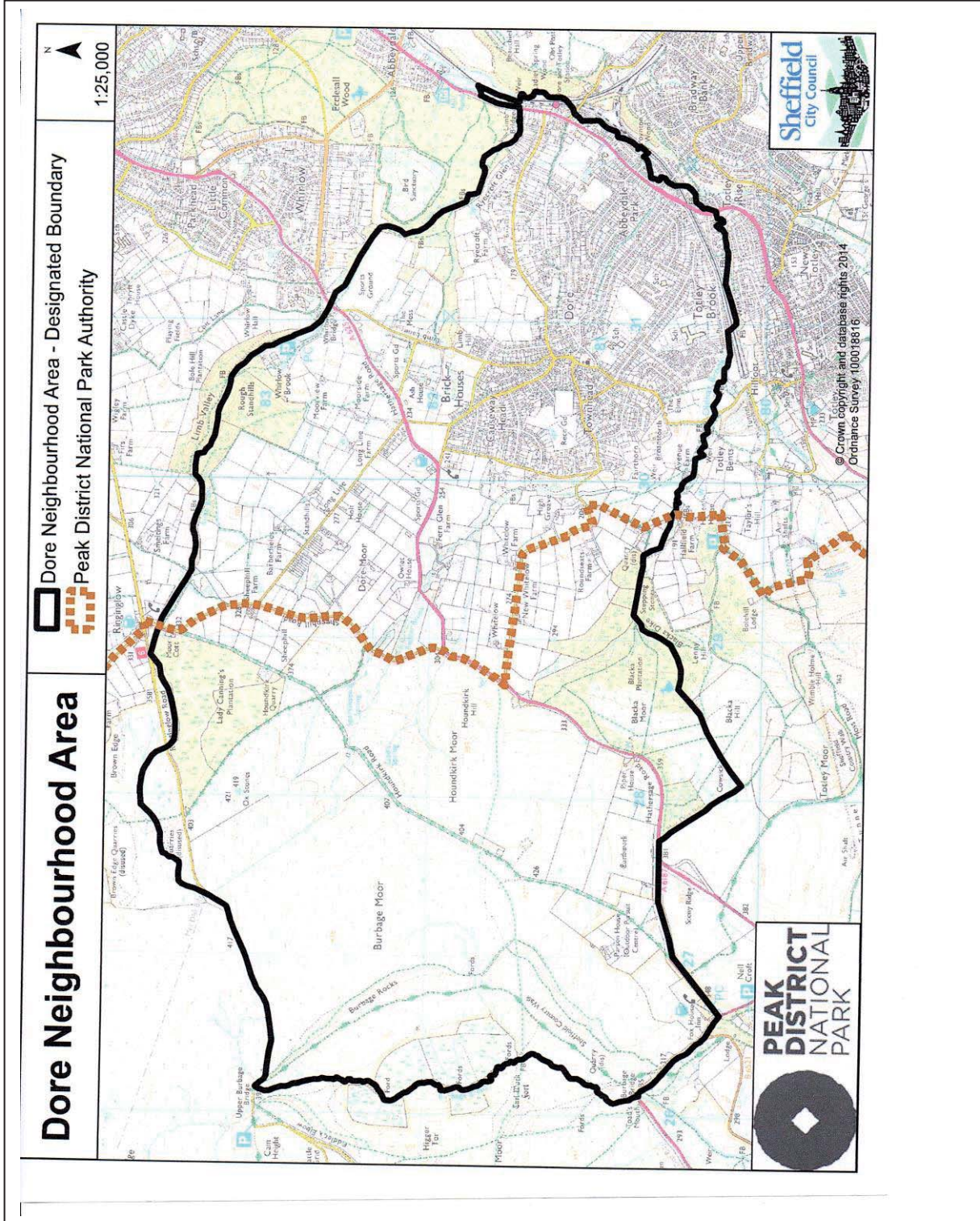
*This Plan seeks to protect the Green Belt in Dore Neighbourhood Area not only because it strongly fulfils the purposes for Green Belt set out in the NPPF, but also because it safeguards the setting of our National Park. We believe that Dore and Sheffield should be responsible neighbours to this beautiful National Park. Many residents of Sheffield walk through the pleasant countryside of Dore to reach the National Park's upland landscapes. It is the Green Belt in Dore which provides a wildlife corridor and protective buffer for Ecclesall Woods, one of Sheffield's precious green lungs and a local nature reserve.*

*When we argue for appropriate housing development in Dore Village, consistent with safeguarding the distinctive features of its residential areas, we do not seek simply to protect our interests, rather we are additionally conscious of the strategic contribution which the attractive housing areas of Dore can make to Sheffield's future as a good place to live and work and to the well-planned transition from protected moorland, through Green Belt, tree-rich Dore Village and Ecclesall Woods to Sheffield's inner suburbs and the denser city heart. We also seek to protect and enhance the vitality of our Village Centre and improve our bus and train services to the benefit of Sheffield as a whole.*

*Dore is a community which, through the work of the Dore Village Society, whose membership accounts for nearly 30% of households in Dore, has taken the trouble to research and protect its sense of identity over the past 50 years. The entire membership of the Dore Village Society comprises Dore's Neighbourhood Forum with the power to institute the neighbourhood planning process.*

*Those who have been intimately involved in preparing this Neighbourhood Plan at the instruction of the Forum are immensely grateful to the many volunteers who have manned the Steering and Working Groups and who have researched and managed the preparation of the plan and to the many residents, businesses and local organisations who have responded enthusiastically to our consultations.*

**Christopher Pennell - Chairman of the Dore Neighbourhood Forum Steering Group**



Map: Dore Designated Neighbourhood Area



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### Dore Neighbourhood Plan – Policies Map

**Dore Neighbourhood Plan prepared by Dore Neighbourhood Forum  
Supported by the Peak District National Park Authority and Sheffield City Council**

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## INTRODUCTION

1.0 Dore Village Society is a charitable trust formed in 1964 with the primary object of improving architecture and planning in Dore. The Society has a long experience of responding to consultations on planning issues and to planning applications affecting Dore. Under its constitution the Society has the express power to prepare a neighbourhood plan for the purpose of promoting or improving the social, economic and environmental well-being of Dore. Dore Village Society (DVS) was designated as a Neighbourhood Forum, with a membership in excess of 1,000 out of a population of just over 7,000; and the Society's 'area of benefit' was designated as Dore Neighbourhood Area in October 2014 under the Localism Act of 2011 by the Peak District National Park Authority and Sheffield City Council.

1.1 The Neighbourhood Area, based on the historic Dore Township map produced by Fairbanks in 1802, is bounded in the East by the Limb Brook, except to include Beauchief Gardens and the houses between Beauchief Gardens and Limb Brook on Abbeydale Road South, in the North by Limb Brook and Ringinglow Road, in the West by Burbage Brook and in the South by Stony Ridge, Old Hay Brook and River Sheaf, except to include Nos. 46 and 48 Five Trees Avenue. (The exceptional properties in Abbeydale Road South and Five Trees Avenue were included following a household survey to determine the residents' understanding of their neighbourhood). The Neighbourhood Area lies in the Peak District National Park in the west and in the east the built-up Village of Dore lies in the Sheffield Green Belt.

1.2 The Localism Act 2011 introduced new rights and powers to allow communities to shape new development in their area by preparing a Neighbourhood Plan which can establish general planning policies for development and use of land in the neighbourhood. It gives neighbourhood forums the powers to prepare a neighbourhood plan as a way of helping the local community influence the planning of the place in which they live and work.

1.3 The purpose of Dore Neighbourhood Plan is to manage sustainable development by policies and proposals devised locally. In autumn 2015 Dore Neighbourhood Forum agreed a draft Vision and Aims for the Neighbourhood Plan and appointed a Steering Group to develop the Vision and Aims and to draft the Plan. Working Groups, comprising residents of Dore, developed policies and proposals and the Steering Group consulted local residents, community groups, businesses, those who work in Dore, land owners and other stake-holders in the process of preparing the Draft Plan.



*Community Consultation Event*



## Our Approach to Community Engagement

1.4 A Neighbourhood Plan is a community plan and must derive its objectives, actions and authority from the community. From the outset the Steering Group was determined that the residents should be central to the process, be kept informed and given every opportunity to tell the Steering Group what they wanted. Communication and consultation, in various forms, played a major role in formulating the Plan.

A communication programme was established to:

- Promote a high degree of awareness of the project;
- Invite residents to join Working Groups;
- Encourage everyone to contribute to the development of the Plan;
- Promote consultation events;
- Provide regular updates on the status of the Plan and its development.

Key to this programme was publicity, public events and the use of local print and electronic media to provide regular updates, used together with the Dore Village Society (DVS) website, [www.dorevillage.co.uk](http://www.dorevillage.co.uk), to provide easily accessible, extensive information to the whole village and to encourage the residents to participate whether they were members of the DVS or not.

A consultation for a Neighbourhood Plan must contain: who was consulted and how they were consulted, the main issues and concerns raised, how these issues and concerns were considered and, where relevant, addressed in the proposed Neighbourhood Development Plan.

Consultations, general communication and articles on specific subjects were made via the quarterly publication 'Dore to Door', delivered to every household in Dore. There were meetings, posters, leaflets, questionnaires, mailings, and emails; and minutes of Steering Group and Working Groups' meetings and notices about future meetings and reports on those meetings were posted on the DVS website with paper copies of all materials made available in the DVS office.

The first consultation took place as early as 2005, well before the Localism Act, when the Dore Village Design Statement was produced, taking the form of articles in 'Dore to Door', a questionnaire and a Village Design Day Workshop encouraging residents to express their views on the features of Dore that they valued. Output was published in 'Dore to Dore' and a copy of the Village Design Statement went to every home in Dore. This Village Design Statement became the basis for the first ideas for a Neighbourhood Plan, which in 2012 was expanded through the initial output of seven working groups to address in detail issues ranging from housing development to protecting the Peak District Eastern Moorland Fringe.

In 2013 this very early draft Neighbourhood Plan was sent to Sheffield City Council (SCC) and the Peak District National Park Authority (PDNPA) as a consultation and first step in forming a Neighbourhood Forum.

In 2014 in 'Dore to Door' it was reported that both the SCC and PDNPA Planning Authorities had designated the DVS as a Neighbourhood Planning Forum. What this meant for Dore residents was explained and all residents encouraged to become members of the DVS and involved in developing the Neighbourhood Plan.

In Spring 2015 the process of Neighbourhood Planning and how it must comply with national and local planning policies and the function and structure of a Neighbourhood Forum were presented in "Dore to Door" and on the village website, with the first public meeting of the Forum being held in November 2015 – advertised in the press, via the website and through letters delivered to all residents. The Forum defined and agreed on a draft Vision and Aims and on membership of the Steering and Working Groups. These Working Groups (WG) and Steering Group (SG) met regularly during the next two years, considering input, making



recommendations, responding to consultations, drafting and re-drafting policies and proposals and organising further consultations. During this period, the Steering Group maintained regular contact with and sought advice from SCC and PDNPA planning departments.

May 25<sup>th</sup> 2016 saw a major consultation exercise involving the village with a drop-in event and opportunity for the WGs to engage directly with the wider public and display and discuss their work carried out so far. The event was widely publicised and 5,000 colourful leaflets were hand delivered to all Dore residents, local organisations and businesses prior to the workshop and displayed in local shops and on the village notice board. In order to ensure that a younger age group were engaged all the parents at the local Primary School received a copy of the leaflet by email or in hard copy. An article which detailed the issues that would be consulted on at the Drop-in event was written for Dore to Door. Members of the WGs and SG were present to directly answer questions and note observations and new ideas that in subsequent WG and SG meetings resulted in changes to policies, proposals and the content of the Neighbourhood Plan.

In order to consult further, a stall at both the Dore Village Gala and the Dore Show presented a map of the area covered by the DNP, the Visions and Aims and the draft Plan. Members of the WGs and SG were available to answer queries, highlight points from the draft Plan and record comments and opinions. Leaflets were distributed to encourage attendance at a further Consultation event in October.

At the October 2016 Consultation Day two exhibitions and two professionally and independently facilitated workshops, each of around two hours, ran consecutively over the course of an afternoon. There were in-depth reviews of the Vision & Aims, Policies and Proposals and progress made by the WGs and SGs. As a result of this meeting the Neighbourhood Plan continued to evolve to reflect the aspirations of residents.

In parallel to the consultation process with residents, there were individual consultations with specific groups who had particular interests in, were individually impacted by or had a specific expertise on the matters under discussion. There were consultations, ranging from School Governors to the Dore Village Centre Residents and Village Centre businesses. As with all consultations, views were considered by the WGs and the SG and appropriate changes made.

As Dore is bounded by Green Belt, a specific consultation on the future of the Green Belt was held in spring 2017 via a questionnaire in "Dore to Door". A remarkably high response level – 319 completed questionnaires were returned -- led to the development of a new, Green Belt-specific neighbourhood policy and changes to the housing policies.

The final consultation was held in March 2018, with a pre-submission formal presentation to the Forum, the draft plan having been made available in electronic and paper form for some weeks in advance to ensure as much public scrutiny as possible.

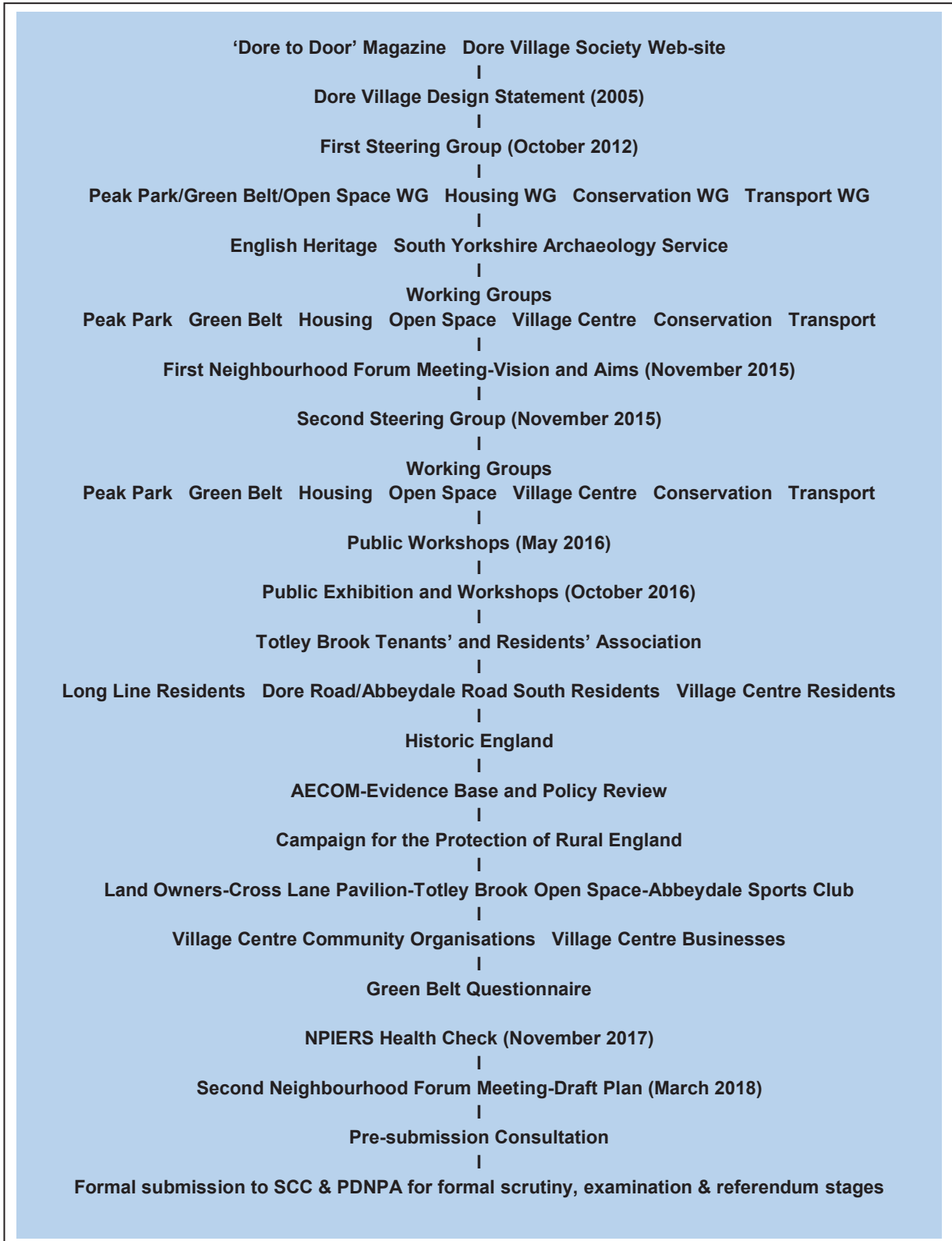
Throughout the process of developing firstly the Village Design Statement and then the Neighbourhood Plan, consultations have been held via face-to-face meetings, letter, leaflet, email, web postings, working groups, workshops, public meetings and exhibitions. Each such consultation resulted in fresh ideas and approaches to the Neighbourhood Plan. The number, variety, depth and breadth of the consultations are reflected in how the Neighbourhood Plan has developed from the early Village Design Statement.

**The consultation extracts in the blue boxes in the succeeding chapters indicate the wide range of consultations and reflect a flavour of the views received.**





**Process and Consultation Diagram**





Poster inviting the community to a consultation event

1.5 The Neighbourhood Plan policies are aligned with the strategic needs and priorities of the wider local area. The Draft Plan complies with the National Planning Policy Framework (NPPF) and is in general conformity with the strategic policies of the Local Plans of the Peak District National Park Authority and Sheffield City. In particular the Draft Neighbourhood Plan supports the policies of the Peak District National Park Eastern Moorland Fringe, that covers half the Neighbourhood Area, and the designated Sheffield Green Belt as part of the valued natural assets of Sheffield City. Policies are made to protect access to the Eastern Moorland Fringe of the National Park and protect the sensitive nature of the Green Belt lying around Dore Village, in close relationship with the National Park, with a Green Infrastructure Strategy. The Draft Plan aims to safeguard the character of the Housing Area of Dore Village as part of the Sheffield City's strategic housing proposals in the South-West of the City and protect and enhance Local Green Spaces for the local community of Dore and the City as a whole. The Village Centre is promoted as the heart of the community; and buildings and areas of architectural or historic interest and archaeological assets are further protected. Policies are made for sustainable transport provision to serve not only the local community but also the strategic needs of the City.

1.6 For clarity and to demonstrate the compliance of the Draft Plan with the NPPF, the relevant NPPF paragraphs are highlighted in pink, and to demonstrate general conformity to the approved policies of the Peak District National Park and Sheffield City's local plans those paragraphs are highlighted in purple, with the relevant policies from Sheffield City's emerging plan highlighted in grey

1.7 The preparation of the Draft Neighbourhood Plan has been supported by the two local planning authorities: the Peak District National Park Authority and Sheffield City Council. It will be independently examined to ensure that the Plan meets the basic conditions and other legal tests required by the Localism Act 2011.

