



# PARSON CROSS

MASTERPLAN & DEVELOPMENT BRIEF  
SOUTHEY/OWLERTON REDEVELOPMENT AREAS FOR SHEFFIELD CITY COUNCIL

JANUARY 2005



ROGER EVANS ASSOCIATES



**Reference** : 1Jobs/859 Sheffield/report/working/859-ParsonCross.indd

**Prepared by** : Rob West & Michelle le Roux

**Checked by** :

**Issued** : **Draft Copy**

ROGER EVANS ASSOCIATES  
59-63 HIGH STREET  
KIDLINGTON  
OXFORD  
OX5 2DN  
t 01865 377030  
f 01865 377050  
e design@rogerevans.com  
w rogerevans.com



<b>CONTENTS</b>		<b>LIST OF FIGURES</b>		<b>LIST OF TABLES</b>	
<b>1.0 Introduction</b>	<b>1</b>	1. Neighbourhood Context	1	6. The Church on the corner	3
1.1 Background	1	2. Site Location	1	7. Buchanan Road shops	3
1.2 Purpose	1	3. Parson Cross: Broad Concept	2	8. Buchanan Road at Adlington	3
1.3 Format	1	4. Site Analysis	3	9. Adlington community centre	3
<b>2.0 Strategic Neighbourhood Context</b>	<b>2</b>	5. Movement Framework	4	10. Houses back onto Parson Cross Park	3
2.1 Need for Change	1	6. Public Realm Framework	4	11. Buchanan shops	3
2.2 Neighbourhood Structure	1	7. Development Framework	5	12. Housing facing over park space	3
2.3 Broad Concept for Parson Cross	2	8. Briefing Plan	6	13. Large housing square	9
<b>3.0 Analysis</b>	<b>2</b>	9. Masterplan Proposal	7	14. Incorporating parking into long streets	9
3.1 Parson Cross Site	2	10. Parson Cross park, West End	8	15. Character for housing overlooking park	9
<b>4.0 Rationale</b>	<b>4</b>	11. Adlington Hub	8	16. Strong housing frontages	9
4.1 Movement Framework	4	12. Typical Infill Site	8	17. 4-storey mix use development	9
4.2 Public Realm & Landscape Framework	4	13. New North-South Streets	8	18. Scale & character of pedestrian spine route	9
4.3 Development Framework	5	14. Typical Parl Edge Housing	8		
<b>5.0 Brief &amp; Masterplan</b>	<b>6</b>	15. Typical Avenue Improvements	8		
5.1 Briefing Plan	6	16. Development Parcels	9		
5.2 Illustrative Masterplan	7				
<b>6.0 Development Character &amp; Detail</b>	<b>8</b>				
<b>7.0 Development Capacity</b>	<b>9</b>				
7.1 Development Capacity	9				
<b>8.0 The Way Forward</b>	<b>10</b>				
8.1 The Way Forward	10				
	11				
References					



### The Southey Owlerton Neighbourhood Strategies

The Southey Owlerton area of north Sheffield has undergone remarkable change over the last 4-5 years. Made up of six distinct neighbourhoods; Foxhill, part of Hillsborough, Longley, Parson Cross, Shirecliffe and Southey, the area has had a hugely important boost to its regeneration with the development, and subsequent implementation, of Neighbourhood Strategies for each locality. These strategies have been drawn up by local people and partners and are jointly sponsored by Southey Owlerton Area Regeneration (SOAR) – the community-led regeneration partnership for the area – and Sheffield City Council’s Owlerton Southey Green Area Panel.

The Neighbourhood Strategies set out an ambitious vision to transform an area of social housing built on garden city principles into mixed tenure neighbourhoods that can match the quality of life provided by Sheffield’s Victorian suburbs. This will be achieved by capitalising on the considerable environmental assets of the area (the landform, the views and the wealth of green spaces), by developing a series of thriving local centres, by securing with developer partners high quality new housing and by improving Council housing. The aim will be to set the highest standards of design and environmental performance in all physical changes in order to raise values and establish a new part of Sheffield’s housing market. The investment in the physical fabric of the area is being complemented by the full range of social and economic activity.

Although responding very much to the needs of local people, the Southey Owlerton Neighbourhood Strategies link directly to and complement other city wide strategies that highlight the importance of attractive, successful neighbourhoods to the development of the successful city:

- *Sheffield First’s “Sheffield City Strategy”*
- *Transform South Yorkshire Housing Market Renewal Prospectus and the North Sheffield Area Development Framework*
- *Sheffield City Council’s Housing Strategy and Neighbourhoods Directorate Plan*

As a result, in addition to attracting regional and national interest, the Neighbourhood Strategies approach to achieving its regeneration aspirations has attracted funding and support through Single Regeneration Budget, Housing Market Renewal, Neighbourhood Renewal, Liveability Fund, Objective 1, English Partnerships, Housing Corporation and other investors.

### Partnership Working

Sheffield City Council has fully engaged in partnership working to ensure this project’s success.

Following the completion of the Neighbourhood Strategies, SOAR and the Council set up a series of groups to take forward the individual projects including a Redevelopment Sites group for all of the cleared sites in the area. These groups comprise council officers from the Neighbourhoods, Planning and other directorates, councillors, local community representatives and neighbourhood workers.

The group has been supported and guided by the Commission for Architecture and the Built Environment (CABE) and their design panel of enablers, English Partnerships, Transform South Yorkshire and consultants (in particular Hall and Partners and Roger Evans Associates).

The City Council proposes to identify development partners who share our vision to incorporate and promote:

- *High quality design*
- *Innovative forms of housing that will attract new, aspirant groups of residents to the area, thus contributing to its regeneration and sustainability*
- *Environmental sustainability*

### Southey Owlerton Regeneration Process

Southey Owlerton’s six neighbourhoods have a total population of 50,000 people and, geographically, makes up about a tenth of the city. The area is a classic inter-war garden city estate laid out with generous gardens and large areas of open space. The contraction of the steel industry and the decline of public services have had a huge impact on Southey Owlerton and the past 20 years has seen once pleasant suburbs transformed into areas of multiple deprivation. However, it is these very factors that have attracted, and continue to attract, significant public and private investment.

Since 2000 the Southey Owlerton Area Regeneration (SOAR) Board has been working jointly with Sheffield City Council’s Area Panel, local people and other stakeholders and partners to devise a community-led neighbourhood planning process called “Neighbourhood Strategies”. The aims of this process were to:

- *establish a regeneration framework to guide the allocation of funding and planning processes*
- *develop a neighbourhood strategy for each identified locality within Southey Owlerton: Foxhill, Hillsborough, Longley, Parson Cross, Shirecliffe and Southey*
- *create a positive identity for Southey Owlerton and its individual neighbourhoods*
- *ensure that ideas get implemented*

The Neighbourhood Strategies process has been recognised as a model of best practice within Sheffield and was awarded a national ippr/The Guardian award in 2002 in recognition of the quality of community involvement and the Municipal Journal award for Social Inclusion in 2004. The process focused on both physical and non-physical change and is being used to inform the spending of regeneration and mainstream resources in the area. Key aspects of the process are:

- *a community focus*
- *a corporate approach from the Council*
- *the partnership between the SOAR Board and the Area Panel and*
- *the emphasis on creativity which together have resulted in plans that are both visionary yet rooted in what local people want.*

The outcomes are documented in an individual report for each of the six neighbourhoods and an overarching Regeneration Framework document.

### Regeneration Framework

Organised under the themes of “community”, “ecology” and “opportunity”, the Regeneration Framework links local aspirations into a strategic vision for the area that connects Southey Owlerton to the bigger picture within the city. Within this document, five “big ideas” for the environment are identified to move this “top down bottom up” vision forward:

- *Park city – to develop a park system to match the best in the city that will create a green backcloth to every day life*
- *See and be seen – to make the most of the views out of the area but also the opportunity to showcase it to others*
- *Identity from landform – to ensure that built development reflects the different topography across the area*
- *From city to country and back again – to develop long walks across the estate that can attract visitors*
- *Green arteries – to use the park system and long walks as the drivers for new development*

These “big ideas” are supported by an overall Regeneration Framework diagram, principles to promote neighbourhood identity and development principles that strengthen the physical, social and economic infrastructure of the area. All of these “tools” are set out in detail in the Regeneration Framework document.

The key aspirations and themes of the Regeneration Framework link through to the selection criteria for all the redevelopment sites within Southey Owlerton. These include:

- *Exploiting environmental qualities to develop higher values and more innovative types of housing that will set the tone for wider redevelopment of the area and allow Southey Owlerton to reposition itself in the housing market.*
- *An emphasis on the importance of design quality to achieve this and change perceptions of the area, as well as to strengthen the identity of the different neighbourhoods*
- *A range of values, densities and housing types including homes for older people*
- *Development of housing and non-housing uses – the latter will be focused particularly in a series of neighbourhood centres anchored by retail and/or public and community services*
- *The inclusion of specialist services/facilities that will attract people from across the city*
- *Linking the physical to the social and the economic – engaging with SOAR and the Neighbourhood Action Groups to ensure community input to the developments as well as opportunities for local labour and social enterprise*
- *Partnership working*

### **Design Quality**

The Regeneration Framework recognised that the physical environment could be a major factor in housing market change and the regeneration of the area – but only if a step-change in design quality was achieved. With this in mind, SOAR formed a partnership with the Commission for Architecture and the Built Environment (CABE) in November 2002 to address this issue.

CABE are joint sponsors, along with Transform South Yorkshire, of a Design Panel of four CABE enablers. The enablers' role is to assist local groups and Council officers to brief, appoint and manage designers, consultants and developers for the demonstration or exemplar projects across the area:

- *Redevelopment sites*
- *Parks and Green spaces*
- *Community hub buildings/neighbourhood centres*
- *Streetscene*

The aim of the CABE Design Panel has been to attract the best designers nationally, even where projects have small budgets, and to secure the highest standards of design and strategic fit with the Regeneration Framework for all aspects of physical change. The SOAR Board has made it a condition of all its capital grants that projects appoint designers through the CABE process. The CABE enablers have been and

will continue to be, participants in the wider selection process of developers for all the Redevelopment Sites.

