

Darnall, Attercliffe and Tinsley

Neighbourhood Development Framework



Stage 3 Final Report

April 2007

Darnall, Attercliffe and Tinsley Neighbourhood Development Framework

Stage 3: Final Report

Building Design Partnership with

King Sturge, EKOS, Hall and Partners, PS Consulting and ARCUS

for Sheffield City Council and Transform South Yorkshire

April 2007

Contents

1. Introduction
2. Evidence Base Summary
3. Sustainable Communities
4. Vision
5. NDF Strategy
6. Major Development Projects
7. Delivery
8. Recommendations

Appendices

- A. Buildings of Character (Historic Assessment)
- B. Option Development
- C. Accessibility Strategy
- D. Key Development Project Profiles
- E. Action Plan

Plans List (by section)

1.0 Introduction

Site Location

Study Area

2.0 Evidence Base Summary

Historic Mapping

Local Characterisation Photosheets

Local Characterisation Assessment

Local Characterisation Opportunities

3.0 Sustainable Communities

Natural Neighbourhoods

4.0 Vision

5.0 NDF Strategy

Darnall and Attercliffe

Neighbourhood Development Framework

Strategic Urban Design Strategy

Tinsley

Neighbourhood Development Framework

Strategic Urban Design Strategy

6.0 Major Development Projects

A New Heart for Darnall

1.0 Introduction

1.1 This report has been prepared on behalf of Sheffield City Council and Transform South Yorkshire. It is the final report of Stage 3 the Darnall, Attercliffe and Tinsley Neighbourhood Development Framework project. The strategy outlined in this report has been the subject of public consultation.

1.2 The report has been produced by Building Design Partnership in association with King Sturge, Hall and Partners, EKOS Consulting, PS Consultants and ARCUS. The members of the Darnall, Attercliffe and Tinsley Steering Group, Sheffield City Council and Transform South Yorkshire have provided invaluable guidance and support in preparing this strategy.

Role of the Neighbourhood Development Framework

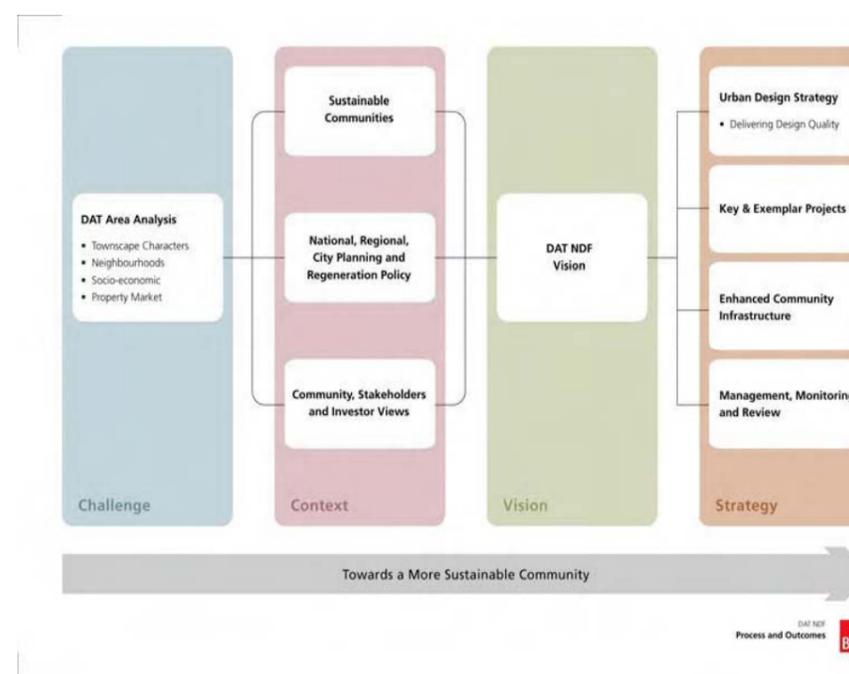
1.3 The overarching aim of the Neighbourhood Development Framework (NDF) is to create a context within which Darnall, Attercliffe and Tinsley (DAT) can become more sustainable communities. The NDF is intended to provide the physical framework within which the Sustainable Communities' agenda can be delivered. The NDF is also intended to provide a framework within which the Housing Market Renewal programme can be delivered in the area.

1.4 The physical attributes of well designed, sustainable neighbourhoods, and development within them, are based around the themes of:

- Local character and identity
- Functionality
- Accessibility
- Environmental quality
- Resource efficiency
- Community Pride and inclusion

1.5 The Vision and strategy of the NDF is therefore based on a review of relevant factors, including local townscape and historic character, neighbourhood character and resources,

social and economic factors as well as accessibility and sustainability issues. The diagram below illustrates how the strands of the strategy come together and reflects the format of this report.



1.6 This baseline work is encapsulated in earlier reports prepared as part of this project. These are:

- Stage 1 Baseline Report (*BDP, September 2005*)
- Stage 2 Interim Report (*BDP, October 2005*)

1.7 These earlier reports provide the background and factual base to the strategy and should be read in conjunction with this report.