1.8 Only a Neighbourhood Plan that meets each of the basic conditions can be put to referendum. There are five basic conditions that must be met by a neighbourhood plan:

- 1) the neighbourhood plan has regard to national policies and advice contained in guidance issued by the Secretary of State.
- 2) the 'making' of the neighbourhood plan contributes to the achievement of sustainable development. The Basic Conditions Statement identifies the extent to which the policies of the Plan contribute to promoting the economic, social and environmental benefits to the local community.
- 3) the 'making' of the neighbourhood plan is in general conformity with the strategic policies contained in the development plans for the area of the planning authority (or any part of that area).



The strategic and other policies of the approved development plans are quoted in full to provide transparency to the Forum's regard to this matter.

- 4) the 'making' of the neighbourhood plan does not breach, and is otherwise compatible with, EU obligations.
- 5) the 'making' of the neighbourhood plan is not likely to have significant effect on a European site (as defined in the Conservation of Habitats and Species Regulations 2012).

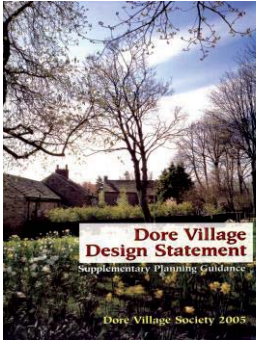
The Forum has produced a Basic Conditions Statement to accompany the Draft Plan demonstrating how the Plan fulfils the basic conditions and other legal requirements.

1.9 The Neighbourhood Plan will be made by the Peak District National Park Authority and Sheffield City Council if more than 50% of neighbourhood electors voting agree to the Draft Plan in a local referendum. The Neighbourhood Plan will affect planning applications through its *Policies* and seeks to reflect the aspirations of the community and influence other changes through its *Proposals* for the duration of the Peak District National Park Local Plan that runs until 2026 and the Sheffield City Plan until 2034. During that time the Neighbourhood Plan may be reviewed in accordance with any amendments to the planning authorities' Local Plans affecting the Neighbourhood Area.



## PLANNING CONTEXT

### Dore Village Design Statement



2.0 The Draft Neighbourhood Plan takes into account the public consultation, community support and the issues dealt with in the Dore Village Design Statement, including: the Countryside Setting and Sheffield Green Belt, Dore Conservation Area, Dore Area of Special Character, Existing Housing Areas and Open Spaces, New Housing Development and Traffic Management. The preparation of the Dore Village Design Statement enabled the community to look at Dore in a new way and appreciate what makes it special. A questionnaire elicited views from the local community on the planning issues that the community thought to be most important and the preparation process included a day-long design workshop concentrating on a character analysis of the Village's housing areas. The Design Statement aimed to conserve and enhance the character of Dore Village and its countryside setting by managing acceptable change.

2.1 Dore Village Design Statement, although prepared in consultation with the Peak District National Park Authority and Sheffield City Council, was not adopted as supplementary planning guidance as part of the statutory development plan because there would be tensions between the Statement and some aspects of National Policy; and the City Council's adopted Core Strategy was overtaken ultimately by the introduction of the Local Planning Framework. The opportunity has been taken by the Neighbourhood Forum, under the Localism Act 2011, to build upon the Village Design Statement and to take policies and proposals forward in a Neighbourhood Plan.

### 2.2 National Planning Policy Framework 2012

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities. (para. 1)

The purpose of the planning system is to contribute to the achievement of sustainable development that requires plans to promote and improve the economic, social and environmental benefit of the area. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system. (para. 6)



Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and deliver the sustainable development they need. Parishes and neighbourhood forums can use neighbourhood planning to:

- \*Set planning policies through neighbourhood plans to determine decisions on planning applications; and

- \*Grant planning permission through Neighbourhood development orders and Community Right to Build Orders for specific development which complies with the order. (para. 183)

Neighbourhood planning provides a powerful set of tools for local people to ensure that they get the right types of development for their community. The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area and ensure that an up-to-date Local Plan is in place as quickly as possible. Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies. (para. 184)

The NPPF also advises that from the day of publication, decision makers may also give weight to relevant policies in the emerging plans according to:

- The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

- The degree of consistency of the relevant policies in the emerging plan to policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given). (para. 216)

## The Development Plan

2.3 The National Policy Planning Framework requires Neighbourhood Plans to be in general conformity with the strategic policies of Local Plans, which include the Peak District National Park Authority current development plan comprising the Core Strategy, Saved Policies from the Local Plan and the draft Development Management Policies, the Sheffield City Council Core Strategy adopted March 2009 and the 'saved policies' of the Sheffield Unitary Development Plan adopted in March 1998.

2.4 Sheffield City Council is currently preparing a new Sheffield Plan to replace the two currently adopted planning documents, particularly because some of the housing policies in the Core Strategy are out of date and the City's Policies and Sites document did not identify sufficient land for new homes. The Government suggests, with regards to emerging policies, that it is worth minimising conflict with them and there should be agreement between the local authority and neighbourhood forum on the relationship between policies in the emerging neighbourhood plan, the emerging local plan and adopted development plans. The timetable for the further consultation stages of the emerging Sheffield Plan can be found on the Sheffield City Council web site along with its timetable for adoption.



## Emerging Sheffield Plan - Citywide Options for Growth to 2034

2.5 The City Council published its 'Citywide Options for Growth to 2034' on 11 November 2015 for public consultation. The Vision is that Sheffield will have thriving neighbourhoods and communities and be globally successful, with a distinct urban and rural identity underpinned by a strong and sustainable economy. The Neighbourhood Forum supports the Objectives contained in the Citywide Options for Growth to 2034, in particular:

- \* Successful and ambitious large, medium and small businesses building a future based on Sheffield's competitive advantages in the areas of advanced manufacturing; education, learning and knowledge; creative and digital industries; advanced technology, research and innovation; medical technology and services and sports science.

- \* Sheffield recognised internationally as the outdoor leisure capital of the UK.

- \* A city of creative and innovative enterprise, globally renowned for nurturing, valuing and supportive invention and entrepreneurialism.

- \* Businesses that are able to respond quickly and successfully to economic opportunities and which have collaborative networks across the city and City Region.

- \* A City Centre as a vibrant, creative and welcoming destination, with modern businesses, cultural, shopping, leisure and residential offerings.

- \* Sufficient attractive, affordable and high quality homes across the city and City region, with strong transport and digital connectivity between communities.

- \* Successful housing markets across all tenures, in all areas of the city, with increased demand for housing in areas where it is currently low.

- \* A successful, accessible district or neighbourhood centre, providing local shops, health services and other community facilities, at the heart of every neighbourhood.

- \* Sheffield's unique natural setting of valleys, woodland, trees, rivers and wetlands safeguarded and enhanced.

- \* Biodiversity safeguarded and enhanced throughout urban and rural areas.

- \* Parks, playing fields and other open space protected, enhanced or created to meet the needs of the community.

- \* New development (focussed on the most sustainable locations) with efficient use made of brownfield sites to minimise urban sprawl and loss of countryside.

- \* Access to green spaces and countryside enhanced, through improvements to footpaths, cycle routes and public transport.

- \* The character and distinctiveness of neighbourhoods enhanced, and existing local character and built and natural features to provide the context for new development.

- \* Buildings and areas that are attractive in urban and rural settings preserved and enhanced.

- \* The landscape and character of the villages and countryside, including the urban/rural fringe protected and enhanced.

- \* Sustainable buildings and urban spaces which are of a high quality and well planned, optimising sustainable design and use of resources.

- \* The built environment maintained and safeguarded in areas where it is already of good quality.

- \* Design and townscape improved and new character created in areas where the built environment is of poor quality.

- \* Our City has excellent education and training facilities which enable the development of a talented and agile business base and workforce.



- \*Our City is inclusive, providing for good opportunities, health, wellbeing and quality of life for everyone.
- \*Our City mitigates and is resilient to climate change, making the best use of energy, water, land and food resources and is at the forefront of sustainable design and technology.
- \*Excellent connections with the City Region, national and international transport networks. Public transport and walking and cycling connections improved within Sheffield, particularly between the City Centre, district centres, villages and main employment centres.
- \*Efficient use of existing transport, utilities and telecommunications infrastructure.
- \*Effective and efficient movement around the city, making best use of routes and ensuring that development would not increase congestion unacceptably.
- \*Development located to limit the distances people and goods need to travel, with mixing of land uses and increased opportunities for single journeys to serve several purposes.
- \*High density development focussed in the city centre, in or at the edge of district centres, close to high frequency bus routes, Supertram stops and railway stations.

### **Determining Planning Applications in Dore Neighbourhood Area**

2.6 All planning applications in the Dore Neighbourhood Area will be determined in accordance with the adopted development plan unless material considerations indicate otherwise. Once adopted, the Neighbourhood Plan will be part of the Development Plan, in addition to the adopted Peak District Local Plan or Sheffield's Planning documents, depending where in the Dore Neighbourhood Area the planning application is located.

2.7 In order for Sheffield planning authority to give weight to a specific policy of an emerging neighbourhood plan in planning decisions, in line with the NPPF, the following conditions would have to be met:

- The plan should not be given any weight until its publicity period has been initiated by the local planning authority. From that date Development Management officers can start to consider it in their decision making and give it weight.
- The amount of weight given to the plan/policies will depend upon the extent to which there are unresolved objections, and the degree of consistency with the NPPF.
- The plan has been assessed by the Council on how consistent the emerging neighbourhood plan policies are with the policies in the NPPF.
- As is always the case, the weight given to any material consideration is a matter for the decision maker and could only be said to be unlawful if on the grounds of unreasonableness or irrationality.



## NEIGHBOURHOOD PLAN POLICIES AND PROPOSALS

2.8 The Neighbourhood Plan *Policies* and *Proposals* are based on the guidance of the National Planning Policy Framework.

2.9 The Neighbourhood Plan *Policies* have been prepared in general conformity with the strategic policies of the approved Local Plan of the Peak District Park Authority and in accordance with their Core Strategy and 'saved policies' and with the Sheffield Unitary Development Plan and emerging Sheffield Plan as expressed in the 'Citywide Options for Growth to 2034' consultation document. The Neighbourhood Plan endorses the policies of the approved local plans and affirms the visions, objectives and policies of both local plans to preserve and conserve the open countryside and cultural assets of Dore Neighbourhood and improve and support sustainable development throughout the Neighbourhood especially within the Village of Dore. Neighbourhood Plan *Policies*, subject to approval by local referendum, are shown in bold typeface and are highlighted in green. The policies will be implemented by the two local planning authorities deciding planning applications made as part of the development management process and will be subject to other material considerations. The Draft Neighbourhood Plan is proposed for the plan period 2018-2034.

2.10 Neighbourhood Plan *Proposals are local aspirations*, not subject to implementation through the development management process and are shown in Annex A in bold typeface and highlighted in red. *Proposals* will be implemented by Dore Neighbourhood Forum pursuing action under local authority powers, to further enhance and protect buildings and areas of architectural or historic importance under the Planning (Listed Buildings and Conservation Areas) Act 1990 and to protect and enhance archaeological assets. Highway improvements, traffic management measures and public transport infrastructure improvements will be sought under local authority highway powers. Improvements to the rail infrastructure at Dore and Totley Station will be sought from Network Rail and the relevant rail franchise provider. Safeguarding the Park-and-Ride facilities will be sought from the South Yorkshire Passenger Transport Executive. Improvements to bus services will be sought from bus services providers and the South Yorkshire Passenger Transport Executive.

2.11 The Neighbourhood Community Infrastructure Levy Policy in Annex B proposes that the locally allocated Community Infrastructure Levy be used to enhance the Green Belt, Local Green Spaces and the public realm in the Village Centre.





## VISION AND AIMS FOR DORE NEIGHBOURHOOD

3.0 Dore Neighbourhood Forum has developed a shared vision of a sustainable future for all sections of the community in Dore Neighbourhood Area which lies in both the Peak District National Park and Sheffield City. The vision and aims have been developed to benefit not only Dore but also the wider interests of Sheffield. The Plan's Vision is as follows:

- **Dore and Sheffield will continue to benefit from the natural beauty of and public access to the Eastern Moorland Fringe of the Peak District National Park.**
- **Sheffield's Green Belt will continue to play a part in the successful landscape transition from the National Park's magnificent Eastern Moorland Fringe across Dore Village to Ecclesall Woods and Sheffield's inner suburbs beyond.**
- **The Village Housing Area will provide a variety of diverse, quiet, safe, attractive, distinctive and desirable residential environments with good tree cover and mature gardens.**
- **Those local open spaces that are demonstrably special and valued by the community will be safeguarded and flourish.**
- **The Village Centre, increasingly valued by residents and business, will remain a vital and viable economic and community facility.**
- **Buildings and areas of architectural or historic importance and archaeological assets will be recognised, valued and safeguarded for future generations.**
- **Good public transport and appropriate traffic and car parking management necessary for a sustainable community will be sought.**

3.1 Based on the Vision for Dore Neighbourhood the Plan's Aims are:

- **protection and enhancement of the natural beauty of and access to the Eastern Moorland Fringe of the Peak District National Park.**
- **protection and enhancement of the Sheffield Green Belt and its green infrastructure which constitutes the setting of the National Park and the environmentally sensitive countryside character around Sheffield's South-Western suburbs.**
- **safeguarding of the character of the Village Housing Area by controlling the development and design of housing infill, meeting the needs of downsizers, protecting mature gardens and benefitting the proximity of the Eastern Moorland Fringe.**
- **protection and enhancement of valued local open spaces.**
- **the support of the viability and vitality of the retail, business and community facilities and the enhancement of the environment of the Dore Village Centre.**
- **preservation and enhancement of buildings and areas of architectural or historic interest and archaeological assets such that their significances are safeguarded over time.**
- **Improvement of the public transport provision and appropriate traffic and car parking management necessary for a sustainable community.**



## PEAK DISTRICT EASTERN MOORLAND FRINGE

### 4.0 National Planning Policy Framework

The NPPF states that the planning system should contribute to and enhance the natural and local environment by:

- \* protecting and enhancing valued landscapes, geological conservation interests and soils;
- \* recognising the wider benefits of ecosystem services;
- \* minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- \* remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate. (para. 109)

Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in these areas and should be given great weight in National Parks and the Broads. (para. 115)

In promoting Healthy Communities, planning policies should protect and enhance public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks including National Trails. (para. 75)

### Peak District National Park Local Plan

4.1 The Peak District National Park Local Development Framework, adopted in October 2011, includes:

Core Strategy Policy GSP1: Securing national park purposes and sustainable development.

Core Strategy Policy GSP2: Enhancing the National Park.

Core Strategy Policy GSP3: Developing management principles.

The National Park area in Dore is designated a Natural Zone because the Authority considers it particularly important to conserve. Development is prohibited except in exceptional circumstances and even when development is permitted it must comply with stringent conditions to respect, conserve and enhance all valued characteristics of the site.

4.2 Core Strategy Policy L1: Landscape character and valued characteristics:

Development must conserve and enhance valued landscape character, as identified in the Landscape Strategy and Action Plan and other valued characteristics.

Other than in exceptional circumstances, proposals for development in the Natural Zone will not be permitted.

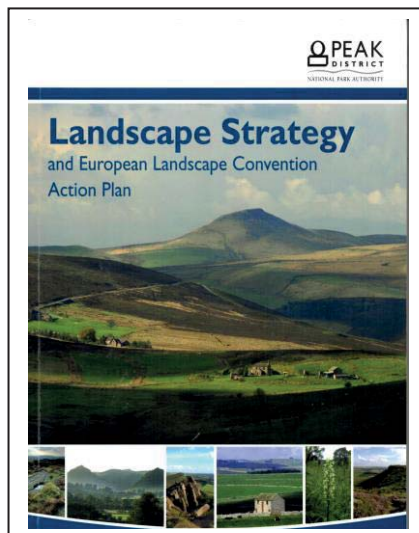


4.3 The Peak District National Park Authority Local Plan Adopted in March 2001:

Local Plan Policy LT20: *Public Rights of Way* protects public rights of way shown on definitive maps.

4.4 Peak District National Park Authority Landscape Strategy and Action Plan (July 2009):

The Strategy and Action Plan proactively seeks to improve and enhance the landscape of the Park. The Derbyshire Peak Fringe character area identified as a transitional landscape of the Peak District is shown as covering the entire Green Belt in Dore Neighbourhood Area and emphasises the necessity of protecting and enhancing the Sheffield Green Belt in Dore, which requires a strong working partnership of the Peak District National Park Authority and Sheffield City Council.



Area of High Landscape Value



## The Peak District Eastern Moorland Fringe in Dore Neighbourhood

4.5 About one half of the Dore Neighbourhood Area is within the Peak District National Park. The upland area of the Eastern Moorland Fringe dominates the landscape and provides an important visual and recreational amenity, easily accessible to the local community and the City of Sheffield.

### Open Access Land



*Houndkirk Road and open access land*

4.6 Under the Countryside and Rights of Way Act 2000, the public can walk freely on mapped areas of mountain, moor, heath, downland and registered common land without having to stick to paths.

4.7 The Act states “the right of access is for those on foot for open air recreation”. Some activities are not included. This involves driving a vehicle, riding a bike, using a boat, bathing, lighting fires, shooting, fishing, camping, paragliding, organized games, commercial activities, intentionally damaging wildlife, foraging, using a metal detector or disrupting any legal activity.

4.8 Farmers and landowners have the discretion to suspend or restrict the access right for up to 28 days each year, for any reason. Whenever possible, restrictions and closures will be shown on access maps and will be reinforced by local signs.

4.9 The right of access requires you to keep your dog on a lead of no more than 2m long between 1<sup>st</sup> March and 31<sup>st</sup> July (the main breeding period for ground nesting birds) or at any time in the year when you are near livestock. None of this affects existing rights for dog walkers, and dog restrictions and exclusions do not affect the right of a person reliant on a guide or hearing dog to enjoy the right of access but these dogs must also be kept under close control. Remember that a dog attacking or threatening livestock may lawfully be shot.

4.10 Open Access Land provides a valuable resource for both visitors and local residents, which requires maintenance and protection from development. The Neighbourhood Plan seeks to protect the rights of access for walkers on Open Access Land similar to that provided in the case of public rights of way, to prevent construction of walls or fences that would obstruct access. Exceptions could include temporary fencing for wildlife and livestock management.



*“....provider of fresh air ..... the physical and mental health benefits afforded to those who exercised in it and enjoyed views across it...”*

4.11 It was apparent from the consultations, whether they were the formal open consultation events or the more informal meetings with residents and organisations, that Dore residents value their access to the surrounding countryside and make significant use of that access. There was universal support that open access land should be kept free of development, and that management plans should be encouraged that protect and enhance the environment and permit responsible recreational use.