The process started with the green spaces, has moved on into the Hubs and the Redevelopment Sites and is due to move onto streetscene later in 2004. Local people have been involved in all stages and have been really fired up and excited by the creativity of the designers and consultants they have appointed. Over the last year they have also grown in confidence as clients and are now able to critique the detailed designs and demand improvements from an informed perspective.

The CABE Design Panel has guided and supported the preparatory work. In all three neighbourhoods, Foxhill, Shirecliffe and Parson Cross site surveys have been undertaken on the redevelopment sites in which local residents have worked together with professional officers to map information relevant in developing proposals for the site.

The mapped survey information was used at workshop sessions facilitated by the CABE design panel. The output from these sessions was the emergence of first ideas, developed with community representatives, indicating design principles for all the redevelopment sites. The ideas have been developed further through two consultancies (undertaken by Hall and Partners and Roger Evans Associates) and through further detailed consultation in each neighbourhood.

In October 2003 Sheffield City Council's planning department appointed Roger Evans Associates to prepare masterplans and briefs for housing development on all the redevelopment sites. This document presents the planning and design for the redevelopment sites, setting out the key urban design principles and illustrating the overall shape and form of possible future development. The intention is that following public consultation that was completed in mid September, the Masterplans will be adopted by the City Council's cabinet in January 2005 as material consideration for any planning application.

In conjunction with this commission the City Council's Neighbourhoods Directorate appointed Hall and Partners to assess the feasibility of the masterplans and advise on the most appropriate procurement process. The two sets of consultants were purposely appointed simultaneously and have worked together extremely closely, with the Hall and Partners advice and assessment of the site's potential complementing the Roger Evans masterplanning work and report.

### **Character, Quality & Tenure of new housing**

A key element of the housing market renewal in Southey Owlerton has been to focus on developing a mix of tenures and housing choice, primarily by reducing the amount of housing in Council ownership and replacing it with new housing for sale. A parallel strategy is to

introduce workspace and community facilities to the area, particularly near the neighbourhood centres to introduce an element of mixed use and to make the area more vibrant and sustainable.

The Neighbourhood Strategies acknowledge the importance of promoting innovative forms of housing which will attract new, more aspirant groups to the area, thus contributing to its regeneration and sustainability. However, the aim is to revitalise Southey-Owlerton, not gentrify it. It is also important to ensure that enhanced opportunities will remain for existing residents to enter the housing market and to increase choice of homes and tenure for local people, including the elderly. The Council welcomes innovative proposals from development partners as to how this may be achieved within the development sites.

There is evidence of a surplus of general needs rented accommodation in the area. However, there is evidence of strong demand for additional elderly accommodation within Southey Owlerton, for sale, rent or a combination of both, either bungalows or purpose built apartments. The masterplanning work has indicated that the sites that would be a suitable location and the Council is in the process of identifying possible RSL partners to deliver this specific requirement in partnership with the selected developer.

There have been extensive reports prepared on the current position of the housing market in Southey Owlerton and the reasons behind the present weaknesses to form a key element of the evidence base for the Area Development Framework. The major factors appear to be the persistent image of the area of comprising monolithic inter-war council estates, with a lack of housing choice acting as a deterrent for newly forming households to move into the area or for established owners to find more aspirational housing.

There is evidence that there is presently good demand from the private sector for residential sites across all of the neighbourhoods with smaller infill development sites generating high open market values. However, the Council is by far the majority landowner and the availability of land through the private sector has been fairly restricted and piecemeal. The focus has been on smaller or niche developments which have been commercially successful, although their overall impact on the quality of housing design and perception of the neighbourhoods has been negligible. They have served a useful function in starting to diversify the tenure profile within the area, introducing higher levels of owner occupation and stimulating demand for the location.

The majority of the recent new developments have been targeted at local people, first time buyers and the elderly and they have proved successful, albeit with limited competition within the area, with the exception of former right-to-buy properties that form the majority of the local re-sale market.



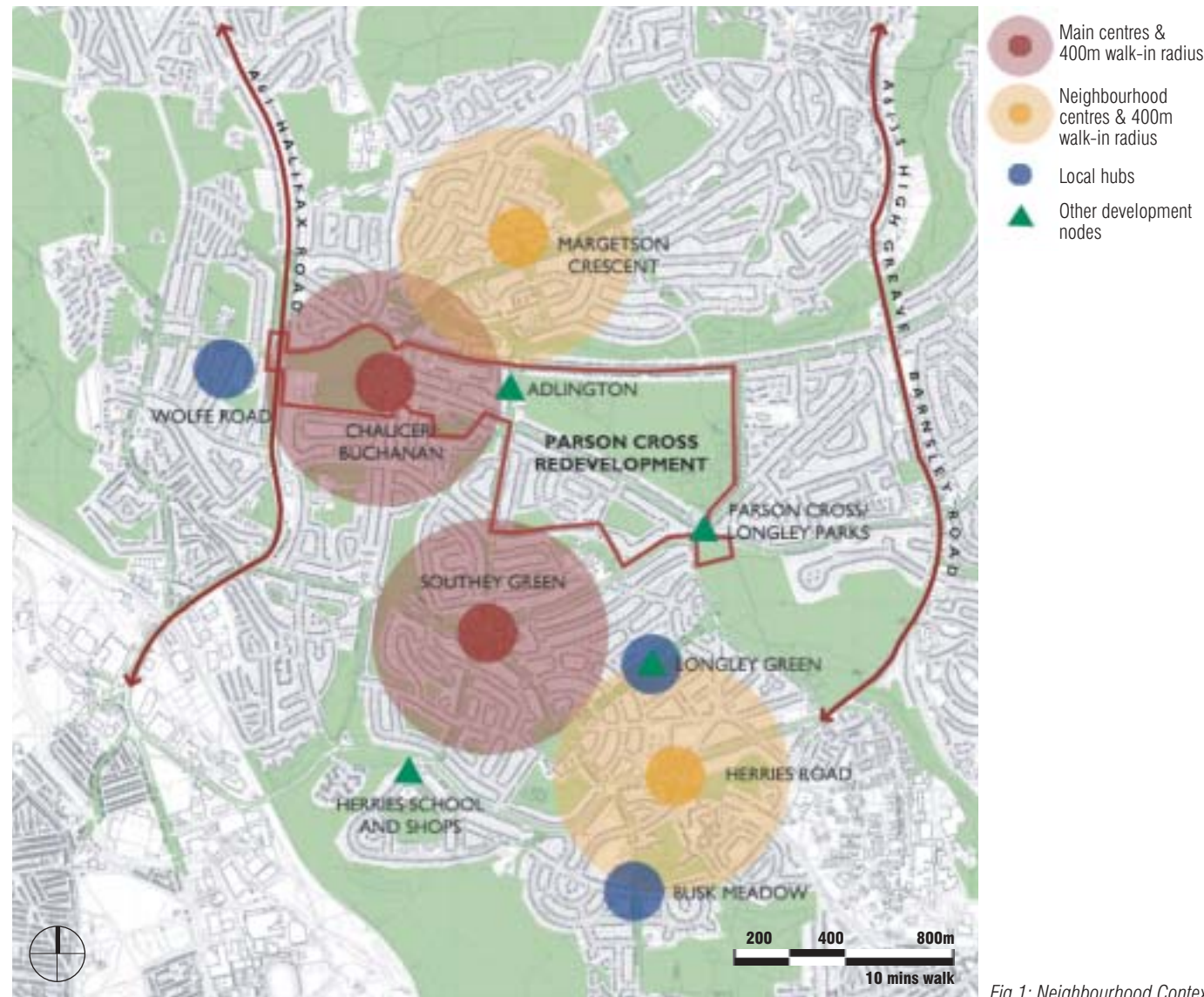


Fig 1: Neighbourhood Context

1 INTRODUCTION

1.1 Background

1.1.1 The masterplan for New Parson Cross represents a key stage in the work SOAR of and follows extensive community consultation that began in 2002. With the community, SOAR produced the Regeneration Framework, which set out the vision for the regeneration of the whole Southey Owlerton area, including the “5 Big Ideas” listed in the preface.

1.1.2 This is one of 4 tools for achieving the visions:

- The Framework Diagram, which sets out the pattern of neighbourhood centres and open space that ties everything together in the area
- The Five Big Ideas
- Neighbourhood Identity and Demonstration Projects
- Development Principles

The Masterplan uses all of these tools, and makes a particular contribution to the development of Neighbourhood Identity and Development Principles.

1.1.3 Early in the process a CABE\* design panel assisted the community in arriving at design principles for the masterplan that set out the spatial arrangements and kinds of housing development that the community wanted to see. The masterplan has taken this work as its starting point, testing the feasibility of the ideas and their scope for delivering the key principles of the vision.

1.1.4 Roger Evans Associates were appointed by Sheffield City Council in October 2003 to prepare “mini-masterplans and briefs” for housing redevelopment sites in the Southey/Owlerton regeneration area. The objectives of the area regeneration are for housing to:

- Create an attractive and sustainable neighbourhood
- Undertake physical renewal linked to social and economic initiatives in the area
- Reverse the negative perception of the area and attract inward investment
- Offer a better choice of housing in terms of tenure and type
- Consider the potential for non-housing uses

- Create a step change in design quality
- 1.1.2 The background and analysis work for Parson Cross includes the whole area of the Chaucer School. The western part of the site facing the A61 Halifax Road is now surplus to the Education Authority’s requirements and is the subject of interest for major retail redevelopment. A separate study to appraise the viability of the local centres in Southey / Owlerton has recommended that a new district centre be established on Wordsworth Avenue between Deerlands Avenue and Chaucer Road, relocating the Buchanan Road shops in a position where visual links could be maintained back to Halifax Road. This arrangement is indicated in the Masterplan.