The Role of Design

“If we deliver poor design, we know that we will not deliver sustainable development”

Lord Rooker, Planning Minister, House of Lords, Jan 04

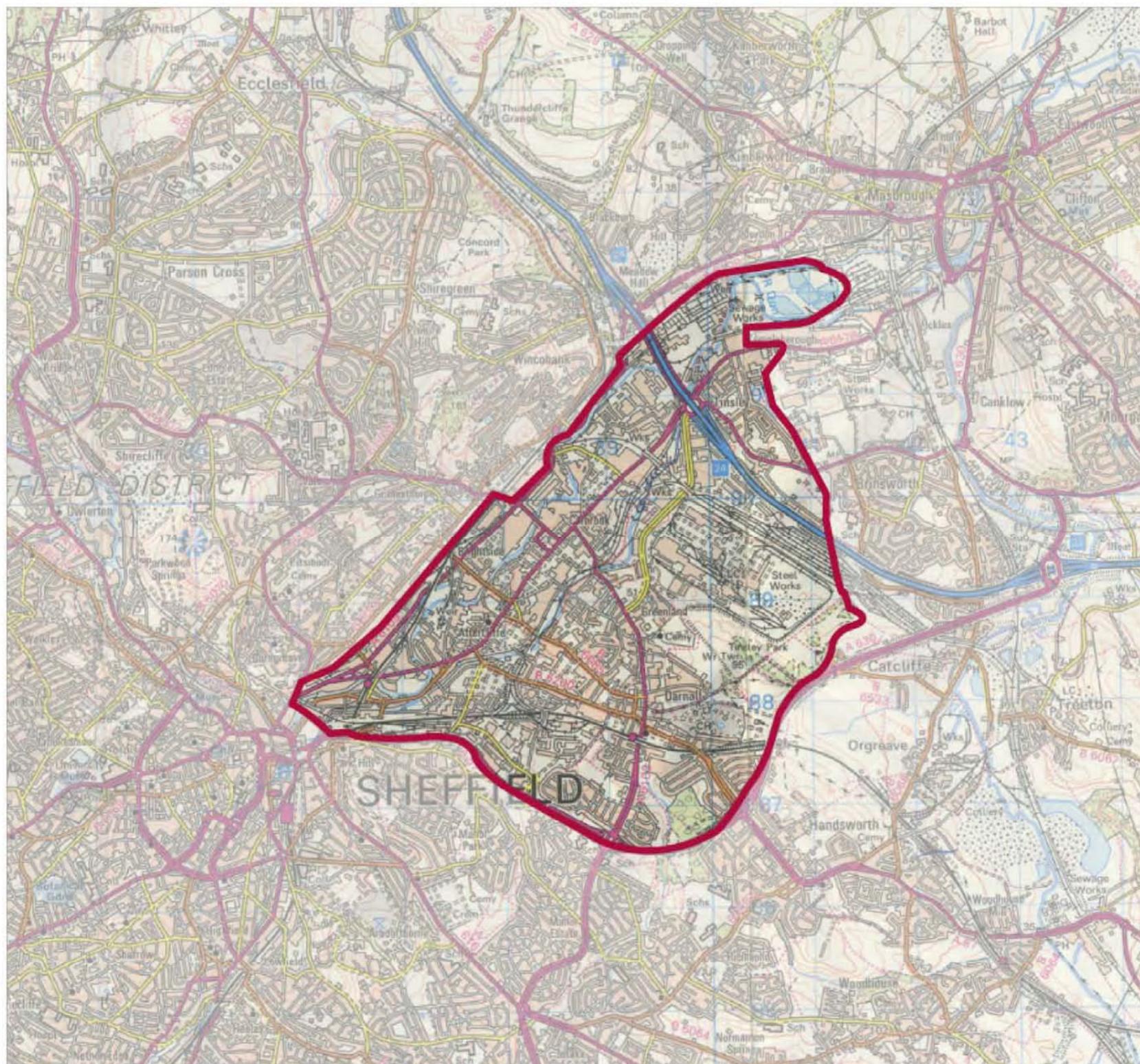
1.8 The DAT NDF is based on the principles of good design as part of creating sustainable communities. The philosophy of good design is applied at the strategic, local and site level. The delivery of good design at all levels is a pre-requisite to the achievement of NDF objectives.

1.9 The importance of good design is increasingly recognised by government and industry. It is important to understand that design is not only a visual concern, good design has a social and environmental impact and can contribute to a more inclusive importance of design quality including environment, quality of life and sustainability¹. Good design is a key factor in delivering sustainable neighbourhoods. Delivering Sustainable Development, PPS1, states that:

‘Planning policies should promote high-quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take the opportunities available for improving the character and quality of an area should not be accepted’.
(key principle (iv), para 13)

1.10 Clearly good spatial planning is dependant on design, and good design is responsive to its context. Therefore any design policy must be based on a good understanding of an area's defining characteristics and needs. This will help to promote locally distinctive patterns of development and develop stronger identity. Also, it is important to appreciate how adjacent natural neighbourhoods function with each other and within their wider contexts, in order to improve their sustainability.

¹ CABE, “Making Design Policy Work” 2005



DAT NDF
Site Location



1.11 In short good design delivers a number of benefits of direct relevance to the sustainable communities' agenda in DAT. These include:

- Distinctiveness and Community Pride
- Security and community safety
- Lower lifetime (maintenance, servicing, energy) costs
- Flexibility – ability to respond to changed circumstances
- Increased property values
- Inspiring ever-improving design solutions