### **DN POLICY 1: Open Access Land.**

**Development will not be permitted on Open Access Land that prevents or restricts the rights of walkers.**

#### **How the Policy will be put into practice**

*By deciding planning applications.*



## SHEFFIELD GREEN BELT

### 5.0 National Planning Policy Framework

The NPPF states that the government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. (para. 79)

Green Belts serve five main purposes:

- To check the unrestricted sprawl of large built-up areas.
- To prevent neighbouring towns merging into one another.
- To assist in safeguarding the countryside from encroachment.
- To preserve the setting and special character of historic towns.
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land. (para. 80)

Once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land. (para. 81)

Local authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation of a review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their permanence in the long term, so that they should be capable of enduring beyond the plan period. (para. 83)

When drawing up or reviewing Green Belt boundaries, local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary (para. 84)

As with previous Green Belt policy, inappropriate development is by definition harmful to the Green Belt, except in very special circumstances. (para. 87) When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless potential harm to the Green Belt by reason of inappropriateness, and other harm, is clearly outweighed by other considerations. (para. 88)

A local authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:

- Buildings for agriculture and forestry;
- Provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long



it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;

- The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- The replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- Limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan; or
- Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. (para.89)

Certain other forms of development are also not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of the Green Belt and do not conflict with the purposes of including land in Green Belt. These are:

- mineral extraction;
- engineering operations;
- local transport infrastructure which can demonstrate a requirement for a Green Belt location;
- the re-use of buildings provided that the buildings are of permanent and substantial construction; and
- development brought forward under a Community Right to Build Order. (para. 90)

5.1 Further Government advice on local plan reviews of housing provision and green belts was published through the Planning Portal in October 2014 (ref. ID: 3-034-2014): 'As part of the assessment of housing need, any local planning local authorities should meet objectively assessed need unless any adverse impacts of doing so would significantly outweigh the need when assessed against the policies of the NPPF taken as a whole, or specific policy in the Framework indicating development should be restricted. Such policies include the designated Green Belt. Unmet housing need (including travellers' sites) is unlikely to outweigh the harm to the Green Belt and other harm to constitute the "very special circumstances" to justify inappropriate development on a site within the Green Belt.'

5.2 The Government's White Paper 'Fixing our broken housing market' (7 February 2017) refers to maintaining existing strong protection for the Green Belt and clarifying that Green Belt boundaries should be amended only in exceptional circumstances where the local authority can demonstrate they have fully examined all other reasonable options for meeting their identified housing needs. Despite all the pressures on Government to increase the rate of house-building, even as recently as 22 November 2017 in his Autumn budget statement the Chancellor of the Exchequer said Government's policy was "making the best use of our urban land and continuing the strong protection of our green belt."



## Adopted Sheffield Plan

5.3 Core Strategy Policy CS 71 *Protecting the Green Belt*, safeguards countryside and other open land around the existing built-up areas of the city by maintaining the Green Belt.

5.4 Core Strategy Policy CS 73 *The Green Strategy*, proposes within and close to the urban areas that a Strategic Green Network will be maintained and where possible enhanced, which follows the rivers and streams of the main valleys and includes Oakes Park to the Limb Valley.

5.5 Unitary Development Plan Policy GE1 *Development in the Green Belt*, restricts development in the Green Belt, except in very special circumstances, where it would lead to unrestricted growth of the built-up areas, or contribute towards merging of existing settlements or lead to the encroachment of urban development into the countryside or compromise urban regeneration.

5.6 Unitary Development Plan Policy GE2 *Protection and Improvement of the Green Belt Landscape*, undertakes to maintain and enhance those areas with a generally high landscape value and improve poor landscapes in priority areas.

5.7 Unitary Development Plan Policy GE5 *Housing Development in the Green Belt*, provides for infilling of a single plot within the confines of a 'substantially developed road frontage' on Long Line or replacement of an existing house on the same site, providing the new house is not significantly larger than the one it replaces.

5.8 Unitary Development Plan policy GE8 *Areas of High Landscape Value and the Peak National Park*, proposes that in Areas of High Landscape Value, protection and enhancement will be the overriding consideration. Development which is permitted:

- a) In Areas of High Landscape Value; or
- b) On land conspicuous from Areas of High Landscape Value or the Peak District National Park:  
Must protect, and wherever appropriate enhance, the appearance and character of the Area of High Landscape Value and Peak National Park.

5.9 Unitary Development Plan Policy GE10 *Green Network*, identifies a *Network of Green Corridors and Green Links*:

- 1) along the Limb Valley;
- 2) from Ecclesall Woods through Limb Lane to Dore Moor; and
- 3) along the Sheaf Valley and Old Hay Brook that will be:
  - a) protected from development which would detract from their mainly green and open character or which would cause ecological damage; and
  - b) enhanced by encouraging development which increases their value for wildlife and recreation; and
  - c) extended by creating new open spaces in areas of Desired Green Links.

5.10 Unitary Development Plan Policy GE8 *Areas of High Landscape Value and the Peak District National Park*.

This policy identifies much of the Green Belt west and north of the Village as an Area of High Landscape Value, where protection and enhancement of the landscape will be of overriding consideration. The UDP draws attention to the advice given on the special status of the Peak District National Park: 'The National Park contains some of the county's wildest and most beautiful landscape. If these special qualities are to be





protected, care needs to be exercised over harmful development, not only within the Park's boundary, but also on land which is conspicuous from the Park.'

#### 5.11 Unitary Development Plan Policy GE11: Nature Conservation and Development.

The natural environment will be protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

### Emerging Sheffield Plan-Green Belt Review

5.12 The City Council is carrying out a Green Belt Review as part of its preparation of the Sheffield Plan. In its response to the Citywide Options for Growth to 2034, the Neighbourhood Forum strongly supported the City Council's provisional view "that the majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development" and that there was a need to protect the Green Belt, especially in that area in close proximity to the Peak District National Park.

5.13 The Peak District National Park Authority (PDNPA) and the Campaign for the Protection of Rural England (CPRE), in their responses to the Citywide Options for Growth to 2034 consultation, also both strongly support the need to protect areas of the Green Belt especially that area in close proximity to the Peak District National Park.

5.14 The PDNPA in their consultation response thanked the City Council for 'making it clear in the consultation document that the provisional view of the Sheffield City Region local authority is "that the majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development" and that " Areas bordering the Peak District National Park are particularly valuable." The PDNPA add 'Recognition of the environmental sensitivity of the landscapes and biodiversity of the Green Belt bordering the National Park is consistent with Section 11A(2) of the National Parks and Access to the Countryside Act 1949 (as amended) which requires that "in exercising or performing any functions in relation to, or so as to affect, land in a National Park, any relevant authority shall have regard to the purposes of the National Park." For this reason the NPPF in paragraph 14 points out that "specific policies in this framework indicate development should be restricted, and lists (in reference 9) policies relating to sites protected under the Birds and Habitats Directive and Sites of Special Scientific Interest, land designated a Green Belt or land within a National Park."

5.15 The CPRE warmly welcomed 'the inclusion of objectives for natural assets, Green Infrastructure' and a recognition of 'the role of opportunities for peaceful enjoyment of urban neighbourhood and tranquil areas of countryside as an aspect of health and well-being.' The CPRE concurred with the statement that 'the majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development.'

### The Green Belt in Dore Neighbourhood Area

5.16 The Neighbourhood Forum strongly supports the objective of protecting the Green Belt in accordance with its fundamental purposes: to check the unrestricted sprawl of Sheffield City, to assist in safeguarding the countryside from encroachment, to preserve the setting and special character of Dore Village and its Conservation Area and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land. The Forum also supports the Local Authority's view that the majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development and especially those areas of the Green Belt in close proximity to the Peak District National Park.



5.17 Sheffield and Dore have strong historical reasons for being proud of their Green Belt. The Sheffield Green Belt was first created in 1938 and was the first such area in the nation alongside the London Green Belt. It was originally the product and design of one of the great Sheffield campaigners, Ethel Haythornthwaite, who founded the Sheffield Association for the Protection of Local Scenery in 1924 and steered it to become a branch of the nascent Council (now Campaign) for the Protection of Rural England. She devised the notion of a Green Belt for Sheffield following a successful campaign by the CPRE locally to object to the proposed massive development of the area between Whirlow Bridge and Dore Moor Inn. The Sheffield Green Belt was finally fully adopted in 1983 but remains a testament to Ethel Haythornthwaite who is remembered alongside her husband, Gerald, in a small memorial woodland planted opposite the Dore Moor Inn.

5.18 The 'Proposed Sheffield City Region Combined Green Belt Review-a Common Approach-August 2014' provides the basis of the City Council's Green Belt Review. The City Council has not consulted the Neighbourhood Forum as part of this Review, which has a potentially significant impact on planning for the Dore Neighbourhood. However, the 'Common Approach' does provide the Forum with a framework for appraising the sensitive nature of the Green Belt in Dore Neighbourhood Area:

**Purpose: To check the unrestricted sprawl of large built up areas.**

- Dore Village is, with the exception of Poynton Wood, entirely surrounded by the Sheffield Green Belt, which is valued by the local community in checking the unrestricted sprawl of the South West urban area of Sheffield City.
- Development of land immediately abutting Dore Village would be perceived as a significant extension of the large built-up area of the South West urban area of Sheffield City.

**Purpose: to assist in safeguarding the countryside from encroachment.**

The areas of land around Dore Village are predominantly undeveloped and 'countryside in character', but where urban development proximity is apparent:

- The Forum contends that the value of the relatively narrow strip of Green Belt between the Village and the National Park (which is at one point only two fields across) is not just in safeguarding the countryside from encroachment but has the additional value of safeguarding the setting of the National Park from encroachment. It is the Forum's strong contention that the setting of a National Park is a particularly sensitive piece of countryside to be protected from encroachment and that Dore has expanded over the years quite far enough towards the Park boundary and its eastern moorlands.
- All relevant authorities, including Sheffield City Council, have a Section 11A(2) duty under the National Parks and Access to the Countryside Act 1949 (as amended) to 'have regard' toward National Parks which should make them highly sensitive towards the development of land bordering the Peak District National Park. This in part persuaded the City Council to designate the landscape in this area as an 'Area of High Landscape Value' in the Unitary Development Plan. Since then the City Council has taken PPS7 advice that an attempt should be made to use criteria-based planning policy to protect this environment. Accordingly the Council produced Policy GE6 based on the Sheffield Preliminary Landscape Character Assessment which proposed that any development in the area of the Green Belt around Dore which is conspicuous from the Peak District National Park should not conflict with its purposes or harm its valued characteristics.

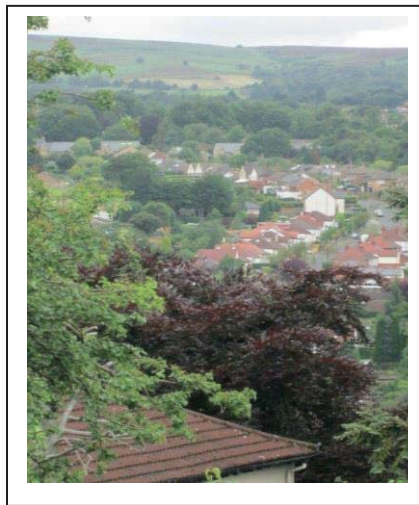


*Pastoral landscape flowing across the National Park and Green Belt boundary in Dore Neighbourhood Area*

- The Green Belt in Dore Neighbourhood borders the Peak District National Park and is valuable because it affords views from the Park of visually attractive landscape that has characteristics that flow, because of their common geology and ecology, across the borders of the National Park and Green Belt. 'The Peak District National Park Authority Landscape Strategy and European Convention Action Plan' (July 2009) identifies the Green Belt in Dore Neighbourhood as comprising both (i) a 'Gritstone Upland' characterised as an 'enclosed upland pasture landscape associated with high, gently undulating moortops', 'a landscape of isolated stone farmsteads' with 'regular fields enclosed by drystone walls' with a strategy to 'protect historic drystone walls', to 'manage and enhance the diversity of agricultural grassland' and to 'manage the network of tracks and footpaths to maximise opportunities to enjoy the landscape'; and (ii) an area to the immediate west of Dore Village of Landscape Character Type 'Slopes and Valleys with Woodland' characterised as 'a small-scale but extensive pastoral landscape which is heavily wooded in places' where 'the overall strategy should be to protect and manage the tranquil pastoral landscape through sustainable landscape management; seek opportunities to enhance recreation opportunities, woodlands, wildness, and diversity of more remote areas' and particularly managing the 'network of tracks and footpaths to maximise opportunities to enjoy the landscape' and if possible 'create new native broad-leaved woodland'. The Green Belt is particularly vulnerable where Dore Village comes closest to the boundary of the National Park and any inappropriate development here would especially impact on views from and to the Park and the adjoining pastoral landscape.
- The landscape is of intrinsic value, the majority being designated an Area of High Landscape Value in the Unitary Development Plan. The Sheffield Green Belt and Countryside Areas Preliminary Landscape Assessment proposes Countryside Character Areas to replace the 'Area of High Landscape' designation and identifies the countryside character areas around Dore as Upland or Lowland Rolling Slopes to the west and north of the Village and Lowland Wooded Slopes along the Limb Valley.
- Much of the Green Belt around Dore Village is designated as sites of wildlife interest. The Green Belt provides valuable wildlife corridors and a wildlife buffer to the ancient woodlands of Ecclesall Woods, as recommended by Professor Sir John Layton's review of wildlife sites for the Government's 'Making Space for Nature' (September 2010) and largely embodied in the Natural Environment White Paper of 2011.
- The Green Belt to the north of the Village provides a number of playing fields and public open spaces that provide important recreational facilities for the local and wider Sheffield community. Many of these are demonstrably valued by the local community because of their historic interest, recreational value and their beauty.



- The Green Belt also provides valuable public access to the local countryside for local residents by way of a network of public footpaths and bridleways, and provides access to Ecclesall Woods to the East and the Eastern Moorland Fringe of the Peak District National Park to the West. The popularity of this area is demonstrated by the enthusiastic use by many Dore folk (and others in Sheffield) of the Dore Village society booklet '*On Your Dorestep - 25 walks in and around Dore*'.
- Much of the Green Belt in the Dore Neighbourhood comprises the Strategic Green Network and Green Corridors identified in the Core Strategy and Unitary Development Plan
- The Green Belt provides an important natural asset supporting the attractive character of Dore Village's Housing Area because of its visual amenity and accessibility.



*Dore Village in the context of the Green Belt*

**Purpose: To preserve the setting and special character of historic towns.**

- While Dore does not claim to be a major 'historic town', Dore Village Centre retains some of the historic character from its Derbyshire agricultural origins and this is recognised by the designated Dore Conservation Area that has a close relationship with its countryside setting. Views of the parish church tower are visible from the surrounding Green Belt.
- Ryecroft Farm on Dore Village's eastern boundary is identified as an area of archaeological value in the South Yorkshire Historic Environment Characterisation Survey.

**Purpose: To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.**

- The development of the Green Belt in Dore Neighbourhood, particularly for housing, would detract from the strategic aims of Sheffield City Council for developing brownfield sites, intensifying development within the existing urban area, redeveloping Shalesmoor and Attercliffe, the proposals for strategic extensions of the urban area along the Upper Don Valley to Stocksbridge, the urban extension at Waverley and Mossborough in the East and developing the former airport site at Norton. The 'Call for Sites' by Sheffield City Council has demonstrated an overwhelming desire by developers to build in the Green Belt around Dore Village but any release of small sites within the Green Belt would detract from the strategic aims of urban regeneration. Developers' preference for greenfield development before brownfield and other urban sites would undermine the strategic aim of the Sheffield strategic housing proposals: there is little doubt that, if they were given free rein, developers



would seek to develop on the Green Belt around Dore Village before making any attempt to address the City Council's 'Options for Growth' objectives.

### **Sustainable development**

Existing public transport provision serving a large part of Dore Neighbourhood Area is poor and most of the areas of Green Belt in Dore Neighbourhood Area are more than 400 metres from the railway and bus services, making accessibility to public transport facilities unsustainable. Whilst public transport provision remains at the present level new development should not take place.

### **The Sensitive Landscape of the Setting of the Peak District National Park**

5.19 Given the particular sensitivity of the setting of the Peak District National Park and the Green Belt landscapes lying between the Park boundary and Dore Village, the Dore Neighbourhood Forum proposes to protect the area from unsuitable development.

#### **DN POLICY 2: The Landscape Sensitivity of the Setting of the Peak District National Park.**

**The land lying between the boundary of the Peak District National Park and the developed Dore Village which is conspicuous from the National Park and has landscape characteristics which flow within landscape character types appearing on both sides of the National Park boundary forms the natural setting of the National Park and will not be viewed as suitable for housing development except in very special circumstances.**

#### **How the Policy will be put into practice.**

*By deciding planning applications*

#### **Green Belt-Green Infrastructure Strategy**

*“One of the supreme delights of Sheffield is to be on the edge of a dramatically beautiful accessible National Park”*

5.20 The Green Belt featured strongly through all the formal consultation events held with residents. There was a massive endorsement in a village-wide questionnaire for the City Council's view in the City-wide Options for Growth document that: 'The majority of Sheffield's Green Belt is too environmentally sensitive to be suitable for development [and] Areas bordering the Peak District National Park are particularly valuable.' The strongest reason supported by residents for the permanence of our existing Green Belt between Dore and the National Park was that it protected the setting of the National Park and should therefore be itself protected; closely followed by the value of constraining urban sprawl into the countryside and the need to concentrate development growth on urban brownfield sites. Residents valued the Green Belt as a green wildlife corridor between Ecclesall Woods and the National Park and as a source of good recreational opportunities. Residents value their close relationship with the National Park and the part that the Green Belt plays in protecting that relationship. They support the NPPF view that local planning authorities should plan positively to enhance the beneficial use of the Green Belt.



5.21 Over the past two years Sheffield city Council has consulted widely on a Sheffield Outdoor Strategy. Last year it published its finalised document *The Outdoor City Economic Strategy* in which it stated: “As the fourth biggest city in the UK, Sheffield’s outdoor offer is the key differentiator between it and other cities, and importantly, it is a distinction that cannot be replicated because it is based on the city’s natural geography and topography.” It also pointed out that Sheffield was the only major city in the UK with a National Park within its boundary, thus underlining one of Dore Neighbourhood Forum’s key points, viz. that Sheffield has a major responsibility to show respect for the protection of the special qualities of the local National Park and that of the Park’s setting. A number of the proposed ‘outdoor recreational zones’ in the strategy -- Burbage, Blacka Moor, Ecclesall Woods and Lady Cannings Plantation, Ringinglow are situated wholly or partially within the boundary of Dore Neighbourhood Area and therefore the network of footpaths and bridleways linking them across the Green Belt within the area are critical to their success, and the open countryside appearance of the Green Belt is vital to their landscape attraction. It is not only the community of Dore but Sheffield as a whole and its visitors who will value the integrity of this green infrastructure network. As the *Strategy* states: “ If we view the walking and cycling connections in Sheffield as a web, attention needs to be given to ‘radial routes’ that connect the various spokes that run from the city into the countryside. These will not only be routes that connect people’s homes to outdoor destinations but also connect destinations to each other. This is dependant on a good quality public rights of way network”. The *Strategy* outcomes of:

- Improving Sheffield’s national and international profile.
- Increasing the size and value of the city’s outdoor economic sector.
- Attracting and retaining talent in the city.
- Attracting more visitors to the city.
- Increasing the participation of Sheffield people, across all social groups, to the outdoors on their doorstep, with obvious health and wellbeing benefits.

depend on developing the green infrastructure of the city, particularly where the city reaches out towards the National Park, as it spectacularly does within our Neighbourhood Area.