1.2 Purpose

1.2.1 This document presents the planning and design brief for Parson Cross, setting out the key urban design components and illustrating the overall shape and form of possible future development. The work has been carried out with close reference to costing, viability and market assessment by Hall and Partners. It will inform subsequent detailed development briefs and implementation plans.

1.3 Format

1.3.1 Following this introduction, Section 2 sets out the broad concept for Parson Cross, in the context of the wider neighbourhood structure of Southey/Owlerton. Section 3 provides an analysis of the existing physical

characteristics of the Parson Cross redevelopment area. Section 4 sets out the general rationale for the masterplan, with reference to Movement Landscape and Development Frameworks. Section 5 draws from this the key elements that constitute the brief. Section 6 illustrates the rationale and brief with an overall masterplan drawing and typical elements of it. Section 7 gives an analysis of development capacity. Finally, section 8 sets out the steps necessary to take the masterplan forward.

2 STRATEGIC NEIGHBOURHOOD CONTEXT

2.1 Need for change

2.1.1 Housing in the Southey/Owlerton area is characterised by types and layouts typical of the 1930s and, in parts, the 1960s. They offer a relatively limited choice of accommodation and the 1960s areas are strongly disliked for their form and appearance. Significant parts of the least popular areas have been demolished or are planned for demolition.

2.1.2 A further characteristic of the existing housing layouts is their relatively low densities. When originally planned this was balanced by much higher family occupancy than is the case today. Local facilities could therefore draw on a relatively high population within walking distance; but now lower occupancy levels, empty and demolished houses and higher car ownership drastically reduce this walk-in population to support local facilities, and most are failing.



Fig 2: Site Location

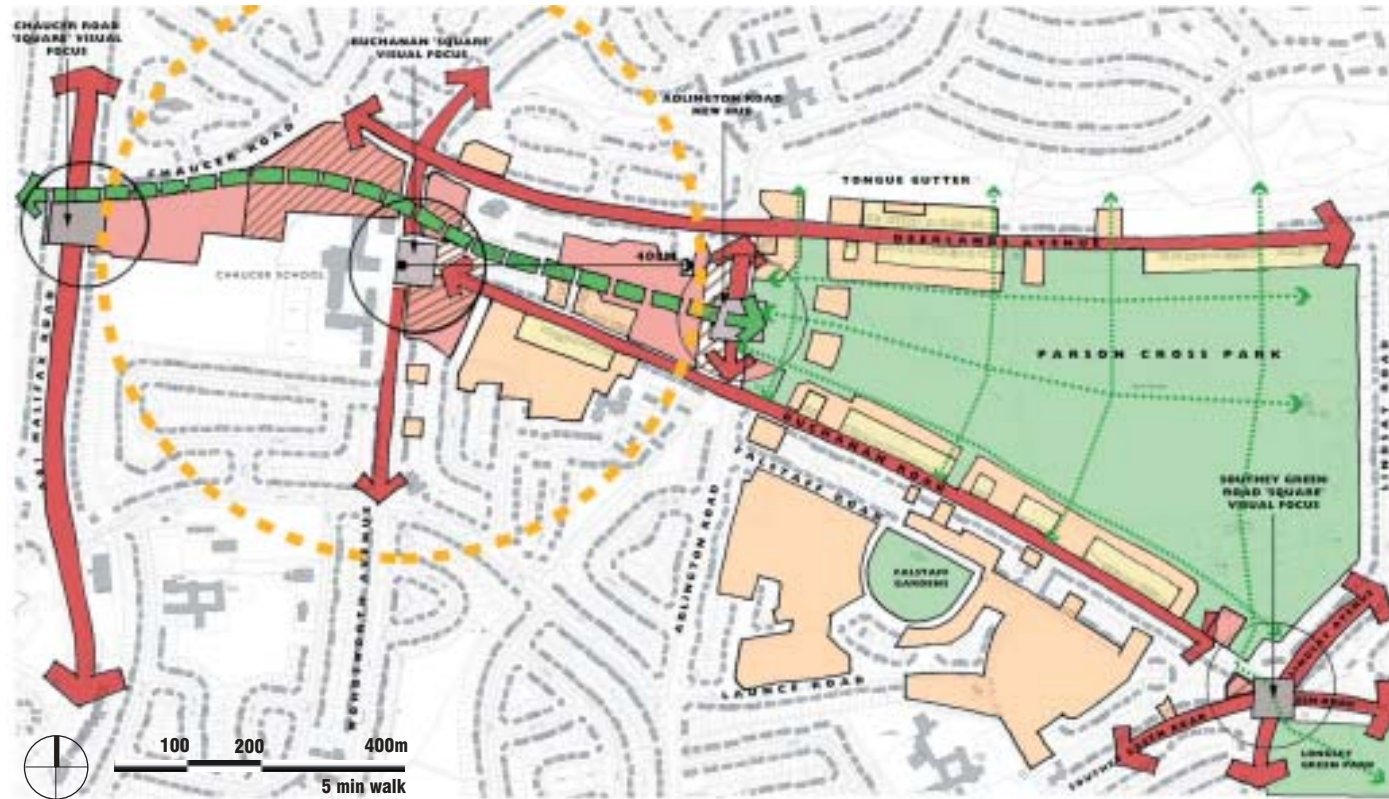


Fig 3: Parson Cross: Broad Concept



2.1.3 New housing provision must remove this vicious circle of unsustainability. Key objectives are to make more efficient use of housing land and to improve the street environment for walking and cycling. The aim will be higher housing densities and better balance between the interests of cars and people in the public realm. At the same time housing will offer much greater choice of types, sizes and tenures, and the highest standards of architectural and public realm design.

**2.2 Neighbourhood structure**

2.2.1 The diagram shows Parson Cross in relation to the rest of Southey/Owlerton and neighbourhood facilities.

2.2.2 The rationale for introducing new development into Southey/Owlerton must be a clear and logical neighbourhood structure. Ideally, most dwellings should lie within a 400-metre or five-minute walk of key facilities to encourage support of those facilities and less dependence on car usage. (At target densities of 40 dwellings per hectare, a 400m radius circle is 50 hectares, or 2,000 dwellings or up to 5,000 people).

2.2.3 These nodes or hubs at the centre of local neighbourhoods become the focus for neighbourhood activity and identity based on local shopping, community facilities, transportation, distinctive design or any of these. Variety in housing can reflect proximity

to neighbourhood hubs, with higher densities closer to them, bringing more people within convenient walking distance.

**2.3 Broad concept for Parson Cross**

2.3.1 The diagram indicates the key masterplanning objectives for Parson Cross:

- To recognise the importance of the Chaucer / Buchanan axis for potential to create a district shopping centre.
- To consider the future of the Buchanan Road shops as part of this centre, with improved premises and environmental surroundings: studies are concurrently in progress to examine the neighbourhood centres and hub projects;
- To develop a node for new development on Adlington Road as a focus for this part of the neighbourhood, possibly with some local facilities (e.g. a relocated "Church on the Park");
- To develop the node at Buchanan/Southey Green/Elm Roads as a visually strong focus, linking Parson Cross and Longley Parks;
- To traffic calm the main north-south route, Wordsworth Avenue, especially in vicinity of Chaucer School;
- To develop Buchanan Road as the main neighbourhood spine, with avenue trees and street improvements, and to make similar improvements to Adlington Road and Deerlands Avenue in acknowledgement of their importance in the street network;
- To reconfigure green space throughout the area to provide more local green areas and reduce the amount in Parson Cross Park;
- To introduce development into the park and along its edges to give surveillance over the park;
- To maximise visibility of the park from the main adjacent streets (Deerlands Avenue and Buchanan Road);
- To provide a more intensive level of housing close to the new Adlington node (e.g. in the Lytton / Buchanan area), and more relaxed densities with larger house types further away (e.g. Falstaff Crescent and the park edges).

**3 ANALYSIS**

**3.1 Parson Cross Site**

3.1.1 The Parson Cross redevelopment site extends 1.8 km eastwards from the A61 Halifax Road at Chaucer School. It includes the very substantial open spaces of Chaucer School itself and Parson Cross Park, and is closely linked to the natural open area of Tongue Gutter to the north and Longley Park to the south. The redevelopment area is bounded by Deerlands Avenue north of the park, which is an important district through-route. To the south of the park, Buchanan Road is an important neighbourhood route, linking the local centre at Buchanan Road / Wordsworth Avenue with district routes to the south. Wordsworth Avenue and, potentially, Adlington Road are important routes south.

3.1.2 It is a primarily residential area of low density (25 units/ha), two-storey, inter-war semis, typical of the era. Large areas are scheduled for demolition, if not already cleared (see diagram). These fall into two main areas, the Lytton/Buchanan area between Wordsworth Avenue and Adlington Road, and the Falstaff area between Adlington Road and Southey Green Road. Much of the area is characterised by repetitious house types set back from the road in long streets without trees or planting to give containment. Grass verges are eroded or paved over for car parking, so that a bleak and open character results. Nowhere are there sufficient visual incidents to provide focal points and aid orientation and, in the Falstaff area, the crescent street form increases disorientation.

3.1.3 The Buchanan Road shops provide an important focus and facility for the area, but they are run down and poorly regarded locally. The Chaucer School also provides some community focus at this location, now that it is reoriented towards the community and not to the Halifax Road. The only other significant landmarks in the area are the "Church on the Corner" at the eastern end of the area, and the Parson Cross Hotel on Deerlands Avenue. This building is a bigger scale than most of the surrounding housing, which emphasises it, and is architecturally distinctive, but the visual quality of its site is very poor, open and bleak.

3.1.4 The western part of the Chaucer School site is available for redevelopment. It remains very separate from the rest of Parson Cross primarily because of the barrier unintentionally created by the remaining Chaucer School development. This inhibits community aspirations for a green link towards Foxhill, for example, and integration of future development into the neighbourhood. The site also suffers from the serious environmental impact of the A61 dual carriageway.