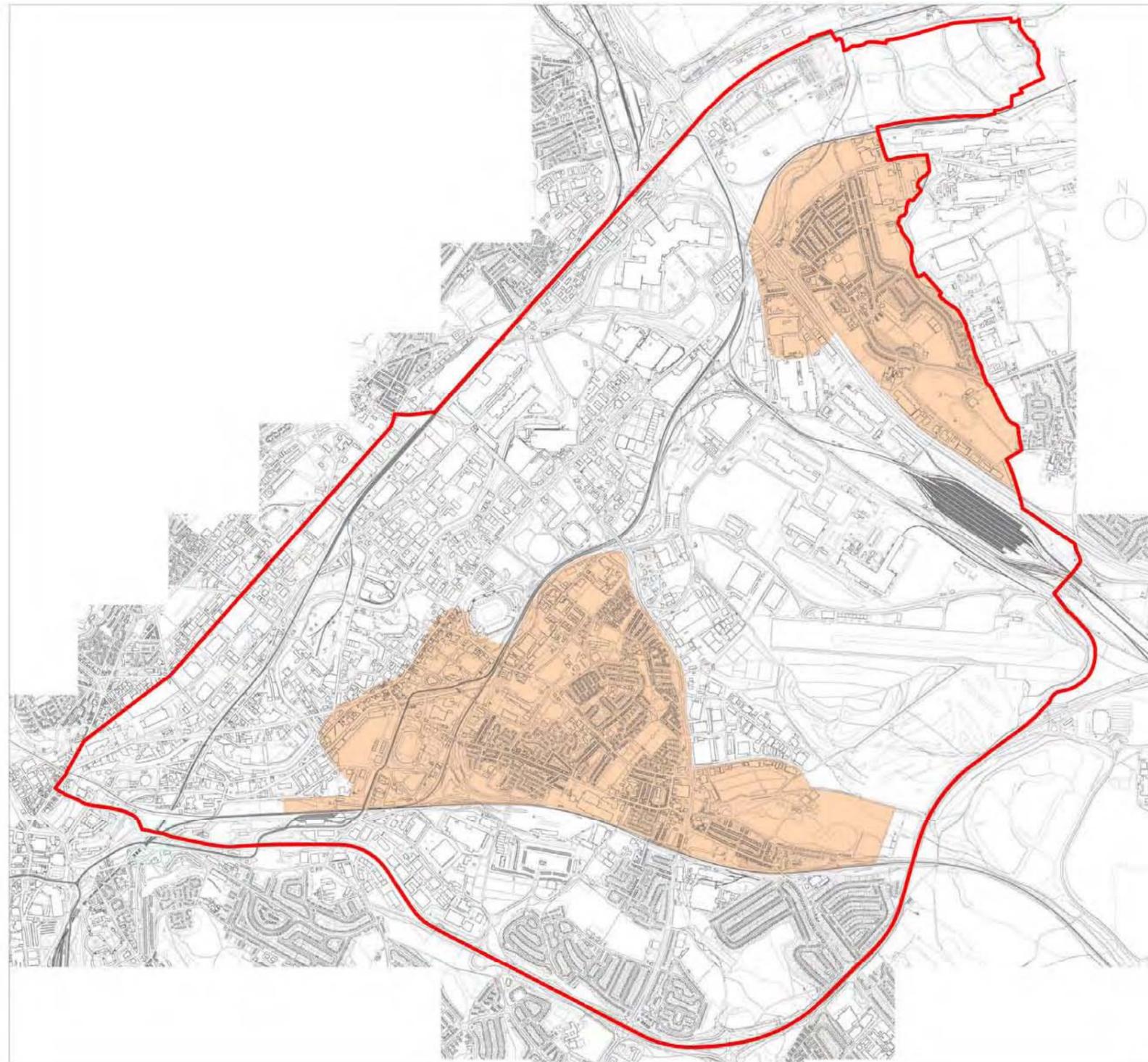
Report Structure

1.12 The report is structured into sections as follows:

- Evidence Base Summary
- Sustainable Communities
- Vision
- Neighbourhood Development Framework Strategy
- Major Development Projects
- Delivery
- Recommendations

1.13 Appendices to this report address the following:

- Buildings of Character (Historic Assessment)
- Option Development
- Accessibility Strategy
- Key Development Project Profiles
- Outline Development Appraisal



Key

 Principal Strategy Areas

DAT NDF
Study Area



2.0 Evidence Base Summary

Introduction

2.1 This section of the report summarises the evidence base which underpins the development strategy. Given the spatial nature of the Framework and the need to arrive at development solutions, this section of the Final Report concentrates on that baseline data which provides a direct basis for development and related proposals. More detailed baseline data is included in:

- Stage 1 Baseline Report (*BDP, September 2005*)
- Stage 2 Interim Report (*BDP, October 2005*)

Regeneration Context

2.2 National, regional and local policy is supportive of bringing forward a holistic vision for the regeneration of the area in a physical, environmental, social and economic sense.

2.3 The DAT NDF should embrace current thinking and best practice in promoting the sustainable communities agenda, design quality, housing provision and cohesive, inclusive communities.

2.4 The Transform South Yorkshire (TSY) Housing Market Renewal (HMR) programme, East Area Development Framework and Closing the Gap strategy provide the policy background and funding framework to underpin housing improvements and/or key interventions proposed by the NDF.

2.5 The emerging Sheffield Development Framework will underpin the land use elements of the DAT NDF.

2.6 The DAT NDF should promote existing SCC and TSY initiatives such as the Design Quality Initiative and Creating Successful Neighbourhoods in HMR Areas.

2.7 The interventions proposed by three key reports are tested as appropriate developed through the NDF:

- The East Sheffield/West Rotherham Baseline Study - DTZ, April 2005

- The East Area Development Framework - GVA Grimley, June 2005

- The Lower Don Valley Masterplan – USI, November 2004

Property Market

2.8 Darnall, Attercliffe and Tinsley are currently still going through a period of change with traditional heavy engineering industries contracting and declining. This is having a wider effect on commercial land uses, in particular employment opportunities and development. The emphasis of service based industries attracted to the region and the area by way of funding incentives continues to act as a key driver.