5.22 In recognition of the economic needs expressed in the Council’s Outdoor Economic Strategy and of the sensitive nature of the Green Belt around Dore Village, especially in relation to the setting of the National Park, the Neighbourhood Forum proposes to take forward the strategic aim of Green Belt designation to plan positively to enhance the beneficial use of the Green Belt:

- looking for opportunities to provide new pedestrian access, for example such as the recently designated rights of way between Sheephill Road and Hathersage Road, providing links to the Open Access Area and other rights of way in the Peak District National Park and with rights of way in Dore Village.
- providing opportunities for improving provision for outdoor sport and recreation, not only in the existing open spaces but, for example, by additional open space adjoining Totley Brook Green Space and improving drainage at Whirlow Playing Field.
- retaining and enhancing landscapes, visual amenity and biodiversity especially the woodlands of Wagg Wood and the Limb Valley and designated Areas of Natural History Interest.
- improving damaged and derelict land, for example, by the demolition and reclamation of the redundant sports pavilion at Cross Lane.



- Developing a Green Strategy including maintaining and enhancing the Green Corridors of the Limb Valley and Old Hay Brook.

5.23 The Dore Neighbourhood Forum is aware that Sheffield's two universities have a wealth of study experience of the value to human wellbeing of access to the natural world for physical health, mental health and spiritual wellbeing. There can be no doubt that Sheffield residents and Dore residents benefit in health and wellbeing by ready access to local green spaces. Sheffield has been chosen by the Natural Environment Research Council for a major practical research project (valued at £1.3m) *Improving Wellbeing through Urban Nature* (IWUN), led by the University of Sheffield's Department of Landscape and bringing together academics from Sheffield, Derby and Heriot-Watt Universities with the Wildlife Trusts, Recovery Enterprises and the Centre for Sustainable Healthcare. IWUN will evaluate the ways in which the quality and quantity of urban green space impacts on the health and wellbeing of Sheffield residents that could support the importance of developing a green infrastructure strategy.

5.24 The Forum also supports the Peak District National Park Authority's 'Landscape Strategy and European Landscape Convention Action Plan' (July 2009) and the Landscape Guidelines for the areas of 'Slopes and Valleys'. This would include protecting historic parkland landscapes, historic field barns, dry-stone walls, hedgerows and historical enclosure patterns, managing and enhancing the historical pattern of development, the network of minor roads, woodlands, diversity of agricultural grasslands, linear tree cover and amenity trees. (p118)

### **DN POLICY 3: Green Infrastructure Strategy.**

**The existing green infrastructure network in Dore, which is important to landscape quality, visual amenity, recreation and leisure, community use, townscape and areas of natural interest will be protected and enhanced. Development proposals will be supported that contribute to the value of the green infrastructure in the Green Belt adjoining the National Park and between Dore Village and Ecclesall Woods by:**

- 1. retaining and enhancing the most important environmental infrastructure assets and connections that contribute to the functionality of networks of ecosystems in their existing location; and**
- 2. demonstrating that all the functional environmental infrastructure and connections have been taken into account in the design of proposals, including impacts on ecosystems, biodiversity and recreation within and near the application site and show how the scheme has positively contributed to place making and influenced the proposal; and**
- 3. restoring or enhancing connectivity for nature and people through the site and linking to adjacent sites or green routes, helping to provide better links between urban and rural landscapes and creating accessible and attractive places for the community to make regular contact with the natural environment.**



**4. providing accessible and good quality open space; and**

**5. providing clear arrangements for the long-term maintenance and management and/or enhancement of the green infrastructure assets.**

**In exceptional circumstances, where retention of the most important green infrastructure assets and connections is outweighed by benefits arising from the development proposals and they cannot be retained on site, the loss resulting from the proposed development should be replaced by equivalent or better provision in terms of quality and quantity of ecological or open space in a suitable location.**

**How the Policy will be put into practice**

*A Green Infrastructure Strategy will be prepared in co-operation with landowners and Sheffield City Council, in consultation with the Peak District National Park Planning Authority.*

*By deciding planning applications*

**Long Line Substantially Developed Road Frontage**

5.25 Because Long Line lies in the Green Belt and the existing Area of High Landscape Value and is conspicuous from the Peak District National Park, the 'substantially developed road frontage' referred to in UDP Policy GE5 requires to be more closely defined to protect Long Line from development that would lead to infilling green gaps between existing development in the road and would impact on views across the Green Belt towards the Peak District National Park. Infilling would damage the character and amenity of the landscape character area identified in the Sheffield City's Preliminary Sheffield Landscape Assessment and views to and from the Peak District National Park. The Peak District National Park Authority Landscape Strategy (July 2009) identifies much of the Green Belt area as an area requiring careful protection, management and landscape enhancement.

*".....protecting views into the Park and from the Park into Dore"*

5.26 The residents of Long Line and the residents of the village as a whole recognise the special location of Long Line, being as it is in a Green Belt area of high landscape value and is also highly conspicuous from the Peak District National Park. All residents wished to protect the views from the National Park and not to permit developments that detracted from that National Park border land character. The residents of Long Line were instrumental in the evolution of this policy and gave it their strong support in a questionnaire survey.

5.27 The 'substantially developed road frontage' of Long Line comprises three groups of dwellings on the south western side of the road only separated by areas of open farmland; numbers 1-19, 57-63 and 139-175. The development of any new infill single dwellings should maintain the existing building line formed by the main properties and use dwelling designs and landscaping that would enhance the local landscape character area and views to and from the Peak District Eastern Moorland Fringe. Any new development should not conflict or harm the purposes of the Peak District National Park.





**DN POLICY 4: Long Line Substantially Developed Road Frontage.**

In order to protect the landscape character of the countryside around Long Line new single dwellings will be permitted as infill on Long Line in the following locations:

**Properties Numbered 1-19, 57-63 and 139-175 Long Line.**

**New development should maintain the main dwellings' building line; and**

**respect and enhance the valued characteristics of the local landscape character; and**

**protect the setting of the Peak District National Park.**

**How the Policy will be put into practice**

*By deciding planning applications in consultation with the Peak District National Park Authority by reference to the landscape character assessments carried out by the PDNPA and SCC.*



## HOUSING AREA

### 6.0 National Planning Policy Framework

The NPPF advises that to boost significantly the supply of housing, local planning authorities should:

- Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and ensure choice and competition in the market for land;
- Identify a supply of specific, deliverable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- For market and affordable housing, illustrate the expected rate of housing delivery for the plan period through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
- Set out their own approach to housing density to reflect local circumstances. (para. 47)

The NPPF advises that local authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in a local area and will continue to provide a source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens. (para. 48) Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area. (para. 53)

The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. (para. 56) It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. (para. 57)

Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies should aim to ensure that developments:



1. Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
2. Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
3. Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments; and support local facilities and transport networks;
4. Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
5. Create safe and accessible environments where crime and disorder, and fear of crime, do not undermine the quality of life or community cohesion; and
6. Are visually attractive as a result of good architecture and appropriate landscape. (para. 58)

The NPPF advises that local planning authorities should consider using design codes where they would help deliver high quality outcomes. However, design codes should avoid unnecessary prescription of detail and should concentrate on guiding the overall scale, density, massing, height, landscaping, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally. (para. 59)

## Adopted Sheffield Plan

6.1 'Core Strategy Policy CS26 *Efficient Use of Housing Land and Accessibility*' proposes that Housing development will be required to make efficient use of land but the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities.

Subject to the character of the area being protected, densities will vary according to the accessibility of locations, with the highest densities in the City Centre and the lowest in rural areas. Density ranges for new housing development will vary, in decreasing order of intensity, according to whether a development is:

1. within or near to the City Centre - at least 70 dwellings per hectare.
2. within or near Meadowhall or a District Centre - 50 to 80 dwellings per hectare.
3. near to Supertram stops & high frequency bus routes in the urban areas -40 to 60 dwellings per hectare.
4. in remaining parts of the urban area - 30 to 50 dwellings per hectare.
5. in rural areas - 30 to 40 dwellings per hectare.

Densities outside these ranges will be allowed where they achieve good design, reflect the character of an area or protect a sensitive area.

6.2 'Core Strategy Policy CS31 *Housing in the South-West Area*'.



*In South West Sheffield, priority will be given to safeguarding and enhancing its areas of character. The scale of new development 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.*

Priority is given to safeguarding the character of the South-West because of the concentration of attractive and distinctive neighbourhoods, which are one of the reasons for the strong demand for housing here. This area has a strong concentration of features that are distinctive to Sheffield and which should be safeguarded and enhanced. This includes the area's natural setting, the parks, open spaces, trees and mature gardens and the stone-built houses of the older suburbs (see policy CS74). Sites are already committed here and this policy allows for unforeseen sites that may arise over the plan period, though this capacity is likely to be limited. In recent years there has been a tendency to increase the volume of housing here through higher densities, including the construction of apartments; but respecting the character of the area means that the density of new developments should be in keeping with it. In many parts of the south-west, such as the Victorian suburbs and other areas with distinctive townscape, this will place significant limits on higher densities. (see policies CS26 and CS74). Higher densities would be confined to areas close to district centres and high frequency bus routes.

Managing the overall scale of development in the south-west will help to stimulate demand in other parts of the city. It is economically as well as environmentally unsustainable to meet all the latent demand in this finite area and there are many other parts of the city with attractive residential areas. The policy also reflects the constraint on road capacity in the area. Each of the major corridors has significant congestion problems and there is limited physical capacity to overcome them. The generation of more traffic through significant housing growth would increase the problems of delay and conflict with shops and services that are served by these routes. Some of the most serious congestion hotspots on the Inner Ring Road are at the intersection of routes from the south-west and significant growth could worsen this, with implications for the City Centre economy.

The policy will be implemented through the limited allocation of sites in the City Sites Document. Decisions about the suitability, density and design of specific proposals will be made by applying policy CS26 and the criteria in the City Polices document, to ensure consistency across the city.

6.3 'Core Strategy Policy CS74 *Design Principles*' states that high quality development will be expected, which would respect, take advantage of and enhance distinctive features of the city, its districts and neighbourhoods, including:

1. The topography, landforms, river corridors, Green network, important habitats, waterways, woodlands, other natural features and open spaces;
2. Views and vistas to landmarks and skylines into and out of the City Centre and across the city to the surrounding countryside;
3. The townscape and landscape character of the city's districts, neighbourhoods and quarters, with their associated scale, layout and built form, building styles and materials;
4. The distinctive heritage of the city, particularly the building and settlement forms associated with:
  - i. the metal trades (including workshops, mills and school boards.
  - ii. the City Centre.



- iii. Victorian, Edwardian and Garden City suburbs.
- iv. historic village centres and the city's rural setting.

Development should also:

- e). contribute to place-making, be of a high quality, and contribute to a healthy, safe and sustainable environment, that promotes the city's transformation;
- f) help to transform the character of physical environments that have become run down and are lacking in distinctiveness;
- g) enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people;
- h) contribute towards creating attractive, sustainable and successful neighbourhoods.

6.4 Unitary Development Plan Policy BE5 *Building Design and Siting*: Good design and the use of good quality materials will be expected in all new and refurbished buildings and extensions.

6.5 Unitary Development Plan Policy H14 *Conditions on Development in Housing Areas*.

In Housing Areas, new development or change of use will be permitted provided that:

- a) new buildings and extensions are well designed and would be in scale and character with neighbouring buildings; and
- b) new development would be well laid out with all new roads serving more than five dwellings being of an adoptable standard; and
- c) the site would not be over-developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood; and
- d) it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians; and
- e) it would not suffer from unacceptable air pollution, noise or other nuisance or risk to health or safety; and
- f) it would provide, where appropriate, an environmental buffer to shield sensitive land uses; and
- g) it would comply with Policies for the Built and Green Environment, as appropriate; and
- h) it would comply with Policies H16, LR8 and T28.

6.6 South Yorkshire's Residential Design Guide 2011 provides comprehensive good practice design guidance for new dwellings and extensions.



## Emerging Sheffield Plan - Citywide Options for Growth to 2034.

6.7 The options for housing growth are:

Option A: Urban Capacity. Continuing with the current strategy of concentrating new development on brownfield sites within the existing urban areas and making an additional allowance for windfalls on larger sites. Developing sites at similar densities to those achieved in the past.

Option B : Urban Intensification. Making more intensive use of sites within the existing urban area by:

(a) Relaxing amenity standards and reducing parking provision in existing neighbourhoods close to District and Neighbourhood Centres, resulting in higher overall densities (meaning smaller houses and apartments would make up a greater proportion of the new homes built in those locations).

(b) A further emphasis on City Centre living as a part of the strategy for mixed use within the area bounded by the Inner Ring Road and Kelham/Shalesmoor (this could include some taller buildings in certain locations).

(c) Relaxing policies for the protection of open spaces to enable some surplus urban green space to be developed, with the money generated being invested in improving the quality of the remaining areas.

Option C: Urban Remodelling. Remodelling parts of the existing urban area at Neepsend/Shalesmoor and Attercliffe to enable the reallocation of poorer quality employment uses for housing.

Option D: Limited number of larger urban extensions into the Green Belt at Stocksbridge and the Upper Don Valley, East Sheffield as an extension to Waverley in Rotherham Borough and South-East Sheffield at the former Norton aerodrome.

Option E: Multiple Smaller Green Belt Releases:

(a) Develop multiple smaller urban extensions around the built-up areas, and:

(b) Allow redevelopment of existing previously developed (brownfield) sites in the Green Belt for housing.

Typically, developments would have the capacity for up to 300 homes though, potentially, with a small number of larger extensions in the four locations identified under Option D.

## Dore Village Housing Area.

6.8 Dore Village, the built up area of Dore Neighbourhood Area largely enclosed by the Green Belt, grew from its Derbyshire origins of scattered stone-built farmsteads and cottages, in the late nineteenth century when the railway first came to Dore, then over the pre-war, inter-war and post war periods of the twentieth and the early years of this century. Dore Village grew incrementally, generally by the development of windfall sites, by about 30 dwellings per year and now contains about 3000 dwellings. The Housing Area, shown on the Proposals Map, comprises a diverse range of homes, both private and social housing, bungalows, terraced, large and small semi-detached and detached houses and small apartment blocks. Sixty four dwellings, including six social housing units, are under construction on the brownfield, former King Ecgbert School site, at Wyvern Grange off Furniss Avenue.



*Housing under construction at Wyvern Grange*

6.9 As indicated in Core Strategy policy CS31, latent demand for housing development remains strong in Dore Village because of its attractive and distinctive Housing Area, and in the past five years over 40 dwellings have been permitted on several sites involving demolition of single dwellings and redevelopment by three-storey apartment blocks and houses in residential gardens. A number of dwellings have been approved as tandem development in residential gardens. The Neighbourhood Forum is concerned that continuing the incremental intensification of the Housing Area in this manner will damage the character of Dore's Housing Area.

6.10 The Forum recognises the case made in the 'Citywide Options for Growth to 2034' for substantial housing growth required in the City to 2034, but notes that the latest indicative assessment of housing need in Sheffield provided by the Government on 14 September 2017 suggests that the target in the 'Options for Growth' document is at the upper end of what is needed. The Forum is relying on a significant supply of new housing in the City to be boosted by the strategic options for housing growth in the 'Options for Growth' document. The Forum notes that the Council's options provide for the greater part of that growth to come from measures that do not directly affect Dore. The Forum is aware that Dore is likely to be expected to make a contribution to the City's housing growth, albeit modest, from Option B (Urban Intensification) and Option E (multiple smaller Green Belt releases). The problem is that Dore has little planning scope for new housing because:

- (a) There are no undeveloped allocated housing sites in Dore in the Adopted Sheffield Plan.
- (b) There are no housing sites identified for Dore in the 'Citywide Options for Growth' document.
- (c) While the Forum supports the development of brownfield sites, the Council has not identified any such sites in Dore.
- (d) The residential gardens in Dore cannot be considered as brownfield sites (see *Dartford v Secretary of State* 2016).
- (e) Whilst Dore has contributed a large number of windfall sites in the past, the scope for this continuing in the future is seriously limited as few, if any, parts of the Housing Area are likely to justify redevelopment in the next 20 years.
- (f) Building houses in the Green Belt surrounding Dore is constrained by Green Belt policy, not least because of its close proximity to the Peak District National Park.

6.11 The Neighbourhood Forum supports the strategic aims of Core Strategy Policy CS26 and Core Strategy Policy CS31 as set out in paragraphs 6.1 and 6.2, that the density of new development should be in keeping with the character of the area and that the scale of new development should be largely defined by what can be accommodated at an appropriate density. Higher densities cannot be justified in Dore Village by being close to a district centre, high frequency bus route or Supertram route. The Forum considers that the appropriate density in Dore is significantly lower than the 30-50 dwellings per hectare indicated for this urban area and



supports the maintenance of the existing densities of between 11 and 32 dwellings per hectare. The Forum is of the view that these densities are appropriate, for new development, in achieving good design and in reflecting the character of Dore's Housing Area. The Forum agrees with the City Council in Policy CS31, that in safeguarding the housing area of the South-West of Sheffield and respecting the areas of distinctive character this will place significant limits on higher densities.

*"...smaller properties for downsizing ..... rather than a monopoly of executive homes"*

6.12 Residents were keen to maintain the open and leafy character of Dore both from the perspective of living in the village and the views of the village from the National Park and surrounding Green Belt. There was concern that gardens were increasingly being regarded as potential building sites, of creeping and unplanned intensification of development, and that where new developments were taking place these were not of the type required to maintain Dore as a vibrant community – that is a mix of housing types not just the “executive property” apparently favoured by developers. There was a general expression that new development should be in keeping with the character of the neighbourhood and not put a strain on village facilities, transport and schools.

6.13 The Neighbourhood Forum supports the Policy CS31 in proposing to safeguard and enhance Dore's Housing Area because it is of the opinion that it exhibits features in abundance that are identified in Policy CS31 as attractive and distinctive in South–West Sheffield. These features include:

- **The area's natural setting:** The Green Belt benefits adjacent housing areas directly because of its visual amenity and public access. The Green Belt provides visual amenity for the Housing Area within the Village, not adjacent to the Green Belt, by providing surprise views out into the natural setting. This includes views, for example, of Ecclesall Woods, the Peak District National Park and the higher land of Bradway and the Derbyshire countryside.