3.1.5 Parson Cross Park extends over more than 27 hectares, and yet has very few points of connection into the surrounding housing area. The main entrance is a narrow and unimposing gateway in its southeastern corner. However, once inside the park, there are extensive views across it and to rising land beyond, especially from the southeast. Its most open boundary is the short western edge on Adlington Road, where the land initially rises closing eastward views. This rise reaches a shallow ridge a little way into the park, from where there are long views over the whole area. The park provides a wide range of facilities, including pitches, courts and gardens at the eastern end, and natural areas in the west and footpaths throughout. Along all the other edges of the park, properties back onto the open space making a visually poor boundary and a security / surveillance problem.



1 & 2. Chaucer Road: major access to Parson Cross but bleak in character



3. Open space at Chaucer playing fields



4. The Parson Cross pub, a physical landmark and potential community focus.



Fig 4: Site Analysis



5. Chaucer School: key facility whose focus is now on Wordsworth Avenue



6. The Church On The Corner: entrance point to the redevelopment area



7. Buchanan Rd shops: essential, but can they survive?



11. Buchanan Rd shops: essential, but can they survive?



10. Houses back onto Parson Cross Park, with security risks



9. Adlington Community Centre: unrelated to its surroundings and the community



8. Buchanan Rd at Adlington crossroads: wide street with potential for parking and avenue trees

## 4 RATIONALE

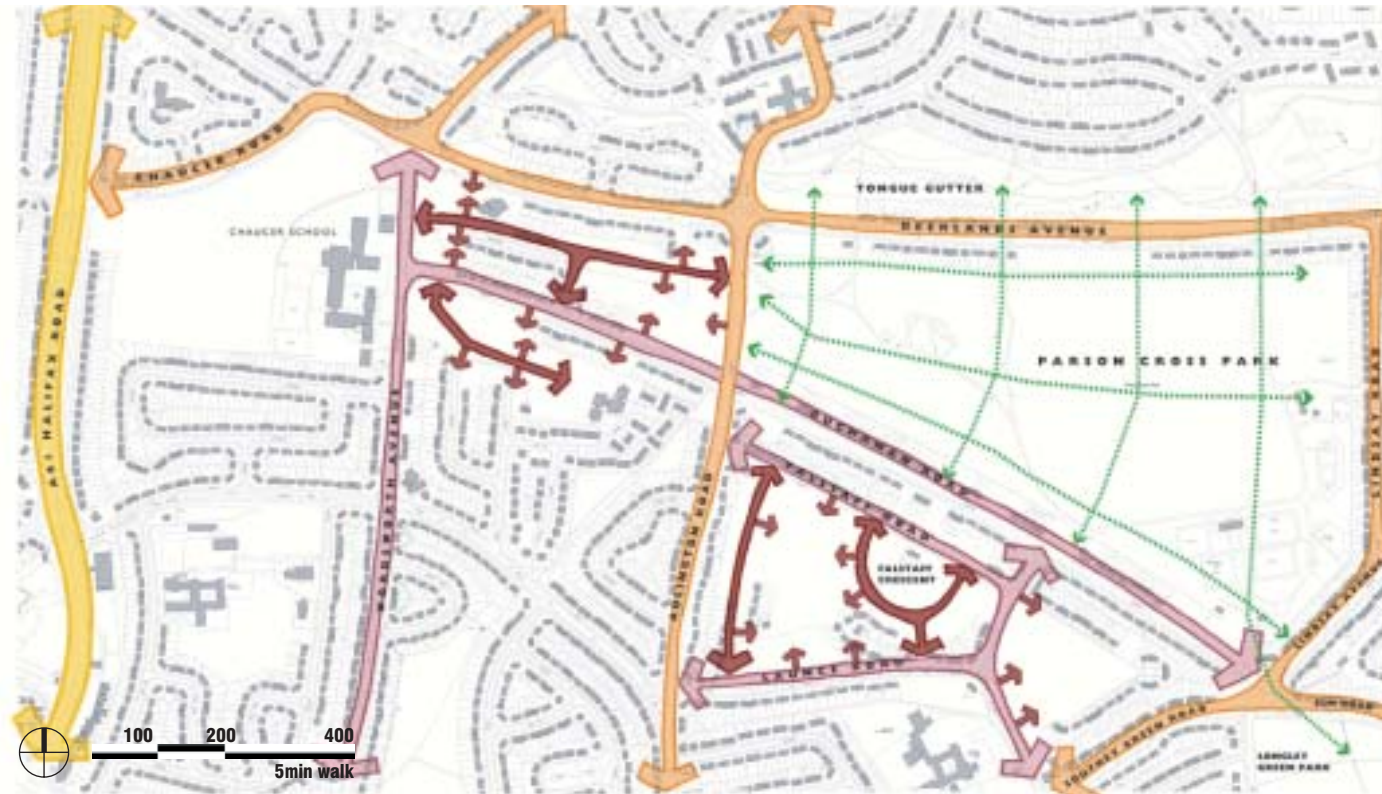
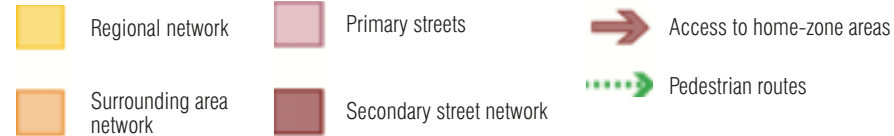


Fig 5: Movement Framework



### 4.1 Movement Framework

4.1.1 The primary route serving the area is Deerlands Avenue to the north. The main routes within the area are currently Wordsworth Avenue north-south, and Buchanan Road east-west.

4.1.2 Important objectives are to improve north-south linkage in the neighbourhood and to provide more focus for local redevelopment. This includes new development nodes on Wordsworth Avenue and on Adlington Road, and traffic calming improvements to both streets.

4.1.3 At the same time, a clearer hierarchy of streets should be established through street design, such as avenue tree planting, to emphasise the neighbourhood importance of Buchanan Road and the streets enclosing the Falstaff area. These primary streets give access to the Falstaff and Buchanan/Lytton housing areas, in which pedestrian priority streets will be the standard, designed on home-zone principles.

#### Key aims

4.1.4 The primary objective is to make the street pattern convenient and attractive for movement around the area on foot and by cycling, creating less reliance on the car for short journeys.

#### Balance needs of all users

- Street design should reduce speeds of traffic rather than ease its flow. The arrangement of buildings, spaces and activities can act as natural traffic calming while creating a quality built environment.
- Within residential areas, give priority to pedestrians and children's play. Detailed street design should reduce car speeds to walking pace and integrate parking with all other street elements.

#### Create linked up streets

- Link up streets to provide direct and convenient routes: a fine-grain network of streets gives greater variety and choice of routes and more opportunities for comfortable walking and cycling.
- Design pedestrian and cycle links as an integral part of the street and public transport network with particular emphasis on mobility users. The pattern and detailed design of residential streets should discourage their use by through traffic.

#### Promote legibility

- The layout of residential areas must allow people to orientate themselves easily: a clear, well-connected street pattern, which has a hierarchy of streets from major to minor, aids legibility.
- The primary design characteristics to create the hierarchy are street width, building height and density: main routes should be easily identifiable at a high level in the design hierarchy.

### 4.2 Public Realm & Landscape Framework

4.2.1 The most significant open space element is Parson Cross Park. Designs are being prepared separately for this, but it sets up excellent opportunities for distinctive buildings along its northern and southern edges and the potential to build within the park. Scheduled housing clearance around the edges of the park and in the Falstaff area allow some swapping of green space from the park to other areas to provide more local green space within redeveloped housing areas and housing within the park to give surveillance of the open space.

4.2.2 A primary objective of the public realm framework is to ensure feelings of personal safety and comfort. This is achieved through well-designed containment of space by buildings and structural planting, good surveillance from adjacent buildings, and interaction of activities between space and buildings. Both new and existing buildings should play their part.

4.2.3 Streets and street character are the building blocks of the masterplan. The plan is structured with a hierarchy of streets in which the main streets are designed with elements to enhance their status, such as street trees, while secondary streets have more informal scale and alignment. Streets are the pedestrian realm, shared with cars and including carefully designed car parking within view of houses.

4.2.4 Incidental space and local focal points occur at street junctions and other key points in the housing layout where landscape treatments are appropriate. They provide a sequence of events to guide people through the area, aiding orientation and reinforcing sense of place.

#### Key aims

4.2.5 Public spaces create the image of a neighbourhood. They must accommodate a range of people and activities, and feel safe and comfortable for all users.

#### Define streets with a common building line

- Buildings define outdoor as well as indoor space: housing should normally define the street with a common, clear building line with a largely unbroken edge. Housing on infill plots should respond to the established building line to provide continuity.
- Street trees and other street elements should be used to complement spatial enclosure of buildings.

#### Clearly define public/private space

- Spaces where ownership is unclear are often neglected and misused: dwellings should front onto the public realm and create a clear separation of public and private spaces.
- The front and back of the house should be clearly defined - this provides better security and privacy.
- Public space should be designed with a clear purpose, however flexible, and be able to accommodate different uses and users over time.
- Ownership and management of a proposed public space should be determined early in the project to ensure appropriate design.

#### Create active streets

- The main entrances to houses and apartment blocks should normally be directly from the street, where they contribute to street activity, interest and surveillance.
- Habitable rooms should face onto the street so as to promote natural surveillance. Blank walls facing the street should be avoided.

#### Public space should respond to its context

- Public space should relate to its surroundings, encouraging activity to extend into the space from buildings.
- Spaces should maximise penetration of sunlight and shelter from winds.