2.9 It is unfortunate that notwithstanding a number of significant employment and related assets in the Lower Don Valley area the linkages with the surrounding communities are perceived to be poor.

2.10 Despite a strong housing development market in the City, DAT still faces a challenge in attracting quality housing development that adds to the offer for the community.

2.11 It is evident that there are few voids across the three neighbourhoods and there continues to be demand from the local resident community with an element from private landlords and the social housing sector. As such, there is little housing market failure in terms of high numbers of empty properties and significant house value decrease. House values, whilst still below the national and Sheffield average, are increasing.

2.12 The following housing market issues across the three neighbourhoods will have an influence on the current housing market and on prospective development opportunities in the area:-

- There is a high density of terraced properties providing limited choice for expanding families and opportunities to step onto the next rung of the property ladder
- There are few sites available in the study area that are not surrounded by incompatible uses such as heavy industry, and principal roads

- Physical isolation and environmental problems caused by principal road networks, particularly at Tinsley

- Dominance of vehicular traffic cutting through the residential areas of Tinsley and Darnall/Attercliffe.

Socio-Economic Analysis

2.13 The key socio-economic characteristics of the Darnall ward, which includes Attercliffe and Tinsley, can be summarised as:

- Darnall, Attercliffe and Tinsley have a diverse population, with many different ethnic groups represented;
- There is a significant Bangladeshi, Pakistani, Yemeni, Somali and Black African population in the area. Darnall itself is the most culturally diverse;
- Many of the communities have only recently become established and require support;
- The study area is characterised by low incomes and low skills. Many jobs held by local residents are poorly paid, including those held by the indigenous white population;
- In many cases residents face particular issues when seeking to access employment, such as cultural and language barriers, or lack of accreditation of prior skills;
- Manufacturing employment has declined significantly in the area, with a corresponding rise in retail/leisure employment. More people commute into the area for employment and not all the jobs are taken up by those resident the study area;
- Low incomes have a significant impact on the study area – there are insufficient incomes for home improvements, or to support local retail facilities;
- There is a large proportion of social rented and local authority housing in the study area;

- The area ranks amongst the worst in the country against many of the indicators of deprivation: income, housing, health and crime;
- The area suffers from a relatively poor environment, with many mixed use areas characterised by declining manufacturing businesses;
- There are a number of major transport routes through the area, but these frequently have the effect of creating physical barriers between neighbourhoods and do not contribute to social cohesion;
- Crime and fear of crime is an issue in the study area;
- On the whole, there is a need to improve the balance of housing tenure and household incomes in many neighbourhoods to create more balanced communities.

Housing Assessment

- 2.14 The potential for new housing in Darnall presents a significant opportunity to meet a wide range of the current housing needs in the City whilst further sustaining the existing community and utilising poor quality brownfield sites.
- 2.15 The area has already been identified for housing as part of the Lower Don Valley Masterplan and is anticipated to be one of next areas of notable development in the City once committed housing schemes such as Wadsley Park Village are complete. Based on achieving current build rates, Darnall could come forward in 3-4 years time and play a significant role in the ongoing regeneration of both Sheffield's housing markets overall and the DAT Neighbourhood Development Framework and Lower Don Valley areas to the east of the City.
- 2.16 Much of the recent development has been focused to the west of the City Centre and within the City Centre, creating an imbalance in new housing provision and the types of housing available. Recent developments have concentrated on the

provision of 3-4 bedroom semi-detached and detached houses and City Centre apartments.

- 2.17 With its existing mix of communities, including the growing BME communities, the opportunity exists in Darnall to meet the needs of:
- Affordable housing for families and single households
 - BME communities
 - Specialist needs, including sheltered provision
 - A mix of smaller and larger homes
 - Some higher market private housing building on the presence of the canals, the potential regeneration of the Lower Don Valley and the excellent links to the City Centre and the motorway network.

Scale of Development

- 2.18 Since 1998 housing development in Sheffield has been at a rate of around 550 net additional per annum. This has been somewhat in excess of the adopted Regional Spatial Strategy (RSS) (which suggests a figure of 290 net additional). Current commitments (established primarily in the Unitary Development Plan) have capacity for around a net additional 500 units per annum over the next 2 to 3 years. The emerging Sheffield Development Framework also provides for additional residential development opportunities.
- 2.19 The emerging Yorkshire and Humber Plan RSS suggests a higher residential figures for the City as follows:
- | | |
|-----------|-------------------------------|
| 2004 – 16 | 1025 net additional per annum |
| 2016 – 21 | 1100 net additional per annum |
- 2.20 This clearly represents a significant increase in development in the City. The DAT area can clearly contribute to this requirement.
- 2.21 The scale of development suggested for the opportunity sites in Darnall and Attercliffe and the housing in Attercliffe is around

2,300 new homes (see Action Plan, Appendix E), with a mix of apartments and housing.

- 2.22 With the current build rates, this scale of development is not unrealistic given City-wide market trends and can contribute to meeting RSS requirements. However, the market in the DAT will need to be tailored to specific needs and driven by a change in market perceptions, social conditions and the neighbourhood environment.