*Dore in its natural setting*

Dore's Housing Area also benefits from its proximity to the Peak District National Park, not only for its visual amenity but also because it is an extremely attractive recreation facility on the Village doorstep, eminently accessible by road, public footpaths and open access land. The widespread use of the Dore Village Society publication 'On Your Dorestep' (DVS 2008) demonstrates the extent to which the community values local footpaths and their access to the Green Belt and National Park





- **Parks and open spaces:** Attractive and distinctive features in the housing area include the Recreation Ground and other open spaces that are proposed as Local Green Spaces. The Housing Area is enhanced by open spaces such as the tennis courts in Devonshire Road and incidental amenity spaces in the Totley Brook housing estate. Playing fields at Dore Primary School, King Egbert Community School and the Rowan School also provide open space visual amenity to the Village Housing Area. Loss of any of these spaces would be detrimental to the character of the Village Housing Area.
- **Trees:** The Village Housing Area is particularly well furnished with mature trees that provide an overall tree cover that is apparent from views of the Village from high view points such as Bradway to the south and the Peak District National Park. Many of these trees are located in residential gardens and loss of gardens could lead to these trees being lost.



*Aerial view of Dore Village's mature gardens and tree and urban grain*

- **Mature gardens:** Mature residential gardens, providing public and private amenity and opportunities for wildlife are characteristic of the Village's Housing Area. Most comprise private front and rear gardens but some form the communal gardens of apartments and common open spaces within housing areas where they are highly valued by local residents. The annual 'Open Gardens' event during the Village Festival is testament to the appreciation of village gardens by the local community.
- **Stone-built houses of older suburbs:** The Village Housing Area also benefits from the special character of stone-built houses of the Victorian and Edwardian suburbs in the south of the Village, that exhibit larger scale and ornate architectural details. Dore Conservation Area with its many older stone buildings is an area of special historic and architectural interest that demands particular care in preserving and safeguarding the character of the Housing Area.



*Stone-built housing in Totley Brook Road*

### **Housing development in residential gardens.**

6.14 Noting that the NPPF states at paragraph 53 that ‘Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area’, the Neighbourhood Forum believes there is merit in taking such an initiative because, as has been argued in the foregoing paragraph, loss of mature gardens to new development would cause harm to the attractive and distinctive character of this part of South-West Sheffield housing area and would endanger views from the Peak District National Park.

6.15 Residential gardens comprise gardens of single dwellings, gardens of properties converted to flats, communal gardens to blocks of flats and communal gardens serving multiple dwellings. Inappropriate housing development in gardens excludes householder development permitted under the General Permitted Development Order.

6.16 New housing development in residential gardens could be inappropriate as it could erode the attractive and distinctive character of the Housing Area of Dore Village by causing loss of mature gardens, damage to the visual amenity of local residents, imposition of noise and movement nuisance to adjoining properties caused by new vehicular and pedestrian access, deprive residents of light, privacy or security and lead to the loss or threat of loss to existing mature trees and hedges. In particular, tandem development in residential gardens, which uses the vehicular and pedestrian access of an existing dwelling, would be inappropriate as it generally leads to the imposition of intrusive noise to adjacent properties caused by the new vehicular and pedestrian access, loss of visual amenity and privacy of the existing dwelling and adjoining residential properties.

### **Maintaining the urban grain and appropriate density of the Village housing area.**

6.17 The attractive and distinctive character of the Village Housing Area also relies upon the urban grain of the built environment that varies across the housing area, dependent on the pattern of the arrangement of street blocks, plots and their buildings in a settlement. The urban grain is reinforced by a general compliance of existing development to a common building line that creates a neighbourly relationship of the built form. (DETR *By Design*, 2000). Development not in keeping with the existing urban grain of the Housing Area would be inappropriate in residential gardens.

6.18 The Neighbourhood Housing Working Group has developed a detailed Housing Character Appraisal (March 2017) that identifies the varying urban grain across eight housing sub-areas.

6.19 New housing infill development on the frontage of housing sites and complying with the existing building line would safeguard the character of the various parts of the Housing Area, maintain an appropriate density, and retain the existing urban grain. Infill development would also include the redevelopment of existing



dwelling on the same footprint, redevelopment of existing dwellings for one or more dwellings, development between existing dwellings and subdivision of existing dwellings.

6.20 There is also a need to enable the improvement and modernisation of the existing housing stock. Recent developments of this kind in Dore's Housing Area have demonstrated that the redevelopment of existing dwellings by modern housing on the frontage of existing dwellings is acceptable.

6.21 Over the years Sheffield has quite rightly lauded its close relationship with the Peak District National Park. Equally the National Park has recognised that one of its distinguishing features is its close relationship with a ring of major urban and city settlements encircling it. What is crucial, if this special relationship of great natural beauty and great dynamic cities is to be mutually celebrated, is that the physical proximity of one with another is recognised and handled in a civilised planning manner.



*View from the Peak District National Park overlooking Dore Village*

6.22 The view shown above, obtainable from several Open Access moorland locations within the National Park (just before the heather flowers fully), presents a panorama reaching out to central Sheffield and beyond. While it is a matter of legal duty for all public authorities to have regard to the purposes of the National Park, it is surely a matter of civic pride for Sheffield City Council to ensure a civilised landscape transition from the Park to the developed city. It is the Forum's strong belief that the existing character and density of Dore's Housing Area makes a major contribution to a successful landscape transition from the National Park moorland, which has earned the highest landscape designation available in the United Kingdom, towards the distant city centre. From this beautiful moorland edge the observer's eyes travel gently over, not only the narrow and fragile Green Belt area (designated of High Landscape Value in the Unitary Development Plan) but also over suburban Dore Village, handsomely set in tree cover, which then fill out in the magnificent ancient Ecclesall Woods before giving way to the suburbs of Ecclesall and Millhouses.

6.23 The Forum believes that it is important to retain and protect the attractive and distinctive features of Dore's Housing Area, particularly in the natural setting in which Dore Village is located and the role that its trees and mature gardens, low density and urban grain play in benefitting those who live in Dore and those who may be attracted to Dore and thereby to Sheffield. The Forum also believes that these features consolidate Dore's transitional landscape function which would be seriously damaged by higher density development or urban extension. Sheffield can be proud of, and ought to jealously guard, its civilized landscape transition between a beautiful national park and a neighbouring dynamic city.



6.24 Given the limited opportunities there are within Dore Village for additional homes, the Forum has nonetheless considered what infill housing policy it could support to provide scope for more building within the constraints which the Forum has set out above and which it summarises below:

- a) The Forum supports the moderating impact of Policy CS31 in South West Sheffield on housing densities in Policy CS26.
- b) The Forum believes that Dore Housing Area exhibits in abundance the distinctive character features set out in Policy CS31 that ought to be safeguarded.
- c) The Forum wishes to take an initiative as proposed in paragraph 53 of the NPPF to resist inappropriate development in residential gardens.
- d) The Forum believes that any development in Dore Housing Area should maintain the urban grain of the built environment.
- e) The Forum strongly believes that the loss of gardens and of tree cover in Dore and the consequential stark exposure of built development in views from the National Park and its setting would not be a responsible way to plan development within view of the Park or to respect the current successful landscape transition from the Park to the developed city.

#### **DN POLICY 5: New Infill Housing Development in the Housing Area.**

**Due to environmental and housing area character constraints within Dore Village new dwellings will only be permitted on the existing frontage and not elsewhere in mature gardens and only where they comprise:**

- 1. the redevelopment of an existing dwelling on the existing footprint, or**
- 2. infill development, or**
- 3. the redevelopment of an existing dwelling to provide one or more dwellings for downsizing.**

**Subject to the development being in character with the existing form of development.**

#### **How the Policy will be put into practice.**

*By deciding planning applications in accordance with relevant Local Plan policies and supplementary planning guidance to control detailed design*

#### **Opportunities for providing smaller dwellings for downsizing.**

6.25 The 2011 Census provides evidence that in the Dore and Totley Ward the population is considerably older and aging compared with most other wards in the City. Also 31% of the households in the South-West of Sheffield are one person households and 22% consist of a single couple with no dependant children (*SCC Housing Market Profile-South West Sheffield 2015*). The Sheffield Housing Market Profile also provides evidence that, while 53% of the households in the South-West consist of a single person or single couple, 40%



of the houses in the South West as a whole have 3 bedrooms and a further 37% have 4 bedrooms or more. There is a mismatch between the size of households and the size of houses in the South West and yet there is continuing developer pressure to build larger houses than the population needs.

6.26 The demand for smaller dwellings to provide for older residents to downsize in Dore has been identified in public consultation as part of the 'DWELL' research project conducted by Sheffield University in 2013/16 (*Designing for Well-being in Environments for Later Life*). The Government White Paper *Fixing our Broken Housing Market* (cm 9352) at paragraph 4.43 recognises this need stating 'Helping older people to move at the right time and in the right way could also help their quality of life at the same time freeing up more homes for other buyers'. *The South West Sheffield Housing Market Profile* recommends that 'The small supply and low turnover of smaller houses and flats in this area limits the housing market for first time buyers looking for starter homes, and older households may wish to downsize to free up some of the larger properties to meet the demand from families currently in the area or those seeking to move elsewhere.'

6.27 The Forum wishes to help towards the downsizing process for older people in Dore by increasing the likelihood of infill development in Dore providing smaller homes and freeing up larger homes for family occupancy. The subdivision of existing dwellings into apartments and the redevelopment of existing dwellings by small apartments on the frontage of an appropriate character would not threaten the loss of residential gardens subject to their complying with housing conditions, especially regarding car parking. Such dwellings would marginally increase the existing density of the Village Housing Area but would not damage its character, subject to the design being in character with existing development.

#### **DN POLICY 6: The Provision of Smaller Dwellings Suitable for Downsizing.**

**Housing development proposals which favour the provision of smaller dwellings with no more than two bedrooms suitable for older people wishing to downsize, particularly those within reasonable walking distance of the Village Centre or regular bus routes, are likely to be supported so long as they meet other policy requirements as to design and character.**

**Where such developments are approved, consideration will be given to measures to increase the likelihood of their retention for the downsizing needs of older people, for example by removing permitted development rights when planning permission is granted.**

'reasonable walking distance' 400 metres.

#### **How This Policy will be implemented.**

By implementing planning decisions.



## OPEN SPACES

### 7.0 National Planning Policy Framework

The NPPF states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessment should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from assessments should be used to determine what open space and recreational provision is required. (para. 73)

Existing open space, sports and recreation buildings and land, including playing fields, should not be built on unless:

1. an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
2. 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
3. the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss. (para.74)

Local communities, through local and neighbourhood plans, should be able to identify for special protection, green areas of particular importance to them. By designating land as Local Green Space, local communities will be able to rule out development other than in very special circumstances. Identifying land as Local Green Space should therefore be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or reviewed and be capable of enduring beyond the end of the plan period. (para. 76)

The Local Green Space designation will not be appropriate for most green areas or open space. Designation should only be used:

1. where green space is in reasonably close proximity to the community it serves;
2. where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historical significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
3. where the green area concerned is local in character and not an extensive tract of land. (para. 77)

Local policy for managing development within a Local Green Space should be consistent with policy for Green Belts. (para. 78)



## Adopted Sheffield Plan

7.1 Core Strategy Policy CS46 *Quantity of Open Space* provides for new open space to be created as opportunities arise.

7.2 Policy CS47 *Safeguarding of Open Space*. Development of open space will not be permitted where:

1. It would result in a quantitative shortage of either informal or formal open space in the local area, or
2. It would result in the loss of open space that is of high quality or of heritage, landscape or ecological value, or
3. People in the local area would be denied easy or safe access to a local park or to a smaller open space that is valued or well used by people living or working in the local area, or
4. It would cause or increase a break in the city's Green Network.

7.3 Unitary Development Plan Policy LR4 *Open Spaces* proposes that open space will be protected from development where it is needed for outdoor recreation, or where it makes a valuable contribution to the natural environment, urban heritage or quality of life.

As opportunities arise, open space will be:

- a) Improved, where it is of poor quality; and
- b) Created where there is a shortage.

7.4 Unitary Development Plan Policy LR5 *Development in Open Space Areas*. Development will not be permitted where:

- a) It would cause damage to nature conservation sites, Scheduled Ancient Monuments or other archaeological sites; or
- b) It would cause damage to mature or ancient woodland or result in significant loss of mature trees; or
- c) It would significantly detract from the green and open character of the Green Network; or
- d) It would make an open space ineffective as an environmental buffer; or
- e) It would harm open space which forms the setting for a Listed Building or other historic building, or is needed to maintain an important view or vista; or
- f) it would damage the character of a Historic Park or Garden; or
- g) It would harm the character or appearance of a Public Space; or
- h) It would result in the loss of open space which is of such quality that it is of City-wide importance; or
- i) It would result in the over-development or harm the character of an area; or
- j) It would harm the rural character of a wedge of open countryside; or
- k) The proposed use would be incompatible with the surrounding land uses.

7.5. Unitary Development Plan Map 19 indicates that the Dore Neighbourhood has a provision of formal recreation space above the minimum guideline and Map 20 indicates that Dore Neighbourhood has a provision of informal recreation space below the minimum guideline. (Sheffield City Council has no policy to provide additional open space in the Neighbourhood Area).



## Designation of Local Green Space

*“Diverse and surprise views and an open aspect”*

7.6 There was very strong support for the designation of open areas in the village as Local Green Spaces. This support not only came from the wider community but also from interested users of existing open spaces, individuals concerned with maintaining the “open” character of the village and organisations, residents’ association and individuals who regard such spaces as being essential to the physical and emotional wellbeing of the local population. The original list of potential Local Green Spaces was intensively debated at the formal consultations and in meetings with interested parties, with areas being added and removed as the policy evolved.

7.7 Early progress on the IWUN study confirms the value to health and wellbeing of contact with nature, whether in the great outdoors or in formal parks, local green spaces or even residential gardens, all of which are highly valued by Dore residents and are more closely identified in this proposal for the designation of local green spaces. It is no surprise that in Natural England’s Monitor of Engagement with Natural Environment (MENE), it was shown in over 140,000 interviews conducted nationally over 3 years that the elderly (aged over 65) and people with disabilities and long-term illnesses visit the natural environment most frequently of the five population groups surveyed and have the most positive attitude to the natural environment which is particular relevance to Dore, that has the highest proportion of elderly people of all the Sheffield wards.

7.8 The Neighbourhood Forum is of the opinion that a number of existing open spaces, of particular importance to the community, should be protected and enhanced.

7.9 There are several open spaces in Dore Neighbourhood, both within the Village and in the Green Belt, that fulfil the requirements of the NPPF that:

- Are in reasonably close proximity to the local community of Dore, lying within the Village or within walking distance of the Village.
- Are demonstrably special to the Dore community as expressed in local consultations and hold a particular local significance for their beauty, historical significance and recreational value, tranquillity or richness of wildlife (e.g. being designated as Areas of Natural History Significance).
- Are not extensive tracts of land, being of limited area and defined by clear boundaries identifiable on the site, as shown on the Policies Map.

Many have some existing protection and all have scope for enhancement that may involve appropriate development. Several of the areas lie in the Green Belt and in areas of proposed Green Corridors that should be improved for wildlife and recreation purposes.

- 1) **Ash House Lane Playing Field**, owned by Sheffield City Council, is in the Green Belt and is laid out as a community football pitch and is valued by the local community for its landscape setting and recreational use. The playing field is the home of Porter Football Club and organised football matches are played there each weekend during the season. The playing field and its associated woodland are protected as part of a Green Corridor and should be improved for recreation and wildlife purposes.





*Ash House Lane Playing Field.*

- 2) **Beauchief Gardens**, owned by Sheffield City Council, located on Abbeydale Road South, is an Historic Garden donated to the Council in 1935 by the J G Graves Trust and comprises an attractive, ornamental, stone-walled, landscaped formal garden overlooking the Abbeydale Hamlet forge pond. The protection of the Gardens is supported in particular by the Friends of Millhouses Park who help maintain the Gardens and have expressed their support for the designation of the Gardens as a Local Green Space. The gardens are used daily by members of the community seeking an area for exercise, to sit and read or for family recreation. It is also a venue for the "Flying Gardeners Group" of Sheffield University of the Third Age and a very popular wedding photograph venue.



*Beauchief Gardens*

- 3) **Dore Recreation Ground** was transferred to Sheffield City Council by Mr E Sampson, the former Surveyor to the Norton Rural District Council and is part of Dore Conservation Area. It is held under the 1875 Public Health Act as Open Space and is protected as a Public Space. It is one of the most used open spaces in Dore and activities include: parent, guardian or sibling-observed small world play, kite flying, Tai Chi, Qi Gong, dog walking, jogging, photography, children's play areas, a seated meeting place for adults, young people and children, a safe meeting place for young adults, exercise-based activities, informal sports-football, cricket, French cricket, rounders, Frisbee, small ball games, den building, hide-and-seek, tree climbing, tag, quiet activities, walking, sitting, reading, personal music enjoyment, enjoyment of nature, nature rambles and brambling, learning to ride a bike, young persons play, buggy pushing. It is the site of the annual Scout and Guide Gala attended by thousands of residents and visitors. The protection and enhancement of the area for wildlife and recreation purposes is valued by the local community.



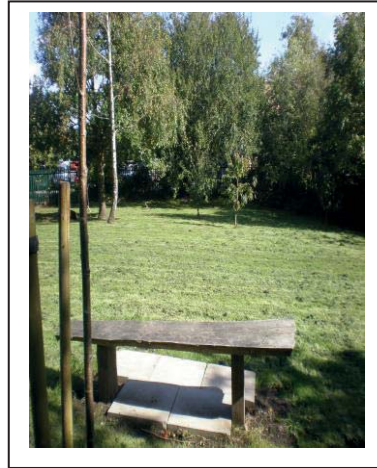
*Dore Recreation Ground*

**4) Dore Village Green** is owned by the Sheffield City Council and is a registered Village Green under the 1965 Commons Act. It is part of Dore Conservation Area and has particular historic significance being marked by an engraved stone as the meeting place of Aenred, King of Northumbria, and Egbert, King of Wessex, who had recently defeated Mercia and now accepted Aenred's submission and declared himself the 'Lord of all England'. The Village Green is valued by the community as an important and historic green space, for its beauty and for its location for the annual well-dressing, outdoor theatre production during the Dore Festival fortnight and one of the locations for the Dore Village Show. This Green, alongside the War Memorial, is the site for the hugely attended Annual Remembrance Day open air service and parade. At all times of the year it is a very popular meeting place and sitting area for families and Village residents of all ages.



*Dore Village Green*

**5) Kings Coppice Amenity Space 'The Orchard'**, has been adopted by Sheffield City Council as public amenity space and the community values this open space for its tranquil recreation and natural beauty. There has been some threat to the amenity space from local residents wishing to extend their gardens into the space. The Totley Brook Tenants and Residents Association (TARA), who help to maintain the amenity space, including by planting and maintaining fruit trees provided by the Dore Village Society, has expressed its support for designating the area as a Local Green Space. Recently a bench seat has been provided by the local community school. This area serves as an important relaxation and meeting place for local residents and is regarded by the TARA as fundamental to maintaining the identity and atmosphere of the area.