Fig 6: Public Realm Framework

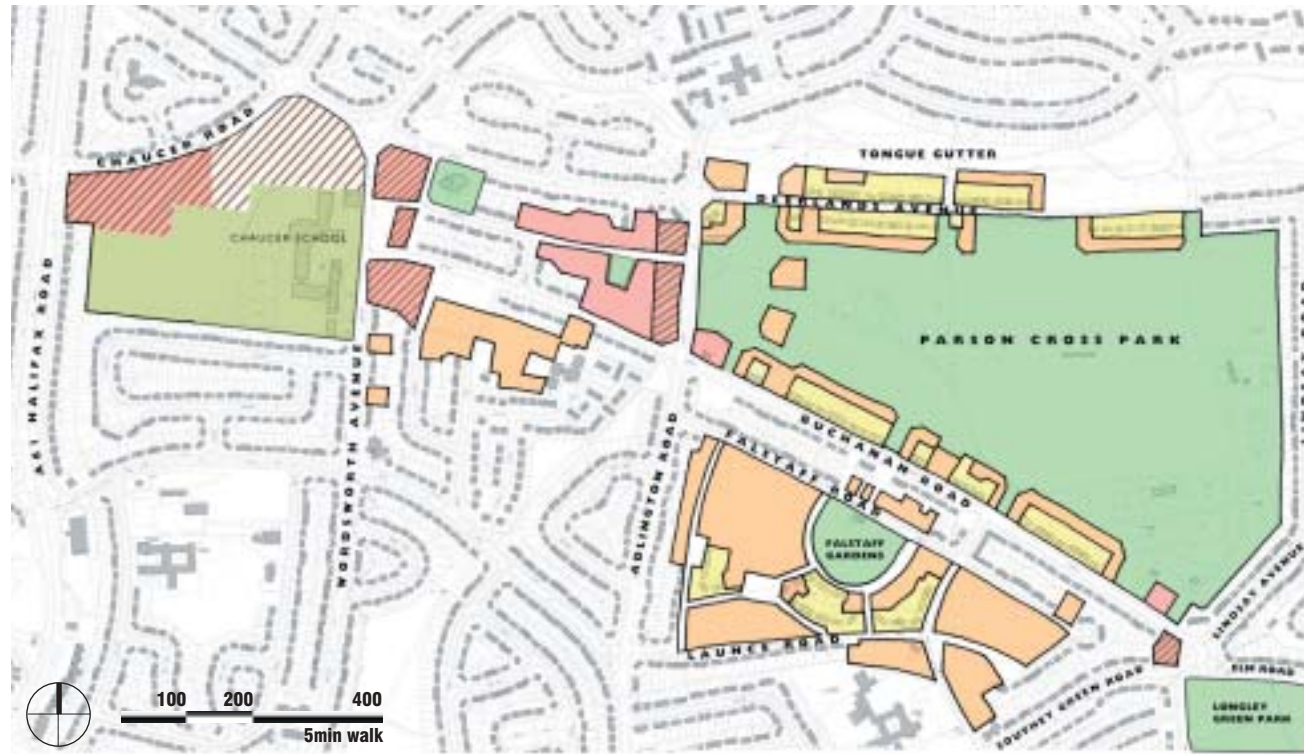
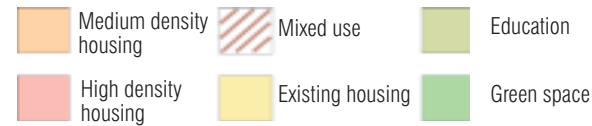


Fig 7: Development Framework



- Distinctive street furniture and public art can contribute to the character and life of the public realm: such elements should be designed in a coordinated way to avoid clutter.
- Incorporate public access to features and green spaces, and exploit views to surrounding areas.

**4.3 Development Framework**

- 4.3.1 Throughout the masterplan the relationship of buildings to streets and public space is crucial. In principle, all building frontages should directly address the street as an essential part of street design and character, whatever their use. In housing areas this is fairly straightforward, with buildings on the street or set back behind short well-defined front areas and with parking and servicing between or behind. In the Falstaff and Lytton areas, there is sufficient redevelopable land to be able to create new streets, which will increase housing frontage and interaction between buildings and street space.
- 4.3.2 A significant design opportunity exists with the new Adlington node to create an impressive focus with relatively high buildings overlooking the end of Parson Cross Park. Development in the park can help to break up its forbidding overall scale - the blocks shown are approximately at the ridge point from which the whole of the eastern part of the park can be seen, and

the western part can be designed as a contained, managed landscape. A major new urban feature is possible at Falstaff crescent, preserving part of the existing street form where houses are to remain, but introducing a new park area.

- 4.3.3 Significant improvements need to be made to the present Buchanan Road shops. It is expected that this will take place in combination with development on the Chaucer School site to provide a district shopping centre, with existing shops refurbished and/or relocated nearer to Deerlands Avenue / Chaucer Road. Redevelopment could create a well-designed square as a setting for the school and new shop / community units around the square with flats above. Facilities such as the Adult Learning Centre could give the location a specialist educational function, in combination with Chaucer School.
- 4.3.4 At the eastern end of the area, there is the opportunity for a higher building on the “Church on the Corner” site, and/or at the entrance to Parson Cross Park.

**Key aims**

**Diversity and choice**

- 4.3.5 A mix of uses, facilities and tenures supports vibrant and diverse neighbourhoods that contribute to a sense of community.

**Accommodate a mix of uses**

- Locate compatible uses such as community-based facilities near to each other (e.g. close to neighbourhood hubs).

- At local hubs, create an active and highly accessible edge on the ground floor with shopping, leisure and other commercial activities with housing above.

**Provide a mix of housing type, form and tenure**

- Provide a range of dwelling types, layouts, house prices and tenures. Accommodate different needs, household types and lifestyles.
- Design outdoor spaces integrally with house plans to accommodate the range of residents’ needs.
- Affordable housing should be integrated into the overall development and not isolated or concentrated in any particular area.

**Promote variety in visual appearance**

- Use the range of housing types and densities to create distinctive areas within the overall neighbourhood.
- Allow for personalisation without detriment to streetscape through inclusion of balconies, roof terraces and opportunities for window boxes.

**Car parking should not dominate development**

- On-site car parking at the front of houses can deaden the street, reduce the degree of enclosure and weaken the relationship between dwelling and street.
- Car parking should be in places where residents can see it between or behind buildings, or in carefully designed parking spaces in streets and squares.
- On-street parking has a beneficial traffic calming effect and adds to street activity and security. The detailed layout of streets should incorporate car parking and street trees where appropriate.

**Local distinctiveness**

- 4.3.6 The appearance of the built environment defines an area’s identity and character and creates a sense of place. Anonymous or ‘anywhere’ housing is not acceptable.

**Respond to the context**

- Lay out new areas with close attention to adjacent development, natural features and orientation.
- Use the context to generate a distinctive urban design, which has special identity.
- Reinforce local character, existing routes and movement patterns and landscape features.
- Build memorable places
- Landmarks and vistas help orientation and create visual links both within and outside the area.
- Strong corners create local landmarks, emphasise choice of routes and add interest to townscape.
- Use of local materials, colours, crafts and landscape elements can reinforce local character.

- 4.3.7 The design and layout of new residential development can reduce car use, resource consumption and emissions. Proposals for new housing should seek to minimise the impact on the environment and consider wider social and economic benefits to the community.

**Sustainability**

**Establish a robust pattern of streets**

- Compact communities with safe and convenient streets and routes can reduce dependency on the car.
- A finer grain of streets will be able to accommodate changes more readily than large blocks of development.

**Minimise environmental harm of new development:**

- The detailed design of buildings should exceed current targets of thermal and energy efficiency required by building regulations, use environmentally friendly materials and recycle and conserve materials.
- Use sustainable drainage and water systems and recycle grey water.
- Through layout orientation and building design, maximise the opportunity for solar and other alternative energy sources.

**Consider future uses and changing circumstances**

- Employ adaptable building types and techniques to allow for different uses to take place over the life of the house or building.
- Houses should be easy to maintain, enlarge and adapt to changing personal circumstances.
- Provide a flexible internal layout and allow for the easy conversion of areas such as lofts or attics.

**Economic viability**

- 4.3.8 Housing must be deliverable via established development mechanisms, with particular regard to the expectations of the housing market and developers.
- The range of housing types and values should reflect the local housing market and need.
  - Housing area layouts should be efficient from a developer’s point of view, e.g. maximising development frontage onto streets, compatible with other objectives of the brief.



Fig 8: Briefing Plan

### 5.1 Briefing Plan

5.1.1 The briefing plan draws together the Movement, Public Realm and Development Frameworks, setting out the urban design elements that will define the form of the redeveloped area. It sets out the spatial requirements of key components of development.

#### Development Uses

- Two densities of housing are indicated, at 30-40 dwellings per hectare (medium density) and over 40 (higher density). Lower densities will not be acceptable.
- In the mixed-use areas indicated, ground floors should be suitable for commercial or community uses, with flats on upper floors. An important opportunity is on Adlington Road; where higher density housing could be combined with some limited shops or further community facilities. If the "Church on the Corner" were to move from Southey Green Road, for example, it could be accommodated at the new Adlington node.
- On Wordsworth Avenue, the new School Square would be the focus for a district shopping centre with a large new store and other shops. The development must be coordinated with the rest of the Chaucer site, using as far as possible the presence of the Chaucer site on the Halifax Road to "signpost" the centre. The objective is to keep close to Parson Cross customers who

presently drive further afield for this kind of shopping. It could also provide district-level community facilities (e.g. the public library and Adult Learning Centre), and it could provide accommodation for, for example, public authority offices. All of these uses would bring significant local employment opportunities. Options must be considered that provide the best balance of improved retail provision, commercial attractiveness and support for existing local services..

- The western end of the Chaucer site will provide mixed uses, with a significant new housing content. The design should be an eye-catching new landmark to have significance for people arriving by car on the A61 from a wide area.