Community Facilities Audit

- 2.23 It is clear there is significant community-based activity across Darnall, Attercliffe and Tinsley. Darnall in particular has a range of community groups and facilities reflecting the diversity of the local population. There are a number of community-based buildings, and there is an extensive range of local community organisations. For the most part, these organisations and community buildings are clustered around the main centres of Darnall and Tinsley.
- 2.24 At the same time, there are limitations to the existing community infrastructure. Tinsley, for example, is under-represented by strong community networks with only the Tinsley One-Stop-Shop providing a comprehensive cross cultural multi-sector advice and support service for the whole of the Tinsley community. This lack of strong community networks partly reflects the relative isolation of the community and its greater distance from mainstream services. Housing Market Renewal funding has recently supported works to the Recreation Ground in Tinsley, in part recognition of the function of this facility for the local community. Further investment is taking place in the Tinsley Family Centre.
- 2.25 There appears to continue to be a shortage of community space accessible and acceptable on a multi-faith basis across both Darnall and Tinsley, with the Sheffield Subud Centre (on Swarcliffe Road) and Darnall Education Centres offering this type of space to the widest range of groups. This shortage of bespoke accommodation has restricted the availability of post-16 education and training in the past across DAT. Similarly, and in common with many areas, there appears to be a shortage of facilities for young people. There are a number of clubs and groups representing young people, but primarily on a voluntary basis, and there are few physical facilities available.

2.26 There is an apparent need then, to develop appropriate education and learning facilities for post-16 year olds, and to widen the availability of this kind of service. Notwithstanding that there is no shortage of groups that are offering this type of service.

2.27 In Darnall in particular enhanced community service provision would be greatly facilitated by a new community resource centre which could provide a central base for some of the existing groups, help to rationalise the existing scattering of available meeting rooms, and reinforce the clustering of existing groups.

Historical Characterisation

2.28 The Lower Don Valley forms a natural route in and out of the bowl in which the city of Sheffield developed, the only break in the circle of hills surrounding the city, and has been used as such from the prehistoric period onwards.

Early Origins

2.29 Sheffield was established in the medieval period, the town clustering around the castle and market close to Lady's Bridge. The Lower Don Valley consisted of farmland, with a series of small villages established prior to the Domesday Survey of 1086.

2.30 Attercliffe was one of the largest villages in the area, its name probably meaning 'at the cliff', with the 'cliff' referred to being the rising ground to the south east of the Don Valley, leading towards Darnall, which was first mentioned in 1297. The settlement at Attercliffe was arranged around a triangular green (currently defined by Worksop and Leeds Roads), with outlying houses stretched along the road from Sheffield to Rotherham (now Attercliffe Road).

2.31 Darnall was a linear settlement, strung out along Darnall Road and Main Road. A reference to the 'old town' in a survey of the manor of Sheffield in 1637 suggests that the original settlement occupied the extreme southeast edge of the later village, just beyond the boundary of Sheffield Park.

2.32 Tinsley was a separate manor, outside the lordship of Hallamshire and within the parish of Rotherham. The settlement's name, first mentioned in Domesday Book, derives from 'Tynni's mound' (Smith 1959). The early settlement was concentrated around the junction of Bawtry Road and High Gate.

Transport

2.33 Prior to the nineteenth century, the main routes through the area consisted of the turnpike roads, most of which were based on earlier routes and turnpiked between 1759 and 1764. The Sheffield to Tinsley turnpike was created to improve communications between the town and the new canal wharf at Tinsley (see historic plans included in this section), linking Tinsley and Attercliffe to the town, with further connections on to Rotherham, Bawtry and Doncaster. The road is now known as Sheffield Road and Attercliffe Road. The old road from Tinsley to Bawtry was also turnpiked in 1759, leading from Sheffield Road through the main Tinsley settlement. This road is still known as Bawtry Road. The Attercliffe to Worksop Road, leading from Sheffield Road through Attercliffe village and Darnall and Handsworth, was turnpiked in 1764 (Smith 1997, 81-82). This is now known as Worksop Road, Darnall Road and Main Road within the study area. All the roads were well established routes, and may have been medieval in origin.

2.34 By 1751, the River Don had been made navigable between Tinsley and the Trent, allowing access to the sea via the Humber. The wharf at the Tinsley end was connected to Sheffield by a turnpike road, and was effectively Sheffield's port, with cargo shipped between the two by horse-drawn carts.

2.35 In the early nineteenth century, pressure from local cutlery manufacturers and iron founders, whose products were increasingly in demand due to the Napoleonic Wars, led to the Duke of Norfolk agreeing to support the proposal for a canal from Tinsley into the town, on the condition that the route was designed to access his coal mines at Darnall and Sheffield Park. For twenty years the canal was relatively prosperous, but in 1838 the first railway line opened, the Sheffield and Rotherham Railway, and the canal's trade rapidly declined.

2.36 The first major railway - the Manchester, Sheffield and Lincolnshire Railway - arrived in Sheffield in 1845. The railway ran close to or adjacent to the canal for much of its route out of Sheffield, and branch stations were opened at Meadow Hall and Wincobank in 1868, Tinsley in 1869 and Attercliffe in 1871, as shown on the historic plans Included in this section.

Industry

2.37 The manufacture of steel has been undertaken in the area from the sixteenth century, with one of the earliest references being to two water-powered forges on the Don at Attercliffe in the 1580s.

2.38 Several major developments in the manufacture of steel were associated with the area, including the invention of the crucible process for refining steel, developed by Benjamin Hunstman, who moved to Handsworth in 1742, opening his first crucible works on Worksop Road in Attercliffe in 1751.

2.39 The 1855 OS map indicates that the majority of industry in the district was concentrated on the river and canal, with the remaining area still rural and agricultural in nature.

2.40 The canal and the railways had a major impact on industry in Sheffield, opening up trade and allowing the easy transport of raw materials such as specialist iron and coal into the town for the metal trades. The impact on the Lower Don Valley was also substantial, with many large steel works established in close proximity to the transport links. The works included the Brightside Steelworks of Jessop and Co on the site of the former Brightside Wheel and Forge, the Hecla and East Hecla Works of Hadfield and Co at Newhall Road and Tinsley respectively, the Atlas and Norfolk Works of Firth Brown on Savile Street East, Sanderson's Darnall Works on the site of the former glassworks, Beardshaw's Baltic Works at Effingham Road, and the Tinsley Wire Works at Attercliffe Common.