*Kings Coppice Amenity Space*

**6) Kings Croft Open Space**, owned by Sheffield City Council, is located next to the Dore Primary School and is protected because it lies largely within Dore Conservation Area with views of the Parish Church Tower. The area is protected as part of a Public Space. It is an important recreational area for primary school children and their parents and guardians both before and after school due to its proximity to the pre-school nursery and primary school, imbuing the space with a sense of familiarity and trust.

It has for many years been the primary “tobogganing” location in snowy periods and is a favourite area for walkers and small-scale recreational play, including playing ball and running games and simply viewing and introducing nature to very young people. There are two designated public footpaths crossing the field and the area is valued by the local community for its natural beauty and community recreation. It provides a green link between the Village Centre, Village Green, King Ecgbert’s School and the Topley Brook area. The community strongly supported the protection of this site in its campaign to have the site designated as a Village Green.



*Kings Croft Open Space*



**7) Limb Lane Picnic Site**, owned by Sheffield City Council, lies in the Sheffield Green Belt, with an easily accessible car park and also provides a stunningly beautiful pedestrian route to Ecclesall Woods. The community has supported the value of this site by planting additional trees in the area. The site lies within the Limb Brook Green Corridor, has a designated Area of Natural History Interest and should be enhanced for wildlife and recreation purposes. It is a popular site for members of the community throughout the year, being the starting, finishing or resting point for visiting Ecclesall Woods.



*Limb Lane Picnic Site*

**8) Old School Trust Sports Ground**, was given to the Old School Trust by Robert Turie, Curate of Ecclesall, in 1720 to be 'laid out in lands' to enable the rent to contribute to operating the Old School. The site is part of Dore Conservation Area and is protected as a Public Space. The land is held by the Old School Trust and is the home of Brunsmeor Football Club. The area hosts formal and informal sports for all ages, attracting teams from across Sheffield.



*Old School Trust Sports Ground*

**9) Totley Brook Green Space** lies in the Sheffield Green Belt and is held by Sheffield City Council for public recreation under the 1906 Open Spaces Act. The Green Space comprises woodland, Old Hay Brook and has a designated public footpath running through it. It is valued by the community for local sport and recreation and its natural beauty. As part of the Green Belt, the area should be enhanced for its wildlife and recreation purposes. The Totley Brook Tenants and Residents Association have, in particular, expressed its support for the designation of the Totley Brook Green Space as a Local Green Space. The area is used throughout the year by residents seeking tranquil walks and relaxation very close to their homes with the natural variation and beauty of stream, grassland, woodland and scrub, ensuring ever-changing nature. The residents of Totley Brook Estate regard this green space as their 'village green'.



*Totley Brook Green Space*

**10) Whirlow Brook Park**, owned by the Sheffield City Council, is an Historic Garden and partly a Local Nature Reserve. It includes an historic house that is leased as a restaurant and wedding venue. The site forms part of the Limb Valley Green Corridor and is designated as an Area of Natural History Interest which should be improved for wildlife and recreation purposes. The Park is valued by the local community for its beauty and public access to extensive woodland to the north along the Limb Valley. Considerable use is made of the Park by the community and groups from outside the area, for walking, exercise, nature rambles, young children's play and gardening by members of Sheffield University of the Third Age. A new café is under construction which will improve facilities for the community and visitors and make the Park a more attractive place.



*Whirlow Brook Park*

**11) Whirlow Playing Field**, owned by Sheffield City Council, lies in the Sheffield Green Belt and is partly a Local Nature Site. With its easily accessible car park and changing facilities, it is valued by the local community as a useful community area for sport and recreation. Several football and cricket matches are played here with occasional evening matches in late spring. The area benefits the community by its natural beauty, enclosed by belts of trees, and also benefits the community with its footpaths providing a major access point to Ecclesall Woods for walkers, runners, mountain bikers, horse riders, families and dog walkers. The site forms part of a proposed Green Corridor and has a designated Area of Natural History Interest which should be improved for wildlife and recreation purposes.



*Whirlow Playing Field*

7.10 The open spaces listed should be designated as Local Green Spaces in order to develop a sustainable recreation and green infrastructure and continue to protect the natural setting of Dore Neighbourhood Area and the character of the Village Housing Area. Appropriate development would be supported and could include, for example, new access provision, sports changing facilities or improved drainage that would provide for increased recreation and enable development to take place to improve their access, beauty and wildlife value. Designation will ensure that the open spaces are protected from inappropriate development that is harmful to the Local Green Space that would involve the loss of all or a significant part of the Local Green Space or be out of scale with the designated space or adjacent development. Inappropriate development would only be approved in very special circumstances.

**How the proposed Local Green Spaces meet the Qualifying Criteria**

Proposed Local Green Space	Reasonably close proximity to the Community.  Street Location	Particular local significance, beauty, historical significance, recreational value, tranquillity, richness of wildlife	Local Character in Valued by the local Community	Extent (Ha)  Not an extensive tract of land.
1) Ash House Lane Playing Field	Limb Lane and Ash House Lane	Beauty and Recreational Value	Community Sports	1 Ha
2) Beauchief Gardens	Abbeyle Road South	Beauty, Historical significance and Recreational Value	Local formal park	0.5 Ha
3) Dore Recreation Ground	Townhead Road Newfield Crescent and Newfield Lane	Beauty, Historical Significance and Recreational Value	Community sports and recreation. Major Annual Gala.	4.8 Ha
4) Dore Village Green	Vicarage Lane and Savage Lane	Beauty, Historical significance and Recreational Value	History, Local amenity and recreation space. Community Events.	0.09 Ha



5) Kings Coppice Amenity Space- 'The Orchard'	Totley Brook Road and Kings Coppice	Beauty, Recreation Value and Tranquillity	Local amenity and recreation	0.09 Ha.
6) Kings Croft Open space	Savage Lane, Bushey Wood Road and Furniss Avenue	Beauty, Historical Significance and Recreational Value.	Local amenity and recreation space	1.2 Ha
7) Limb Lane Picnic Site	Limb Lane	Beauty, Recreational Value and Richness of Wildlife	Community picnic and recreation space	3.9 Ha
8) Old School Trust Sports Ground	Townhead Road and The Meadway	Historical Significance and Recreational Value	Community sports	0.9 Ha
9) Totley Brook Green Space	Totley Brook Road and Old Hay Lane	Beauty and Recreational Value	Local recreation and amenity space	2.72 Ha
10) Whirlow Brook Park	Ecclesall Road South	Beauty, Historical Significance, Recreational Value and Richness of Wildlife	Community formal park	12 Ha
11) Whirlow Playing Field	Limb Lane	Beauty, Recreational Value and Richness of Wildlife	Community sports and recreation	14 Ha

**DN POLICY 7: Local Green Spaces.**

The following open spaces, as shown on the Policies Map, are designated as Local Green Spaces due to their special character, local significance, beauty, recreational value, tranquillity and/or richness of its wildlife. Appropriate development to improve access and support increased use and effectiveness of local green spaces will be supported.

- 1) Ash House Lane Playing Field
- 2) Beauchief Gardens
- 3) Dore Recreation Ground
- 4) Dore Village Green
- 5) Kings Coppice Amenity Space - 'The Orchard'.
- 6) Kings Croft Open Space
- 7) Limb Lane Picnic Site
- 8) Old School Trust Sports Ground



**9) Totley Brook Green Space**

**10) Whirlow Brook Park**

**11) Whirlow Playing Field**

**How the Policy will be put into practice.**

*By deciding planning applications*

*Dore Neighbourhood Forum will prepare management plans for maintenance and enhancement. The Neighbourhood Forum will support the owners including with community infrastructure levy where normal funding is unavailable.*

7.11 The community as a whole supports the proposal and in particular the Totley Brook Tenants and Residents Association has expressed its support for the proposal to improve the appearance of the existing Green Space and for an additional open space.





## DORE VILLAGE CENTRE

### 8.0 National Planning Policy Framework.

Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- define the extent of town centres based on a clear definition of primary and secondary frontages in designated centres and set policies that make clear which uses will be permitted in such locations;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
- retain and enhance existing markets and, where appropriate, reintroduce or create new ones, ensuring that markets remain attractive and competitive;
- allocate a range of suitable sites to meet the scale and type of retail, commercial, office, tourism, cultural, community and residential development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites;
- allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre;
- recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and
- where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity. (para. 23)

Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, local and neighbourhood plans should:

- support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings;
- promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. (para.28)



## Adopted Sheffield Plan

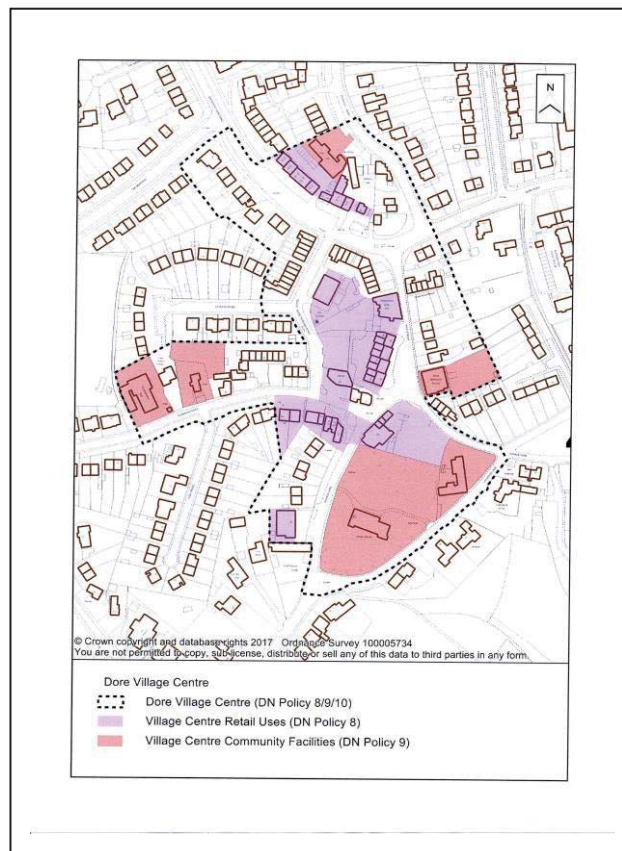
8.1 Core Strategy Policy CS39 *Neighbourhood Centres* Neighbourhood Centres are a key to achieving the objectives for successful neighbourhoods and their role is to provide a basic range of shops and services within walking distance; and they provide for basic top-up needs for people without their own transport. The Policy also recognises these centres may also give a sense of identity to local areas such as former villages. Policy CS39 also states that new development for local shops and community facilities to serve everyday needs of the community will be encouraged in neighbourhood centres.

8.2 Unitary Development Plan Policy S7 *Development in District and Local Shopping Centres*.

In District and Local Shopping Centres, the following uses will normally be preferred, Shops (A1). Also Acceptable: Offices used by the public (A2) Food and drink outlets (A3) Business (B1) Hotels (C1) residential institutions (C2) Housing (C3) Community Facilities and Institutions (D1) Leisure and Recreational facilities (D2) Car Parks, Car showrooms, Hostels, Launderettes, Petrol Filling Stations on strategic roads, Taxi and vehicle hire businesses.

Unacceptable are: General Industry (B2), warehouses and open storage, Garage and Transport Depots, Scrapyards.

## Dore Village Centre





8.3 Dore Village Centre lies at the heart of the community because it contains an important grouping of retail and business uses and community facilities which are of substantial practical and social importance to residents throughout the Village as well as to some visitors. It is not to be forgotten that a significant body of residents actually live very close to these facilities in the Village Centre so that the issues for them go well beyond simply ensuring the vitality of those facilities for Dore residents and include ensuring that both commerce and nearby residents exist together in relative harmony. Some of these wider issues concerning the Village Centre are dealt with in other chapters of the Plan (such as policies concerning conservation and historic buildings and housing, and proposals concerning traffic management and bus services in the Aspirations chapter). This chapter concentrates on commercial and community services and environmental improvements in the centre's public realm; but it is accepted that the heart of the Village Centre is not determined only by its services but also by its traditional and historic buildings and the vibrancy of its innermost residential community.

*"Good range of local facilities; shops, schools, churches, pubs" and associated community facilities.*

8.4 The Village Centre is by definition at the heart of the village. Residents expressed a wish for a village centre that offered a range of retail outlets for daily purchases, a post office and bank, facilities that performed a community purpose and businesses that could offer local employment as well as opportunities for people from outside the village. There was a belief that the centre of the village should be primarily business and community use focused and that the conversion of existing businesses or community facilities to residential use would be to the long term detriment of the village. There was also an expression of the need for improvements to the Village Centre that would encourage existing businesses and attract new businesses to Dore as well as make the use of the Village Centre by residents and visitors a more pleasant and convenient activity. Improvements might include improved parking provision, improved pedestrian access, provision of seated areas and meeting points. Those residents who actually live in or near to the Village Centre acknowledge this focus for residents of Dore as a whole, but impressed upon the Forum that their contribution to the vitality of the Village Centre was important and their interests should be recognised.

8.5 The retail and business core comprises three areas: on Causeway Head Road, Devonshire Terrace Road/High Street/Townhead Road, and Dore Grill on Church Street. Retail facilities include convenience stores, a newsagent/post office, pharmacy, florist, hairdressers and other specialist shops and take away hot food shops. Business services in the core include an optician, dental surgery, chiropodist, osteopath, a beauty salon, restaurants and cafes, financial advisors and a garage providing car servicing and repair facilities.

8.6 There has been a gradual loss of retail facilities in the Village Centre including the former sweet shop in Townhead Road, the butcher's shop on High Street (both converted to residential use), the Village's only bank and travel agent and the change of use, e.g. from retail to an Osteopathy business in Causeway Head Road. The retention of viable and vital retail facilities is needed to serve the needs of the entire community for everyday use and especially the growing number of elderly who find travelling outside the Village more difficult. The proposal to change the use of the former post office and gift shop on Townhead Road to residential use was recently refused permission by the local planning authority, supported by Dore Village Society and local residents.

8.7 Loss of further retail uses in the Village Centre would threaten the Centre's vitality and viability at the heart of the Village. Proposals for change of use from retail use or redevelopment to another use should be resisted and opportunities for new retail uses should be encouraged.



#### **DN POLICY 8: Retail use in Dore Village Centre.**

The vitality and viability of Dore Village Centre will be supported by retaining and encouraging the development of retail uses.

Development should not result in the proportion of shops (Class A1) at street level frontage to fall below 50% unless it meets the following conditions:

- a) it has been shown that the unit would be unviable for use as a shop, or
- b) the change of use would significantly increase the daytime vitality and viability of the centre.

*'unviable': an applicant would have to show evidence that there is no reasonable prospect of re-use despite evidence of continuous marketing at a reasonable valuation for 12 months before submission.*

#### **How the policy will be put into practice**

*By deciding planning applications.*

8.8 The locally defined Village Centre includes valued community facilities: Christ Church Parish Church and Church Hall, Dore Methodist Church and Hall, Dore Club, Dore Scout Headquarters and Dore Old School. These community facilities should be retained to support the viability and vitality of the Village Centre and provide for the community's day-to-day needs, social wellbeing and social, recreational, cultural and sporting interests.

8.9 Loss of community uses in the Village Centre would erode the Centre's vitality and viability and the sense of community identity as the heart of the village. Proposals for change of use or redevelopment that would diminish the range of facilities should be resisted and opportunities for new community facilities should be encouraged.

#### **DN POLICY 9: Community Uses in Dore Village Centre.**

Community facilities which provide a community's day to day needs or which further the community's well-being or social, recreational, cultural and sporting interests will be protected from development which would result in the loss of a valued community facility.

Development will be permitted only if:

- a) it can be demonstrated that continued use as that community facility would be unviable; or
- b) equivalent alternative facilities would be available within easy walking distance; or
- c) a commuted sum is paid to enable the facility to be provided elsewhere within easy walking distance.

*'unviable': an applicant would have to show evidence that there is no reasonable prospect of re-use despite evidence of continuous marketing at a reasonable valuation for 12 months before submission.*



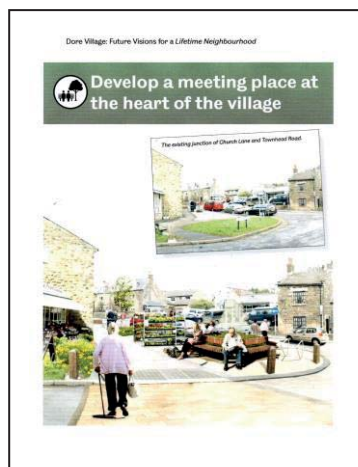
'easy walking distance': 400 metres.

#### How the Policy will be put into practice

By deciding planning applications.

#### Dore Village Centre Environment.

8.10 The Village Centre is the heart of the community and is a place where members of the community of all ages and conditions can meet and community activities take place. There is a need to encourage and enhance the development of the centre as a meeting place.



*"Develop a Meeting Place at the heart of the Village". One of eight proposals derived from co-design work carried out by the research team and local people aiming to establish a set of priorities for improving life for older people in Dore Village. Extract from the publication 'Dore Village: Future Visions for a Lifetime Neighbourhood' available online at <http://dwell.group.shef.ac.uk/dore-visions/>*

8.11 The environment of the Village Centre should be enhanced as a meeting place and because the centre lies within Dore Conservation Area any proposal should also enhance the special historic or architectural character of the area. The 'DWELL' project, led by researchers from the University of Sheffield suggested improving pedestrian crossings, widening pavements and developing a 'meeting place' at the junction of Church Lane and Townhead Road.

8.12 There is scope to alter and differentiate floorscape materials to reflect the architectural and historic character of the centre and to create a more pedestrian dominant environment that restricts traffic speed and makes the space safer, particularly for children and the elderly. Street lighting has been improved and there is the possibility of improving signs, street furniture, landscaping and seating. A possible 'meeting place' could become the focal point in the neighbourhood centre. Some of these improvements would involve development of the private frontage forecourts.

8.13 The Village Centre requires an environmental improvement scheme to help support the vitality and viability of the Village Centre.



**DN POLICY 10: Village Centre Environmental Improvements.**

**Development will be approved that enhances the public realm in Dore Village Centre as the heart of the community.**

**How the Policy will be put into practice.**

*By deciding planning applications in accordance with a comprehensive improvement scheme.*

*The development of a comprehensive improvement scheme would involve consultation with the Highway Authority in proposals for highway development.*

*The Neighbourhood Forum would support the comprehensive improvement scheme with Community Infrastructure Levy if normal funding was unavailable.*



*Devonshire Terrace Road Congestion*



## CONSERVATION AND ARCHAEOLOGY

### 9.0 National Planning Policy Framework

Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take account of:

- \*The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- \*The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- \*The desirability of new development making a positive contribution to local character and distinctiveness; and
- \*Opportunities to draw on the contribution made by the historic environment to the character of a place. (para.126)

When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest. (para. 127)

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environmental record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interests, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation. (Para.128)

Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including any development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal. (para. 129)

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of harm or loss and the significance of the heritage asset. (para 135)

Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publically accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or



in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publically accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted. (para. 141)

Local planning authorities should publish a list of their information requirements for applications, which should be proportionate to the nature and scale of development proposals and reviewed on a frequent basis. Local planning authorities should only request information that is relevant, necessary and material to the application in question. (para. 193)

## Adopted Sheffield Plan

9.1 Core Strategy Policy CS71 *Design Principles* states high quality development will be expected which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

9.2 Unitary Development Plan Policy BE16 *Development in Conservation Areas*: In Conservation Areas permission will only be given for proposals which contain sufficient information to enable their impact on the Area to be judged acceptable and which comprise:

- a) development, including erection of buildings and changes of use from originally intended uses of buildings, and built development in open spaces; or
- b) demolition of buildings, walls and other features; or
- c) proposals involving the felling or lopping of trees; or
- d) advertising;

which would preserve or enhance the character or appearance of the Conservation Area.