#### Open Space

- Parson Cross Park provides the bulk of open space for the redevelopment area. A separate masterplan will set out the detail for its use and management.
- The balance of total open space through the area must be maintained. Small areas of green space should be introduced into new housing areas for local space, informal sitting areas, etc.
- Urban space must be incorporated into the development to create special identity and legibility. Key locations are at the junctions of Buchanan Road and Wordsworth Avenue, and Buchanan Road and Southey

Green Road. Opportunities for major new spaces occur at the western end of Parson Cross Park and in the new district shopping centre. Other incidental opportunities will be created at new street junctions within new housing areas.

#### Streets and Access

- The main neighbourhood avenues are Deerlands and Wordsworth Avenues. These streets will be subject to streetscape design works, including tree planting, car parking, traffic calming etc.
- The main neighbourhood streets are Buchanan Road and Adlington Road. These will require a relatively formal design treatment, with avenue tree planting. In both cases traffic calming and the inclusion of on-street parking spaces will be required.
- A main pedestrian route is required from Chaucer Road to Parson Cross Park, green in character but also with good surveillance from adjacent buildings. This should be achieved with avenue trees and local incidental green spaces. This should have high priority in options for the redevelopment of the Chaucer site (see photo 18).

#### Development Character

- In keeping with the general character of the area, new housing should be two to three storeys. At identified focal points, heights of three to four storeys are required in order that the buildings have an appropriate visual impact.
- Certain parts of street frontages must be built up to provide strength, character and focus to the development. Generally these are at main street corners, and enclosing incidental spaces. Building frontages must be on a forward line in the street, and special attention must be given to the design of façades.
- It is a requirement that open space is designed with good surveillance from adjacent buildings. Buildings must front onto these spaces with active and well-designed façades, using the opportunity for strong positive visual impact (e.g. new development on Parson Cross Park).
- Certain locations have the potential to be particularly visible and memorable landmarks. Buildings in these locations must be designed with special awareness of views to them and their relationship to adjacent buildings and spaces, and should be expressed by different uses (especially public uses), heights and/or architecture. The junctions of Deerlands Avenue and Adlington Road and with Wordsworth Avenue is a landmark location, marked by trees on the roundabout.

5.2 Illustrative Masterplan

5.2.1 The Illustrative Masterplan shows how the requirements of the Briefing Plan and the aims and objectives of the masterplan rationale could be achieved. The main features of the plan are noted below. Some important elements of the masterplan concept are illustrated in more detail on the following page.

Streets and Access

- Buchanan Road is treated as the main street of the neighbourhood, with verges removed to provide car parking bays, and avenue tree planting between (see sketch on following page).
- In the Buchanan/Lytton area Buchanan Crescent is linked through to Wordsworth Avenue, providing a continuous pedestrian priority avenue through to Parson Cross Park. There are also links from Lytton Crescent through to the new school square on Wordsworth Avenue.
- In the Falstaff area the crescent form of Falstaff Crescent is retained, but much more interconnection is made between Symonds Crescent and Murdock Road to improve legibility and the pedestrian environment.
- Falstaff Road and Collinson Road are improved with car parking, tree planting and boundary treatments as significant access roads in the area.
- A need for junction design and improvements is identified at the intersections of Buchanan Road with Adlington Road and Southey Green Road.

Public realm

- In Parson Cross Park and Tongue Gutter, demolitions on Deerlands Avenue allow green space to extend to the road. With Falstaff Crescent, these additional green areas balance development land taken up to build new housing in the park and to provide surveillance and containment of park spaces.
- Within redeveloped housing areas, small incidental green spaces are created suitable for small play installations: NB Buchanan Crescent has a sequence of small green spaces linked by avenue trees to extend a green walk from Chaucer to Parson Cross Park.
- Other incidental spaces occur, e.g. in the Falstaff Area at street intersections within the development, suitable for meeting and sitting.
- In the south-east, Parson Cross Park entrance is opened up onto Buchanan Road with a pedestrian avenue aligned with the redesigned junction/square on Southey Green Road. A new car park is sited on Buchanan Road, with a single apartment block to give the location prominence.

Development

- West of Adlington Road, sites are developed with new high density housing, using the existing street pattern but with additional links.
- On Adlington Road, higher buildings face over the park, with apartments above shops and community uses: the 'Church on the corner' could relocate here.

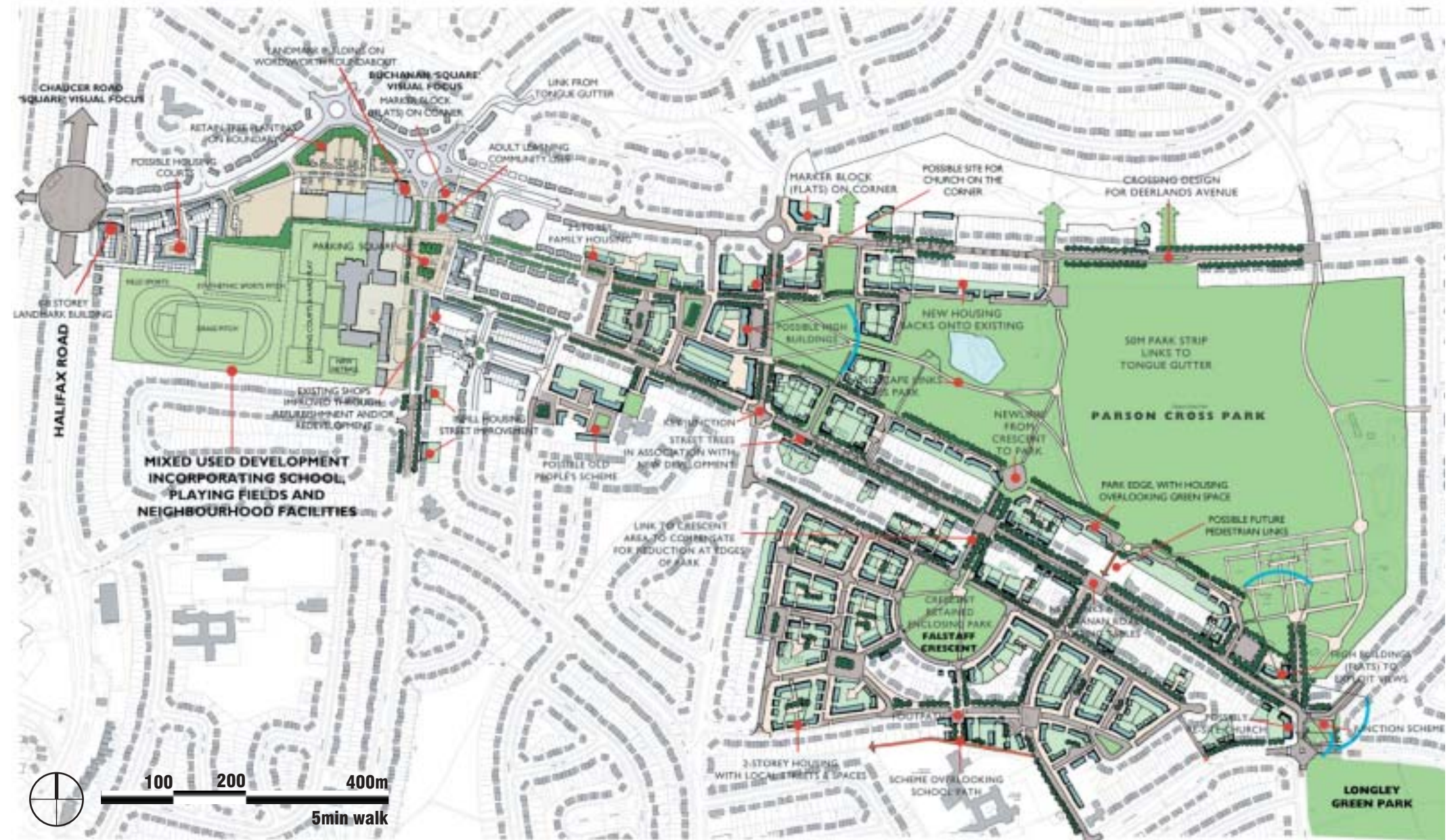


Fig 9: Masterplan Proposal

- At the new school square some higher buildings mark the location. A solution is shown to provide a large new store (4,500m<sup>2</sup>) with aspect both over the square and to the main approach into the neighbourhood.
- At the eastern end of the redevelopment area, apartment blocks mark the location and have views over Longley and Parson Cross Parks.
- New housing blocks are sited in the park with aspects west over a new green space and east over the rest of the park.
- Where housing remains on Buchanan Road and Deerlands Avenue, new housing backs onto it and faces over the park (see detail on following page).