2.41 Many twentieth-century industrial works developed away from the canal corridor, including steel works associated with the already established companies who had no further room for expansion on their original sites.

Housing

2.42 The growth of the steel industry changed the character of the area, bringing an influx of immigrant workers from Scotland, Ireland and Wales, as well as from Derbyshire and Lincolnshire, and the associated late-nineteenth-century housing development altered the previous villages into a large suburban area where the majority of inhabitants depended on the steelworks for their living.

2.43 The mid- to late-nineteenth-century housing development mainly consisted of brick-built terraced houses, constructed on new side-streets off the existing roads through the area. Many of the new streets followed the line of former field boundaries. The houses generally contained four rooms, and had shared backyards, in the style found throughout Sheffield (*Turton 1997*).

2.44 Further housing development took place after the Second World War, with housing estates laid out in planned developments on former fields, masking the former settlement pattern. Much of the terraced housing was demolished in the second half of the twentieth century and the sites redeveloped, with more modern housing or grassed over for leisure space. The development of the Parkway, the M1 and Greenland Road have created a barrier between the settlement areas and their surrounding areas, and the decline of the steel industry as a major employer has left many derelict sites. Much of the nineteenth-century industrial corridor in the Don Valley is currently in a process of regeneration for smaller-scale industry and office developments, with housing mainly concentrated in the mid- to late-twentieth century estates and around the historic cores of the former villages.

High Hazels Park

2.45 In 1850 William Jeffcock, the first Mayor of Sheffield), commissioned High Hazels House, 'to be built regardless of cost'. The house was the centre piece of an extensive estate, which contrasted with much of the industrial development in the area.

2.46 In 1894 the High Hazels estate, comprising 47 acres and several buildings including the main house, was purchased by the City of Sheffield for public use.

Local Character, Development and Conservation

2.47 A review of the historical development of the area and its historic assets points to a number of strategy and / or design principles as outlined below.

Darnall

- The long established pre-eminence of Darnall Road / Main Road and Staniforth Road and the importance of the point in Darnall Centre where they converge
- The long established and distinctive cluster of buildings in Darnall Centre
- The long established (although more recently diluted) close relationship between the centre of Darnall and open land to the east and notably High Hazels
- The compact character of (residential) development north of the railway line

Attercliffe

- The dominant role of Attercliffe Road
- The close relationship with the Don Valley, river, canal and industry
- The historic role of the centre as a retail and commerce destination

Tinsley

- The role of the Bawtry Road as the principal village street
- The focus around the St Lawrence Church
- The integral role of the Canal and River corridor in the structure and development of the Village

- The role of the canal / river corridor in providing clear distinction between Tinsley and development to the west.

Buildings at Risk

2.48 Of the listed buildings in the area the following are at risk or potential risk and should be considered as part of the Development Framework:

- Kettlebridge School
- Star Works (risk as to long term use)
- Darnall Works (now subject to a English Heritage / SCC / Objective 1 project)

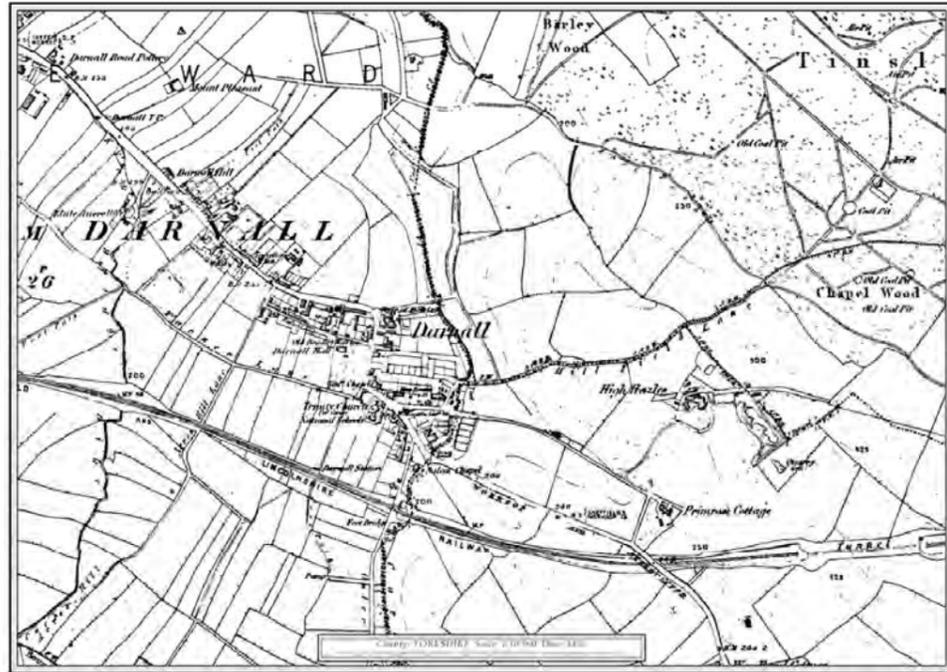
2.49 A full list of historic/characterful buildings that should be retained and developed as part of a design led strategy for the NDF is appended to this report.