Buildings which make a positive contribution to the character or appearance of a Conservation Area will be retained.

These principles will also be material considerations in considering proposals which would affect the setting of a Conservation Area or significant views into, or out of, the Area.

Redevelopment of sites which detract from a Conservation Area will be encouraged where it would enhance the character or appearance of the Area.

9.3 Unitary Development Plan Policy BE18 *Development in Areas of Special Character* states it will be expected:

- a) the submission of planning applications which provide enough information to enable an assessment to be made of the impact of the development on the Area; and
- b) the retention of buildings, walls, trees, open spaces and other features that contribute to the character of the Area; and
- c) new development which respects the appearance and character of the Area.





The reasons for the policy given include that it is important to safeguard Areas of Special Character until their declaration as Conservation Areas can be considered and their potential to become Conservation Areas could be lost by allowing inappropriate development.

9.4 Unitary Development Plan Policy BE22 *Archaeological Sites and Monuments* states Scheduled Ancient Monuments and their settings and other sites of archaeological interest will be preserved, protected and enhanced. Development will not normally be allowed which would destroy significant archaeological sites and their settings. Where disturbance of an archaeological site is unavoidable, the development will be permitted only if an adequate archaeological record of the site is made and, where the site is found to be significant, the remains are preserved in their original position.

### Historic England.

9.5 Historic England advises that neighbourhood plans should properly reflect the contribution made by local heritage and that there needs to be sufficient information about the local heritage to demonstrate that future decisions which would affect it are based on sound evidence.

9.6 Historic England also advises that neighbourhood plans set out, in a self contained historic environment section, more detailed assessments where they have been carried out. The section on the historic environment could include:

- An analysis of the historic environment of an area highlighting any listed buildings, scheduled ancient monuments, registered parks and gardens and battlefields or local heritage assets.
- Opportunities to repair, conserve or bring heritage assets back into use, especially those at risk.
- Policies to manage the setting of heritage assets, or important views.
- Policies to promote locally distinctive development in terms of scale and materials.
- Particular historic environmental considerations to be taken into account when seeking to develop specific sites.
- Opportunities for investment into the historic environment alongside delivery of new development, for example through Community Infrastructure Levy, planning Contributions and other sources.
- The Neighbourhood Plan could also identify any buildings or spaces that are worthy of protection through national designation or local designation, the possibility of new or revised Conservation Areas together with conservation area appraisals and the need for a local heritage list.

9.7 Historic England Advice Note 7 supports communities to introduce a local list in their area through the preparation of selection criteria, thereby encouraging a more consistent approach to the identification and management of local heritage assets across England. A local list can celebrate the breadth of the historic environment of a local area by encompassing the full range of heritage assets that make up the historic environment and ensure the proper validation and recording of local heritage assets. They also provide a consistent and accountable way of identifying local heritage assets, to the benefit of owners and developers who need to understand local development opportunities and constraints.



## Protecting Archaeological Sites in Dore Neighbourhood Area

*“.....increasing control over minor changes within the existing central Conservation Area and protecting archaeological remains”*

9.8 Several sites around the village are regarded as being the history of our village in the landscape and important not only to our history but to our sense of identity and a living classroom which help bring history and our context to life. There was a very strong belief that those important sites that we have left should be maintained and protected from development.

9.9 Three sites comprising remains of buildings adjoining the Limb Brook are worthy of protection as they represent the industrial history of the Neighbourhood and the City:

- Copperas House is the northern-most site of the three. Evidence of the archaeological value of the site can be found in the South Yorkshire Sites and Monuments Record: HER Reference Number 03727/01. The site represents a combination of coal mining and other nineteenth century industry of the neighbourhood: Copperas or ferrous sulphate was manufactured here from the pyritic coal seam mined in the nearby Barbers Field coal mine at Ringinglow just 80 metres to the north. The copperas was used in the leather tanning industry. The former manufacturing stone building is in a ruinous condition.
- Whirlow Wheel is located at the edge of the Limb Lane Playing fields near Limb Lane. Evidence of the archaeological value of the site can be found in the South Yorkshire Sites and Monuments Record HER Reference Number 01725/01. The wheel was erected when the dam on the Limb Brook was enlarged in 1827. Alexander Barker & Co. was the tenant operating a saw wheel. William Tyzack leased the wheel between 1831 and 1847 and further repairs were carried out to the buildings, wheel and dam. The tenancy passed to William Furness in 1853 and in 1901 a water turbine was installed to replace the water wheel. The mill building was sold to the City Corporation in 1933 and the mill building used as a store for maintenance equipment when the neighbouring area was converted into playing fields. The building is roofless and only the end wall at the side of the wheel pit is still standing. The wheel pit contains some remnants of the water feed pipe and turbine drive shaft.
- Rycroft Mill is located in Ecclesall Woods. Evidence of the archaeological value of the site can be found in the South Yorkshire Sites and Monuments Record HER Reference Number 01726/01 and 01226/02. Formerly known as Dore Corn Mill or Jacky Mill the mill stands in a plantation known as Jacky's Wood. The first mention of this mill is in 1655 when it was a corn mill. It was used later until about 1850 to drive the air flow for lead smelting, then it was briefly used for scythe grinding and from 1864 to 1872 reverted to corn milling. The high back wall remains in front of which was the overshot wheel.

9.10 The natural setting of these three sites is also important in preserving their historic and archaeological interest. Policies for protecting these sites and their settings of archaeological heritage significance have been prepared in consultation with the South Yorkshire Archaeological Service.



### DN POLICY 11: Sites of Archaeological Heritage Significance.

Copperas House, Whirlow Wheel and Rycroft Mill are sites of archaeological significance. Any proposal affecting or having potential to affect these sites must be accompanied by an appropriate desk-based assessment and, where necessary, a field evaluation.

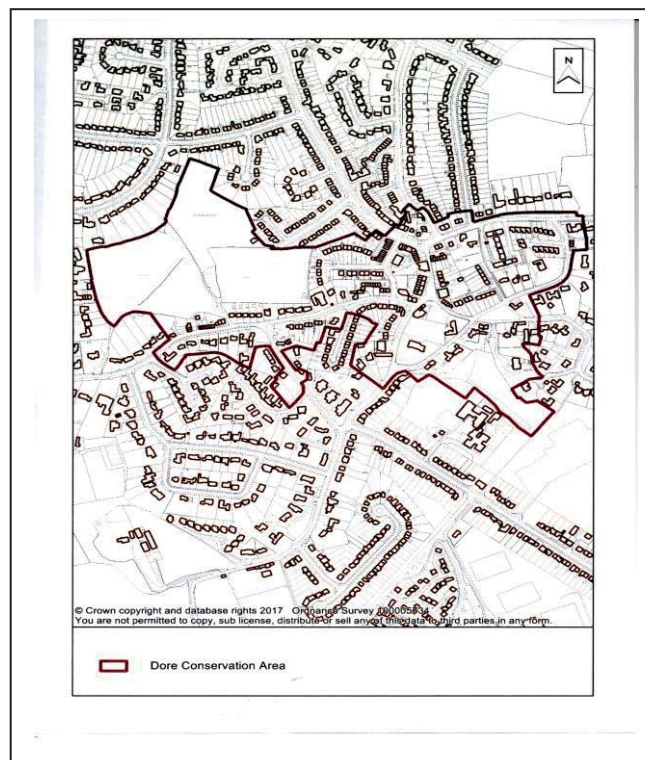
Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments will be considered subject to the policies for designated heritage assets.

#### How this Policy will be implemented

*By deciding planning applications.*

#### Dore Conservation Area.

9.11 Dore Conservation Area was designated on the 18 November 1971. The designation is justified on the basis of the historic link of the area with the meeting of King Ecgbert of Wessex who conquered Mercia on his journey north to Dore to receive the submission of King Aenred of Northumbria in AD 829 and a surviving historic street pattern of lanes and green areas. Architectural and historic interest also lie in the conservation area's buildings including Christ Church and ten other Grade II listed buildings, the prevalent use of local building materials, notably local stone and a number of distinctive local features such as, stone boundary walls, gate piers, stone kerbs and drinking troughs.





9.12 In 2009 an Appraisal was undertaken of the area that set out a ‘firm basis on which applications for development within the Dore Conservation Area can be assessed.’ The Appraisal was supplemented by Conservation Area Management Proposals (CAMP) that recommended a review every five years.



*Dore Conservation Area Townhead Road*

9.13 The CAMP recommends that the City Council would normally resist proposals for the demolition of, or alteration to boundary walls, gate piers, fences and gates which make a positive contribution to the character and appearance of the Conservation Area and also recommends that car parking in front gardens of properties in the Conservation Area will not be permitted unless it can be demonstrated that the proposals will not adversely affect the character and appearance of the Conservation Area.

*“..control over minor changes in the existing central Conservation Area and protecting archaeological remains”*

9.14 Residents expressed the view that the Dore Conservation Area is of architectural and historic interest not just to residents but to a wider community and is integral to that which makes Dore what it is; and that development or alterations which adversely affect the character of individual buildings or which if allowed on multiple buildings would adversely affect the character of an area should not be permitted. It was recognised that there will often be tension between preservation and development but that great weight should be given to the historic character and context of a building when making planning decisions. The proposal for a new conservation area in lower Dore Road was extensively discussed at formal and informal consultations and in a specific meeting with lower Dore Road / Abbeydale Road residents, with a concluding generality of support for such a new area.

### **DN POLICY 12: Demolition in Dore Conservation Area.**

**In Dore Conservation Area planning permission is required to:**

- 1. demolish a building with a volume of more than 115 cubic metres.**
- 2. to demolish a gate, fence wall or railing more than one metre high next to the highway (including a public footpath or bridleway) or public open space; or more than two metres high elsewhere.**

**Where boundary walls, gate piers, fences and gates make a positive contribution to the character and appearance of the Conservation Area proposals for demolition will not be supported.**

**How this Policy will be implemented.**

*By deciding planning applications.*



9.15 The CAMP states that the whole of the conservation area has archaeological potential above and below ground and it is likely that further consideration will need to be given to the effect of applications for substantial new development. The CAMP also recommends that an archaeological assessment of the site should be prepared prior to any application being submitted. Where below ground archaeological remains are expected, conditions may be used to secure a detailed scheme for foundation design and all new ground works, to protect buried remains in situ, and/or a programme of archaeological excavation, recording, analysis and publication.

9.16 *Substantial* new development is development that would require planning permission involving demolition of walls and buildings, lifting of stone paving, proposed building extensions and new walls and paving that require a planning application. Where substantial alteration/demolition of listed buildings or other historic buildings are proposed, a more detailed Building Appraisal will also be required. This includes a detailed appraisal of the special architectural or historic interest of the building on site. The results will inform the design process and act as supporting information with a planning application.

**DN POLICY 13: Protection of Heritage Assets of Archaeological Significance in Dore Conservation Area.**

**Any proposal affecting or having potential to affect Heritage Assets of Archaeological Significance in Dore Conservation Area must be accompanied by an appropriate desk-based assessment and, where necessary, a field evaluation.**

**Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments will be considered subject to the policies for designated assets.**

**How this Policy will be implemented.**

*By deciding planning applications in consultation with the South Yorkshire Archaeological Service.*

**A Local List of buildings of Historic or Architectural Interest.**

9.17 In order to give practical effect to NPPF para. 135, Dore Neighbourhood Forum believes that there are several buildings of architectural or historic interest which, although they are not designated, are worthy of being identified on a local list in keeping with the listing process described in Historic England's Advice Note 7 on 'Local Heritage Listing'. These are buildings that make a significant contribution to the character and distinctiveness of the locality. This particularly relates to buildings of the late nineteenth century and early twentieth century in Dore Conservation Area and in the proposed Dore Road/Abbeydale Road South conservation area, and the Victorian stone-built houses in Lower Devonshire Road, Brinkburn Vale Road, Lower Bushey Wood Road, Chatsworth Road and Totley Brook Road.

*"Historic Derbyshire stone-built village core and village green"*

9.18 This policy derived from discussions around policies 11 -13 and how such policies would be implemented in a reasonable and justifiable manner. It was also raised by a number of individuals who asked the simple question – "which buildings in Dore are of Architectural or Historic Interest or merit" and was raised in consultations with Historic England. Residents felt that such a list would be of value in describing the history of



Dore and in attracting visitors and businesses. Several residents with an interest and expertise in such matters have volunteered to assist in preparing such a list.

9.19 Identification of a local list would celebrate the breadth of the historic environment in Dore, provide a consistent and accountable way of identifying local heritage assets to the benefit of owners and developers and provide support for appropriate planning management in respect of the conservation of these properties and their settings. In addition, in our Aspirations chapter, to pursue in parallel with the preparation of a local list we have made a Proposal that the local planning authority designate a Conservation Area in Lower Dore Road and Abbeydale Road South.

9.20 The Forum accepts that, in as much as DN Policy 14 has been subject to widespread consultation, so too should the preparation and finalisation of a local list of buildings of architectural or historic interest be subject to thorough public consultation, particularly involving the owners and occupiers of such buildings. Such a listing exercise will be conducted in full consultation with the local planning authorities and in accordance with the methodology described in Historic England's Advice Note 7.

**DN POLICY 14: Non-designated Heritage Assets including the Local List of Buildings of Architectural or Historic Interest.**

**Development proposals affecting a non-designated heritage asset including any building on the Local List of buildings of architectural or historic interest must be accompanied by information which describes the significance of the heritage asset including any contribution made by its setting. The level of detail should be no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.**

**How this Policy will be put into practice**

*By deciding planning applications.*

*By Dore Village Society taking an initiative in full consultation with Historic England and both Sheffield City Council and the Peak District National Park Authority to prepare a local list in accordance with Historic England's guidance, with criteria for consideration of proposals for development.*



*Stone-built houses in lower Dore Road*



## SUSTAINABLE TRANSPORT

### 10.0 National Planning Policy Framework.

The NPPF states that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measure will be required in different communities, and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. (para. 29)

Plans should protect and exploit opportunities for use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to:

- accommodate the efficient delivery of goods and supplies;
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists and pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
- consider the needs of people with disabilities by all modes of transport. (para. 35)

Local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice. (para. 41)

### Adopted Sheffield Plan

10.1 Core Strategy Policy CS16 gives priority for development of the rail network within the city to improving connections with London, Leeds and Manchester and main urban centres within the City Region, and for the existing track-bed of the rail route between Sheffield and Dore and Totley Stations to be safeguarded for transport uses.

10.2 Core Strategy Policy CS51 Strategic priorities for transport are:

- a) promoting choice by developing alternatives to the car;
- b) maximising accessibility;
- c) containing congestion levels;
- d) improving air quality;
- e) improving road safety; and
- f) supporting economic objectives through demand management measures and sustainable travel initiatives.

10.3 Core Strategy Policies CS57 *Park-and-Ride and Car Parking in the City Centre* and CS60 *Transport in the City Centre* provide for long-stay park and ride facilities including on the edge of the urban area.



## Emerging Sheffield Plan – Citywide Options for Growth to 2034

10.4 The 'Citywide Options for Growth to 2034' identified the need to expand Park and Ride provision to serve commuters from North-East Derbyshire at Dore and Totley Station.

### Sustainable Transport in Dore.

*".....buses ... parking ..... access ....congestion ..... walking....."*

10.5 At every consultation, residents expressed concern about: public transport – routes and frequency, parking, vehicle movements in the village, HGV movements through the village, the accessibility of village amenities to young families, the less able and those without access to cars and the infrastructure available for pedestrians and cyclists, and that any new development must not put further strain on existing transport provision. There was also much gratification in the success of the Park-and-Ride Facility at Dore and Totley Station alongside an appreciation of the difficulties the very success of this facility was having on local residents through traffic congestion and on-road car parking.

10.6 Development proposals must ensure sustainable transport links to the principal Village facilities, include provisions which have the effect of promoting walking, cycling and the use of public transport (including enhanced provision for those with limited mobility). Developments must not lead to increased traffic and parking congestion.

### Dore and Totley Station Park and Ride Facility



*Dore and Totley Station Park and Ride Facility*

10.7 There is a need to safeguard the park-and-ride facilities at the station as a rail and bus transport interchange, for the benefit of public transport users and promoting the strategic priorities for transport. Any demand for additional park and ride provision should be balanced with the need to protect the local environment from excessive car movements, detrimental impacts on local housing areas, highway congestion, air pollution and overdevelopment of the station park-and-ride site in the context of its relationship with the listed almshouses and proposed conservation area and the local landscape context of Dore and Totley Station.





**DN POLICY 15: Dore and Totley Station Park-and-Ride Facilities.**

**Dore and Totley Station Park and Ride Facilities should be safeguarded as a rail and bus interchange.**

**Further development should only be approved which encourages usage whilst preventing excessive car movements, detrimental impacts on local housing areas, highway congestion, air pollution and overdevelopment of the park-and-ride facilities site.**

**How the Policy will be put into practice.**

*Through the establishment of a sustainable transport group to consider: traffic congestion, car parking congestion and provision, bus routing, large vehicle routing, traffic speeds and access to the main village facilities, and to explore possible solutions on a Standing Working Group basis with a range of relevant Authorities, organisations and individuals.*

*Supporting the Friends of Dore and Totley Station in ensuring that developments at Dore and Totley Station are in keeping with the historic character of the station and that improvements to the Park and Ride facilities are carried through.*

*By deciding planning applications.*

10.8 The Neighbourhood Forum is concerned to avoid traffic and car parking congestion on highways in the Neighbourhood Area and proposes a policy requiring consideration of these impacts imposed by new developments.

**DN POLICY 16: Transport and Parking.**

**Development proposals should include road safety by design, arrangements to avoid on-street car parking and an assessment of the proportion of new journeys that could be made through the use of sustainable transport provision – walking, cycling and public transport.**

**How this policy will be put into practice.**

*By deciding planning applications*



## ANNEX A: NEIGHBOURHOOD ASPIRATIONS

11.0 Based on the National Planning Policy Framework and the emerging Sheffield Plan the Neighbourhood Forum has identified a number of proposals that are not subject to the development management process. The local community aspires to promote further economic, social and environmental well-being in Dore Neighbourhood. Most of the proposals require the co-operation of Sheffield City Council. Acknowledging the current financial constraints of the local authority, normal funding methods may not be available and the Community Infrastructure Levy will need to be used.