# 6 DEVELOPMENT CHARACTER & DETAIL



Fig 10: Parson Cross Park, West End

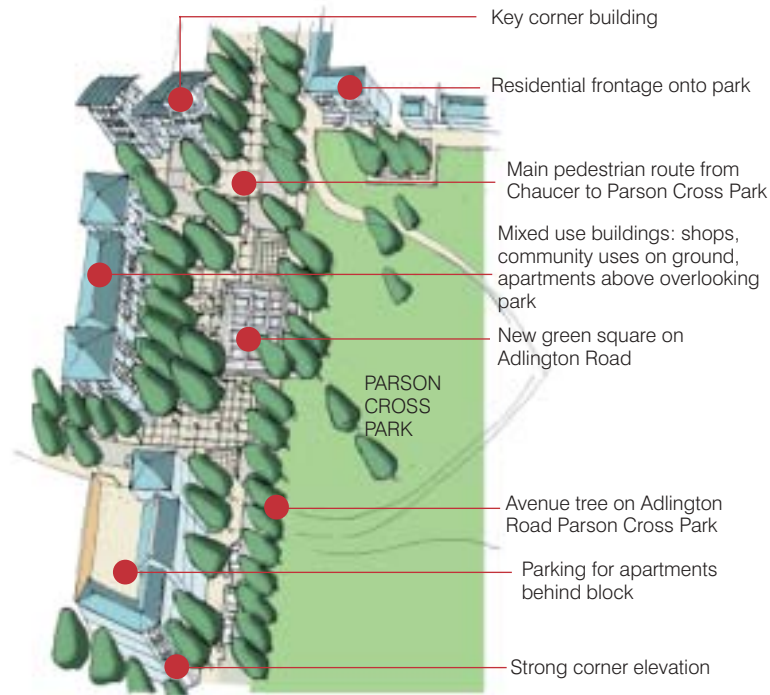


Fig 11: Adlington hub

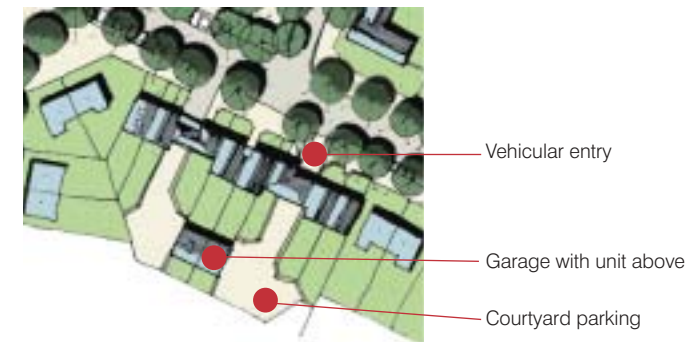


Fig 12: Typical infill site

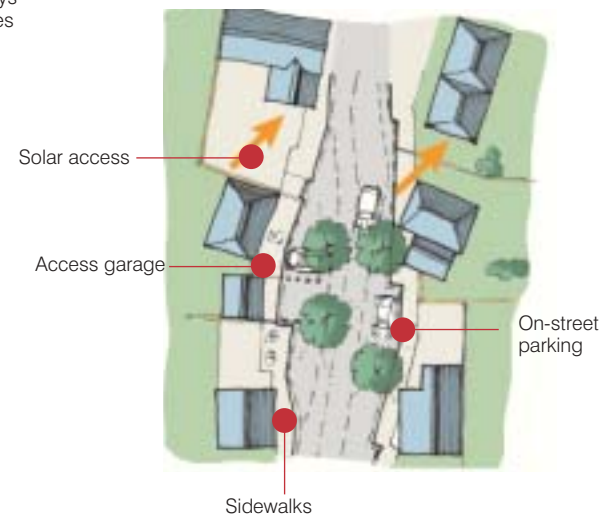


Fig 13: New North-South streets

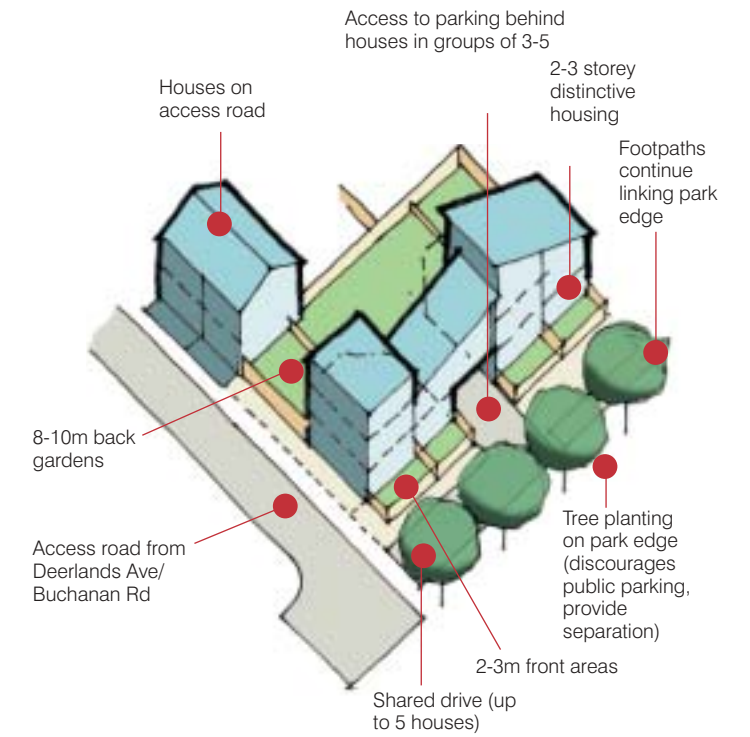


Fig 14: Typical park edge housing

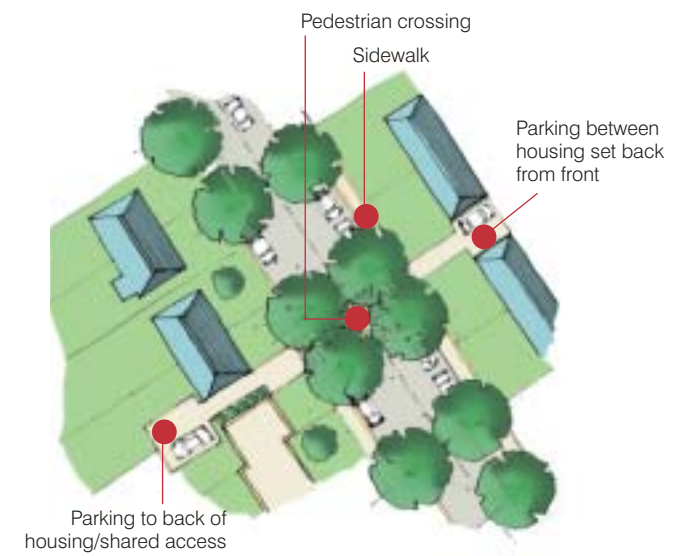


Fig 15: Typical avenue improvements (e.g.: Buchanan Road)





12. Housing facing over park space (homes for the future, Glasgow Green): mix of tenures and types.



13. Large housing square with parking and play space (Camden, London).



14. Incorporating parking into long streets, e.g. Buchanan Road, with bays between avenue trees (Buxtehude, Germany).



15. Character for housing overlooking park - Westwood Road, Sheffield.

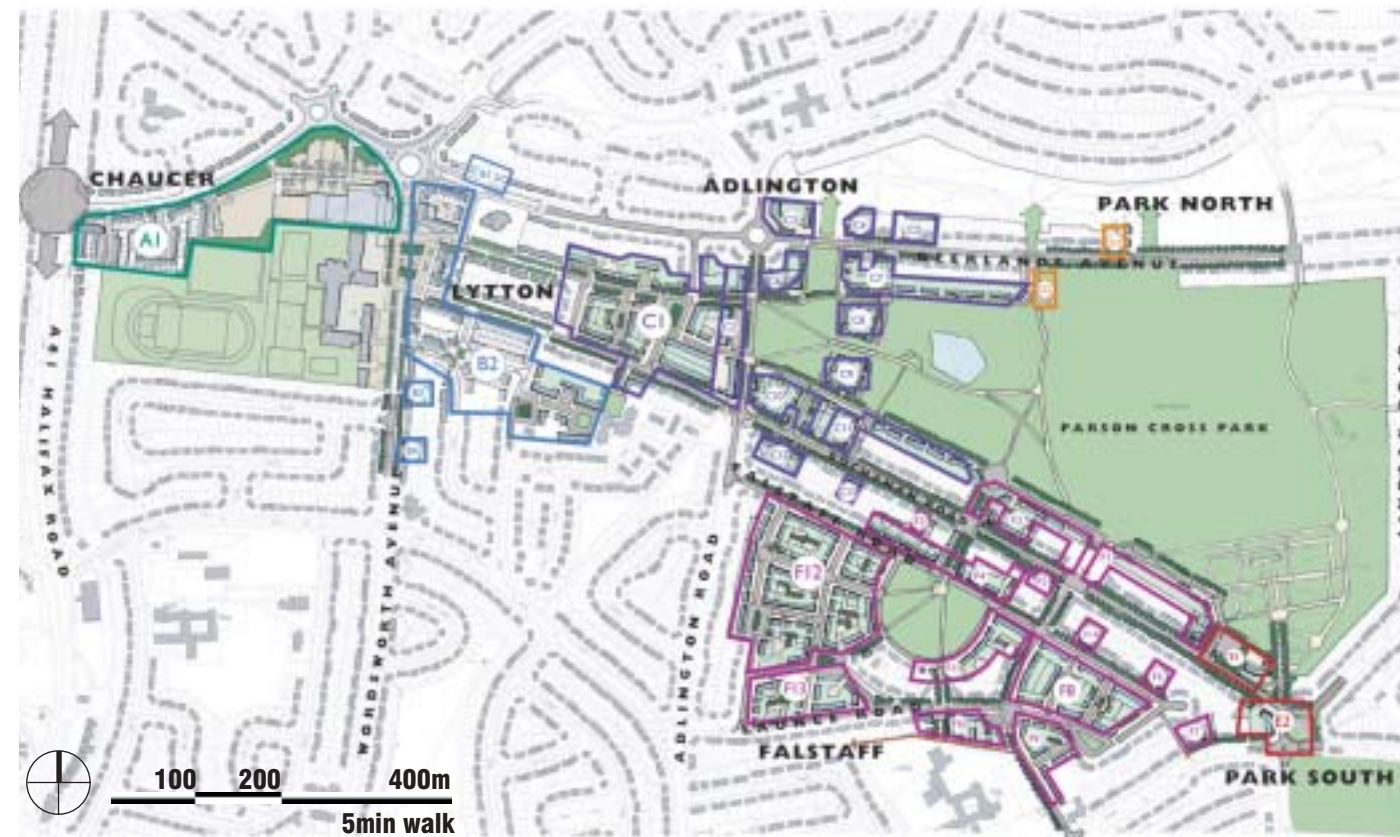


Fig 16: Development Parcels



16. Strong housing frontages creating distinctive streets (Newhall, Harlow).



17. 4 storey mixed-use development as a focus for Adlington hub (Gloucester Green, Oxford).