Local Characterisation

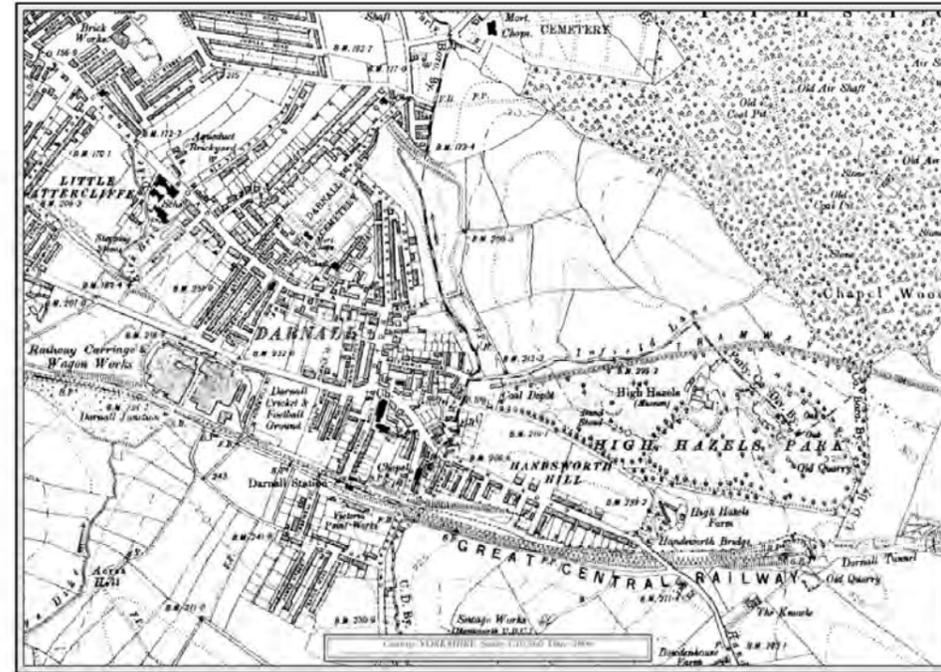
2.50 The following section looks at how the areas of Darnall, Attercliffe and Tinsley are structured and which features contribute to the local character. It is important to assess the local character to establish the elements that create an area's unique identity. Any new or redevelopment should respond to and enhance this identity in order to reinforce a sense of place. Areas of poor or mediocre quality do not contribute to local character and can provide opportunities for improvement.

Darnall / Attercliffe - Local Character

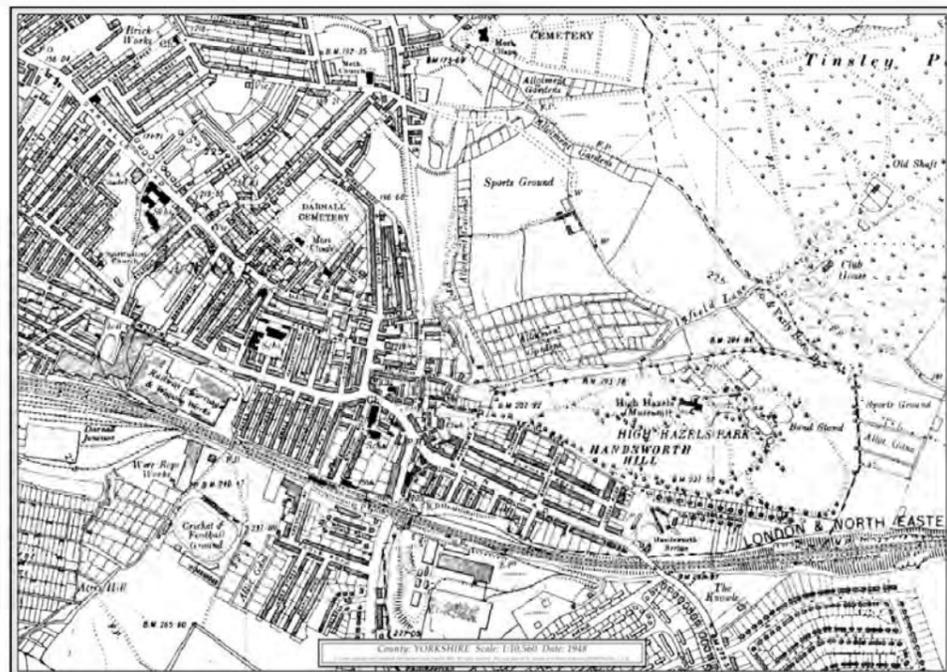
2.51 Attercliffe local centre is linear running along Attercliffe Road whilst Darnall is focussed around the junction of Staniforth Road and Main Road. Both Attercliffe Road and Staniforth Road function as key routes.