### Green Belt Enhancement.

11.1 The character areas identified in the Preliminary Sheffield Landscape Character Assessment set out the key features that contribute to the character of each area and they will be used, in consultation with the Peak District National Park Authority as required, in a Green Infrastructure Strategy to enhance the character of landscape in the Green Belt.



*Derelict Sports Pavilion off Cross Lane*

### DN PROPOSAL 1: Green Infrastructure Strategy.

**A Green Infrastructure Strategy should be prepared to take the opportunity to improve access and enhance the landscape.**

11.2 The derelict sports pavilion off Cross Lane adjacent to Hathersage Road is particularly detrimental to the visual amenity of this part of the Sheffield Green Belt and should be demolished and the site reclaimed to open use. The proposal has received strong support from the local community.

### DN PROPOSAL 2: Cross Lane Pavilion.

**A scheme of reclamation should be undertaken to demolish the Cross Lane Pavilion and restore the land to open use.**

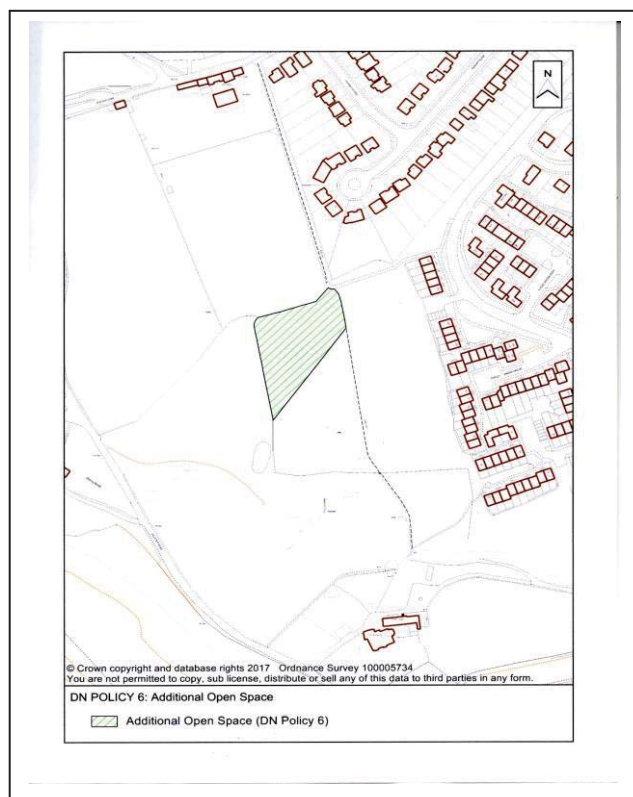


### **Additional Open Space.**

11.3 An area of land adjacent to the Totley Brook Green Space is derelict and unsightly. An opportunity should be taken if possible to create an additional open space for recreation in order to improve the amenity of this part of the Green Belt and provide for local recreation.

#### **DN PROPOSAL 3: Additional Open Space at Totley Brook Local Green Space.**

**Derelict land adjacent to the Totley Local Green Space should be reclaimed for playing field use.**



### **Management and Enhancement of Local Green Spaces.**

11.4 The local community agrees that the local green spaces should be properly managed and enhanced.

A management plan should be prepared for each Local Green Space, appropriate to their use and character, including provision of new or improved access, facilities and landscaping.

#### **DN PROPOSAL 4: Local Green Space Enhancement.**

**Local Green Spaces should be managed in a manner appropriate to their use and character.**



11.5 In particular, Dore Allotment Site, bearing in mind the local demand for allotments, should be managed in order to achieve the maximum use of the site. The local community supports the need to use the site effectively for allotments.

**DN PROPOSAL 5: Dore Allotment Site.**

**Dore Allotment Site should be managed in a manner to achieve the maximum use of the site.**

**Dore Village Centre.**

11.6 The policy to carry out a comprehensive environmental improvement scheme in Dore Neighbourhood Area requires the areas of public highway and associated public open spaces in the centre to be part of the scheme.

**DN PROPOSAL 6: Village Centre Environmental Improvement Plan.**

**An Environmental Improvement Plan should be prepared for the public realm in the Village Centre.**

11.7 The Village Centre is congested with parked vehicles, some for the whole of the working day, to the extent that visitors to the Village Centre find it very difficult to park. Not only is this an inconvenience to local residents wanting to gain access to Village Centre shops & other community facilities but it is also detrimental to the economic viability of local shops and businesses which the Neighbourhood Plan is seeking to support.

11.8 Dore Village Society commissioned a parking survey in the Village Centre in 2011. The survey was undertaken online, with all the local businesses and at a public meeting. The main recommendations that emerged from the survey were:

- the relocation of the bus terminus from Devonshire Terrace Road or its remodelling to permit easier bus movements; and
- the provision of limited waiting for cars to encourage access for all the shops, businesses and community facilities in the Village Centre for some of the spaces. It was recognised that some nearby residential streets around the Village Centre would need to be monitored for the impact of displaced car parking.

Subsequent to the 2011 parking survey it was agreed in consultation with the village centre and surrounding residents that there needs to be comprehensive review of parking throughout the Village before any decisions are made.

11.9 The local community strongly supports the need for a Village Centre traffic management scheme. A consultation group has been formed of interested parties and discussions will be undertaken regarding a traffic management scheme in the context of the Neighbourhood Plan policies.



**DN PROPOSAL 7: Village Centre Traffic Management Scheme.**

**A comprehensive traffic management scheme should be prepared for the Village Centre and surrounding housing area to support the vitality and viability of the Village Centre and safeguard the environment of the surrounding housing areas.**

**Amending Dore Conservation Area Boundary.**

11.10 The Neighbourhood Forum has reviewed the boundary of the Conservation Area in accordance with the recommendation of the Conservation Area Management Plan and recommends the whole of the curtilage of Townhead Farm be incorporated into the Conservation Area. The owners of the farm support this proposal.

**DN PROPOSAL 8: Dore Conservation Area Boundary.**

**The Council should amend the boundary of Dore Conservation Area to include the entire curtilage of Townhead Farm.**

**Article 4(2) Direction.**

11.11 The Conservation Management Appraisal found that many of the unlisted and some of the listed buildings in Dore Conservation Area have been adversely affected by the replacement of original sash windows with uPVC or aluminium, the loss of original timber front doors, alterations to stonework and 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 spoilt the external appearance of a building and the local streetscape. Recently the installation of solar panels onto traditional slate roofs has also been detrimental to the appearance and character of the Conservation Area.

11.12 The Conservation Area Management Proposals recommended that the Council consider the need for Article 4(2) Directions to protect buildings that retain original features from inappropriate alteration. The primary focus will be on dwelling houses that have been identified as making a positive contribution to the character and appearance of the Conservation Area. These dwelling houses comprise the older stone-built and slate roofed properties in the Conservation Area: 1-13 Causeway Head Road, 1-6 Greenwood Mount, 7-15 High Street, 2/4 and 14-38 Townhead Road, 2-16 Devonshire Terrace, 2-22 Leyfield Road, The Old Vicarage and Sycamore Cottage, Vicarage Lane and Croft House Farm, Church Lane.

11.13 An Article 4(2) Direction has the effect of removing permitted development rights and therefore requiring a planning application in respect of development that is deemed to potentially affect the character and appearance of the Conservation Area.

**DN PROPOSAL 9: Dore Conservation Area Article 4(2) Direction.**

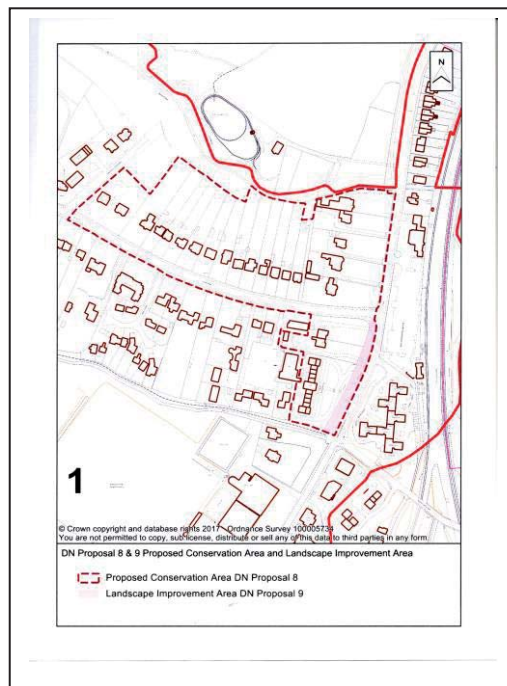
**The Council should make an article 4(2) direction with regards to the replacement of existing traditional roof materials, doors and windows and the installation of solar panels.**



### **Dore Road and Abbeydale Road South Proposed Conservation Area.**

11.14 An area of Dore Road was identified in the Unitary Development Plan as an area of special architectural or historic interest under Policy BE18. The area has been reassessed in the preparation of the Neighbourhood Plan and a revised area has been identified as being of special architectural or historic interest. The area, laid out in 1870-71 by the 7<sup>th</sup> Duke of Devonshire in anticipation of the coming of the railway and a new station in 1872, includes a number of large detached stone villas built between 1871 and 1901 on what was originally known as New Road linking Dore Village with the new Dore and Totley Station at Abbeydale Road South.

11.15 The area is enhanced by its large gardens adjacent to Limb Brook and Ecclesall Woods and by the mature trees and stone boundary walls. Adjacent to this area of Dore Road there is the listed Woodland View Almshouses built in 1878-1879 by the Sheffield and Rotherham Licensed Victuallers Association. The monument in front of the houses was originally erected at the old Institution in Grimesthorpe Road in memory of Alderman Thomas Wiley, the first donor, before being moved here in 1879. The site is identified as a local Historic Garden in the Sheffield Plan.



### **DN PROPOSAL 10: Proposed Conservation Area at Dore Road and Abbeydale Road South.**

**The Council should designate a conservation area at Dore Road and Abbeydale Road South.**



### Licensed Victualler's Almshouses.

11.16 The land fronting Abbeydale Road South on the frontage of the Listed Licensed Victualler's Almshouses is unsightly and is usually full of parked cars whose owners are using Dore and Totley Station. The unsightly nature of the site and the car parking is detrimental to the setting of the listed building and should be improved by removing the car parking and appropriately landscaping the site.

#### **DN PROPOSAL 11: Licensed Victualler's Almshouses Landscape Improvement.**

**The area of land in front of the Licensed Victualler's Almshouses should be appropriately landscaped.**



*Unsightly frontage to the Listed Licensed Victualler's Almshouses*

### Dore and Totley Station.

11.17 There are proposals being made for improving rail services at Dore and Totley Station by adding a further rail track and providing new and extended station platforms and other facilities, increasing capacity for improved train services between Sheffield and Manchester. There is a need to improve facilities for all users at the station and to safeguard the historic station and station infrastructure in order to protect the area from development that might harm the character of the historic station and its natural setting.

11.18 The Friends of Dore and Totley Station strongly support this proposal as evidenced in their joint submission with Dore Village Society at the Hope Valley Capacity Public Inquiry. The Hope Valley Capacity Project was approved in February 2018.

#### **DN PROPOSAL 12: Dore and Totley Station.**

**Dore and Totley Station should be developed to provide adequate facilities for all users in sympathy with the historic character of the existing station and its natural setting.**

### Car Parking in the vicinity of Dore and Totley Station.

11.19 The new park and ride facility has not enough capacity to provide for all car users wishing to access public transport at Dore and Totley Station. As a result, there is parking on both sides of Dore Road that causes serious traffic congestion and danger for vehicles and pedestrians. There is a shortfall in parking for the station and when the rail track and station are improved, demand for additional car parking will demand a review of provision of park and ride facilities at the station.



**DN PROPOSAL 13: Parking Restrictions in the Vicinity of Dore and Totley Station.**

**Parking restrictions should be imposed on highways in the vicinity of Dore and Totley Station to prevent highway congestion and highway danger.**

**Dore Village 20 mph Zone.**

11.20 The Council has identified residential areas around schools as its main target for traffic calming measures and as the Dore Primary School and two day nurseries are near to the village centre there is also a case for traffic calming in the village centre as well as around the three schools and day nurseries where conflicting traffic movements, car parking and pedestrian movements require greater safety.

11.21 Several schools, including the Rowan Special School, Dore Primary School and King Egbert Community School, and the Old School and Kingswood Day Nurseries generate a large number of vehicular and pedestrian movements in their vicinity during school opening and closing times and at other times when groups of children require access to facilities and activities off the school sites.

11.22 However, most of Dore Village comprises residential areas that would benefit from constraints on traffic movements and traffic speeds in order to improve the quiet residential nature of the village and its safety. Dore Village comprises mainly residential streets which provide direct access to most of the dwellings. Some highways have no footpaths and many footpaths, particularly in the village centre, are narrow. Therefore it is proposed that a traffic management scheme should be established with a choice of options:

a) option one includes the Village Centre and roads around the three main schools and day nurseries at Totley Brook Road, Furniss Avenue and Bushey Wood Road.

b) option two would include the whole Village.

**DN PROPOSAL 14: 20 MPH ZONE.**

**A traffic management scheme should be introduced to improve highway safety in Dore Village by the introduction of a 20mph zone.**

**Long Line.**

11.23 Long Line has a speed limit of 30mph but residents complain of vehicles commonly exceeding the speed limit and causing traffic danger to pedestrians because of the lack of a footpath. Speeding traffic also causes difficulties and danger for residents accessing properties on Long Line and to other road user such as cyclists and horse riders. There is a need to consider traffic management measures to reduce excessive traffic speeds and improve safety for pedestrians and other road users possibly by creating a 'leisure lane'.

**DN PROPOSAL 15: Long Line Traffic Management.**

**Traffic management measures should be introduced on Long Line to reduce excessive vehicular speed and improve highway safety for all users.**





### **Heavy Vehicle Routes and Restrictions.**

11.24 Because Dore Village is largely residential and is heavily congested in parts by parked cars there is a need to restrict the movement of heavy vehicles to protect the quiet and safe character of housing areas. The existing restrictions at Totley Brook Road & the High Street provide some protection and need to be maintained. Further investigation is required to appraise further improvements in the village such as on Devonshire Road.

#### **DN PROPOSAL 16: Heavy Vehicle Restrictions.**

**Heavy Vehicle restrictions should be retained to safeguard highway safety and the environment of Dore Village.**

### **Bus Services in Dore Village.**

11.25 In order to maintain a sustainable community, increased use of buses and trains should be encouraged particularly for the elderly. Bus Services should be improved to serve the:

- City Centre,
- Royal Hallamshire and Northern General Hospitals,
- Dore and Totley Station,
- Local Schools,
- Neighbourhood Centre,
- Dore Road Doctors' Surgery.

11.26 There is also the need to reduce traffic congestion in the Neighbourhood Centre by removing the current bus terminus from Devonshire Terrace Road. A new bus route is proposed to better serve the needs of the whole community in Dore Village by routing buses via Dore Road and Abbeydale Road South to the Terminus in Totley Brook Road.

#### **DN PROPOSAL 17: Bus Service Improvements.**

**Bus services should be improved to serve the:**

- 1) City Centre; and**
- 2) Royal Hallamshire and Northern General Hospitals; and**
- 3) Dore and Totley Station; and**
- 4) Local schools; and**
- 5) Dore Village Centre; and**
- 6) Dore Road Doctors' Surgery**



*Bus trapped in Devonshire Terrace Road*



## ANNEX B: COMMUNITY INFRASTRUCTURE LEVY POLICY

12.0 Under the Planning Act 2008 the Government has enabled a community infrastructure levy (CIL) to be charged on certain development. The purpose of the CIL is to provide funding, in addition to the normal local finance, to provide appropriate infrastructure in the area.

12.1 Sheffield City Council has approved a charge of £80/square metre on residential development, excluding residential annexes and extensions, in an area of the city including Dore Neighbourhood. The City Council's priority for funding infrastructure through CIL is to increase the effective capacity of infrastructure to enable or support development in the area.

12.2 The Government has agreed that 25% of any CIL where there is a Neighbourhood Forum will be retained by the local authority but the local authority is required by law to consult with the community on how this money is allocated.

12.3 The Neighbourhood Forum proposes receipts from the CIL will be used to fund infrastructure that has been identified in the Neighbourhood Plan policies and proposals on locally determined requirements in Dore Neighbourhood Area:

- that could not be financed from mainstream programmes, site specific development contributions or other sources; and
- could be delivered in a reasonable timescale; and
- maximises the benefit from scarce resources; and
- enhances quality of life and equal opportunities; and
- increases the resilience of the area to long-term change.

12.4 The Neighbourhood Forum's priorities for the use of the CIL are:

- new or improved infrastructure where it would improve the use and amenity of Local Green Spaces.
- environmental improvements in the Village Centre where they would promote and support the economic, environmental and social well-being of the area.
- development of a green infrastructure strategy in the Green Belt.



## Glossary:

**Adoption:** The final confirmation of a development plan by a local planning authority.

**Affordable Housing:** Social rented, affordable rented and intermediate private housing provided to eligible households whose needs are not met by the housing market.

**Biodiversity:** A measure of the health of an ecosystem. As ecosystems consist of all living things that share an environment, so the number and variety of those life forms is important as they have an effect on each other and on that environment. Human activity generally tends to reduce biodiversity.

**Brownfield Land:** Land that has previously been developed and is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Urban gardens cannot be considered as brownfield land.

**Change of Use:** A material change in the use of land or buildings that is significant for planning purposes e.g. from retail to residential.

**Character Appraisal:** An appraisal, usually of the historic and architectural character of a conservation area; but can be used to describe the character of other urban or housing areas.

**Conservation Area:** An area designated under the Planning and Listed Buildings Acts as being of special architectural or historic interest, the appearance of which is to be preserved and enhanced by local planning policies and guidance.

**Evidence Base:** The evidence upon which a development plan is based, principally the background policies, guidance, facts and statistics about an area and the views of stakeholders.

**Green Infrastructure:** a network of multifunctional green space both rural and urban which supports the natural and ecological processes and is integral to the health and quality of life of sustainable communities.

**Greenfield Site:** Land on which there has been no previous development.

**Green Spaces:** Includes private and public open spaces, parks, woodland, sports fields and allotments.

**Landscape Character Assessment:** the process of identifying and describing variation in the character of the landscape and showing how the landscape is perceived and experienced by people.

**Listed Building Consent:** The formal approval which gives consent to carry out works affecting the special architectural or historic interest of a listed building.

**Permitted Development:** Certain minor building works that do not require express planning permission e.g. minor house extensions and boundary walls and fences below a certain height.

**Planning Conditions:** Provisions attached to the granting of a planning permission.

**Planning Permission:** Formal approval that needs to be obtained from a local planning authority (Peak District National Park Authority or Sheffield City Council) to carry out a proposed development.

**Significance:** The qualities and characteristics that define the special interest of an area or a building.

**Stakeholders:** People or organisations that have an interest in land in Dore Neighbourhood Area or in the process of preparing the Neighbourhood Plan.

## Acknowledgments:

*Photographs: David Crosby, John Doornkamp, John Eastwood, Christopher Pennell.*

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