Parson Cross Re-development Sites								
		Area(ha)	Total Units	Type	m2	No.	Type	Height
Chaucer	A1	3.25	87	Houses/mixed use	4804	57	Flats	30 6-8
	B1	0.26	12	Houses	0	12	0 0	2-3
	B2	3.74	42	Houses/mixed use	1350	101	Flats	54 2-4
Lytton	B3	0.08	3	Houses	0	3	0 0	2-3
	B4	0.08	4	Houses	0	4	0 0	2-3
	C1	2.90	110	Houses	0	110	0 0	2-3
	C2	0.57	82	Mixed Use	1979	0	Flats	82 3-4
Adlington	C3	0.24	47	Houses	0	4	Flats	43 3-4
	C4	0.12	10	Houses	0	10	0 0	2-3
	C5	0.10	6	Houses	0	6	0 0	2-3
	C6	0.29	14	Houses	0	14	0 0	2-3
	C7	0.85	26	Houses	0	26	0 0	2-3
	C8	0.28	23	Houses	0	23	0 0	2-3
	C9	0.32	21	Houses	0	21	0 0	2-3
	C10	0.41	21	Houses	0	21	0 0	3-4
	C11	0.55	45	Houses	0	45	0 0	2-3
	C12	0.17	10	Houses	0	10	0 0	2-3
	C13	0.20	10	Houses	0	10	0 0	2-3
Park North	D1	0.12	4	Houses	0	4	0 0	2-3
	D2	0.11	3	Houses	0	3	0 0	2-3
Park South	E1	0.16	45	Houses	0	0	Flats	45 3-4
	E2	0.29	27	Mixed Use	647	0	Flats	27 3-4
Falstaff	F1	0.98	23	Houses	0	23	0 0	2-3
	F2	0.86	16	Houses	0	16	0 0	2-3
	F3	0.05	2	Houses	0	2	0 0	2-3
	F4	0.89	23	Houses	0	23	0 0	2-3
	F5	0.19	8	Houses	0	8	0 0	2-3
	F6	0.10	4	Houses	0	4	0 0	2-3
	F7	0.16	4	Houses	0	4	0 0	2-3
	F8	1.25	47	Houses	0	47	0 0	2-3
	F9	0.58	27	Houses	0	27	0 0	2-3
	F10	0.41	19	Houses	0	19	0 0	2-3
	F11	0.56	24	Houses	0	24	0 0	2-3
	F12	2.97	76	Houses	0	76	0 0	2-3
	F13	0.84	36	Houses	0	36	0 0	2-3
	F14	0.98	3	Houses	0	3	0 0	2-3
10.81	Total	25.89	962		8779	793	282	

Table1: Development Capacity

7.1 Development Capacity

7.1.1 The development capacity of the New Parsons Cross redevelopment site is summarised and illustrated in the following diagram and table where the following nett areas have been used in baseline assumptions relating to residential types:

- 1 Bed- 1 Person Apartment 55 m<sup>2</sup>
- 2 Bed- 3 Person Apartment 60 m<sup>2</sup>
- 2 Bed- 4 Person Terraced House 65 m<sup>2</sup>
- 3 Bed - 5 Person House 2 Storey Terraced 85 m<sup>2</sup>
- 3 Bed - 5 Person House 3 Storey 90 m<sup>2</sup>
- 3 Bed - 5 Person House Semi-Detached 90 m<sup>2</sup>
- 2 Bed - 5 Person Bungalow 65 m<sup>2</sup>
- 4 Bed- 6 Person House (ex garage) 110 m<sup>2</sup>
- 4 Bed - 6 Person House 3 Storey (inc. garage) 112 m<sup>2</sup>

7.1.2 Intentionally, densities vary across the area. However, the 790 new houses and 278 apartments set out in the table below yields an overall average of 40 units per hectare. The table does not include new housing that may be provided in the redeveloped Chaucer site (A1).

7.1.3 Development and green space are retained in balance: new green space gained through demolition compensates for areas where there is new building in existing green spaces.

7.1.4 More detail about the range and mix of housing types and tenures, as well as a detailed summary of the costing, viability and market assessment of the proposal, can be found in the financial and cost consultants, Hall and Partners, report.



18. Example of scale & character of pedestrian spine route (New Walk, Leicester)

### The Way Forward

**This document sets out the overall briefing parameters for the planning of the Parson Cross redevelopment area. It indicates the character and scale of development, but implying a great deal of detail which is outside the scope of this exercise.**

In particular, the City Council may wish to consider undertaking Coding exercises for street types and development. It could consider detailed studies for specific building typologies. It could also consider preparing individual site briefs for key or complex sites within the masterplan. The masterplan also refers to other strands of design that will affect the quality of the redevelopment area. In particular, there are the masterplans for key parks (including Parson Cross Park) and future work on streetscape improvements and plans for the hubs.

The kind of further documentation that will be required will depend on the way in which the City Council chooses to market the development opportunities and deliver new housing. A commission to advise on the costs and viability of Housing Market Renewal is running parallel with the Masterplan Exercise, and there has been regular contact between the consultants. This commission will indicate potential development procurement options, and may suggest the level of design control and coding appropriate in this particular market.

In due course, it may be appropriate to develop the masterplan work into Developer/Design briefs with a view to competitive marketing of the sites. It may also be appropriate to incorporate this work into Supplementary Planning Guidance to be used in the preparation and assessment of developers' proposals.



**A.1 Sheffield City Council**

SCC, (1994). UDP Policy Background Paper: No. 13. Mobility Housing, Directorate of Planning and Economic Development, SCC.

SCC, (1998). Affordable Housing SPG, Department Development, Environment and Leisure, SCC, Sheffield.

SCC, (1998). Historic Parks and Gardens SPG, Directorate of Planning and Economic Development, SCC, Sheffield.

SCC, (1998). Mobility Housing SPG, Directorate of Planning and Economic Development, SCC, Sheffield.

SCC, (2003 Update). Open space provision in new housing development, Supplementary

Planning Guidance. Directorate of Planning and Economic Development, SCC, Sheffield.

SCC, (1998). Planning Obligations and Education Provision SPG, Directorate of Planning and

Economic Development, SCC, Sheffield.

SCC,(1998). Transport Assessment and Travels Plans SPG, Directorate of Planning and Economic Development, SCC, Sheffield.

SCC, (2003) Owlerton Southey Green Area Plan

Southey Owlerton Neighbourhood Strategies, SOAR, May 2002: Parson Cross Neighbourhood Strategy; Regeneration Framework.

Redevelopment Sites Community Consultation report: Parson Cross, SOAR, 2003

Centres Strategy, Amion Consulting, 2004

**A.2 Government**

DETR / CABE, (2001). By Design - Better Places to live - A companion Guide to PPG3, Thomas Telford Publishing, London.

DETR / CABE, (2000). By Design - Urban Design in the planning system: Towards better practice, Thomas Telford Publishing, London.

DETR, (1998). Places, Streets & Movement - A companion guide to Design Bulletin 32, HMSO.

DETR, (1992). Planning Policy Guidance Note 12: Development plans and Regional Planning Guidance, HMSO.

DETR, (2001). Planning Policy Guidance Note 13: Transport, HMSO.

DoE, (1996). Circular 1 3/96 - Planning and Affordable Housing, HMSO.

DoE, (1997). Planning Policy Guidance Note 1: General Policies and Principles, HMSO.

DoE, (1993)(Revised). Planning Policy Guidance Note DoE, Planning Policy Guidance 4: Industrial, commercial development and small firms, HMSO.

DoE, Planning Policy Guidance 5: Simplified planning zones, HMSO.

DoE, (1993). Planning Policy Guidance Note 6: Town Centre and

Retail Development, HMSO.

DoE. Planning Policy Guidance 7: Countryside, HMSO.

DoE. Planning Policy Guidance 8: Telecommunications, HMSO.

DoE. Planning Policy Guidance 9: Nature conservation, HMSO.

DoE. Planning Policy Guidance 10: Planning and waste management, HMSO.

DoE. Planning Policy Guidance 11: Regional planning, HMSO.

DoE. Planning Policy Guidance 14: Development on unstable land, HMSO.

DoE. Planning Policy Guidance 15: Planning and the historic environment, HMSO.

DoE. Planning Policy Guidance 16: Archaeology and planning, HMSO.

DETR, (1991). Planning Policy Guidance Note 17: Sport and Recreation, HMSO.

DoE. Planning Policy Guidance 18: Enforcing planning control, HMSO.

DoE. Planning Policy Guidance 19: Outdoor advertisement control, HMSO.

DoE. Planning Policy Guidance 21: Tourism, HMSO.

DoE. Planning Policy Guidance 22: Renewable energy, HMSO.

DoE. Planning Policy Guidance 23: Planning and pollution control, HMSO.

DoE. Planning Policy Guidance 24: Planning and noise, HMSO.

DoE. Planning Policy Guidance 25: Development and flood risk, HMSO.

ODPM, (2002), Sustainable Communities - Delivering through Planning. ODPM, London.

Urban Design Alliance, (2001). Arm yourself with a Placecheck, A Users' Guide, UDAL, London.

**A.3 Other Sources**

CABE, (2002). Design Review. CABE, London.

Carmona, M., Carmona, S. and Gallent, N. (2001). Working together, A Guide for Planners and Housing Providers. Thomas Telford, London.

English Heritage / CABE, (2001). Building in Context: New development in historic areas, English Heritage, London.

IHIE, (2002). Home Zone Design Guidelines. IHIE, Essex.

Joseph Rowntree Foundation. (1997). Designing Lifetime Homes,

Llewelyn-Davies, (2000). Urban Design Compendium, English Partnerships / The Housing Corporation, English Partnerships, London.

National Playing Fields Association, (1989). Six Acre Standard, National Playing Fields Association.

Urban Task Force, (1999). Towards an Urban Renaissance, E&F Spon, London.