1855



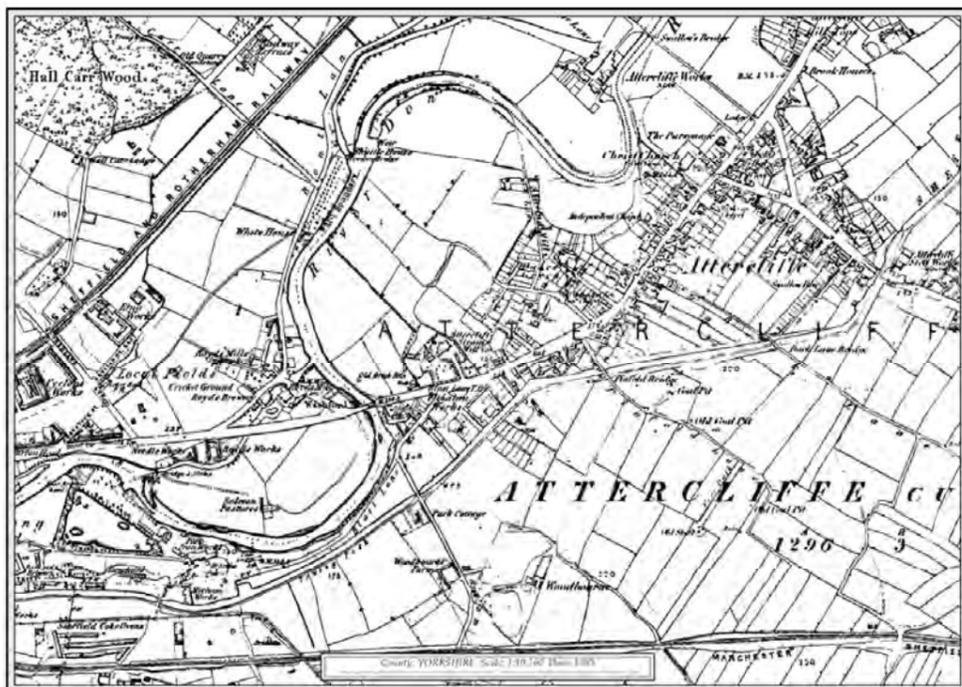
1906



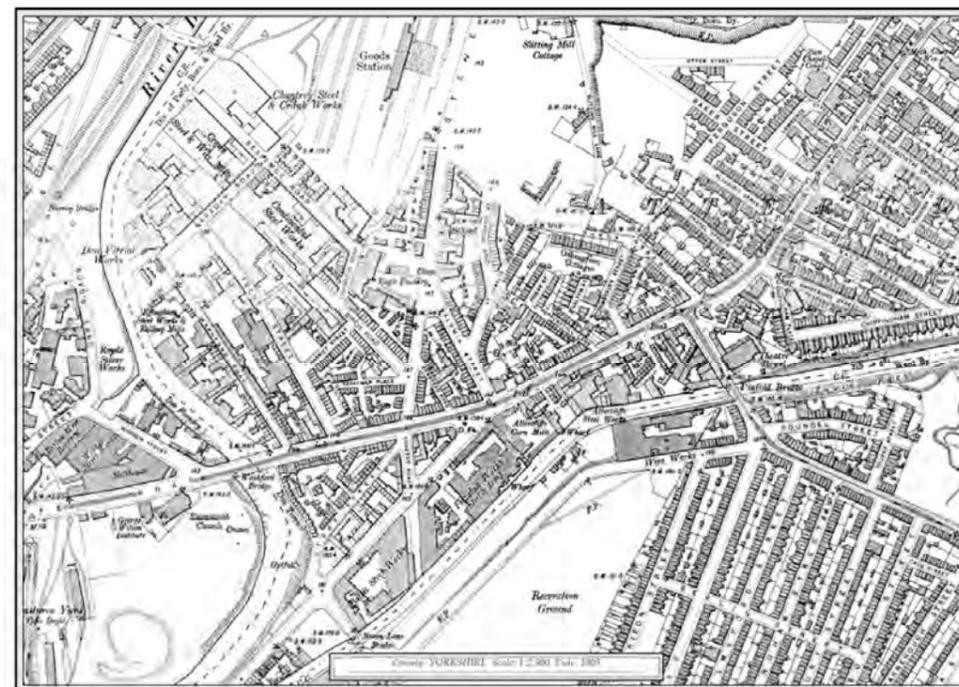
1948

DAT NDF
Darnall Historic Plans

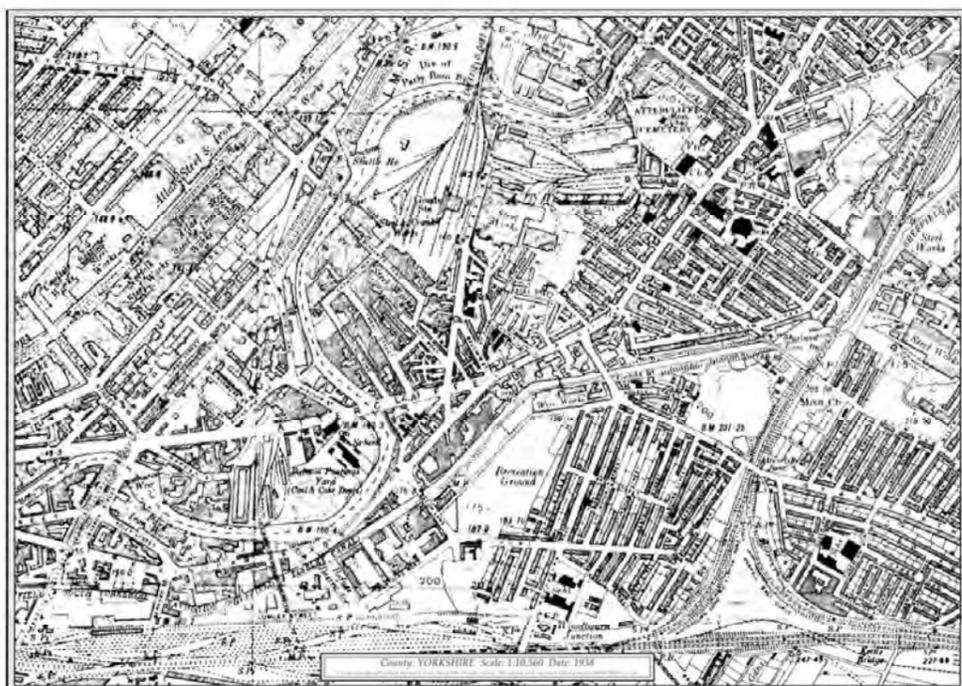




1855



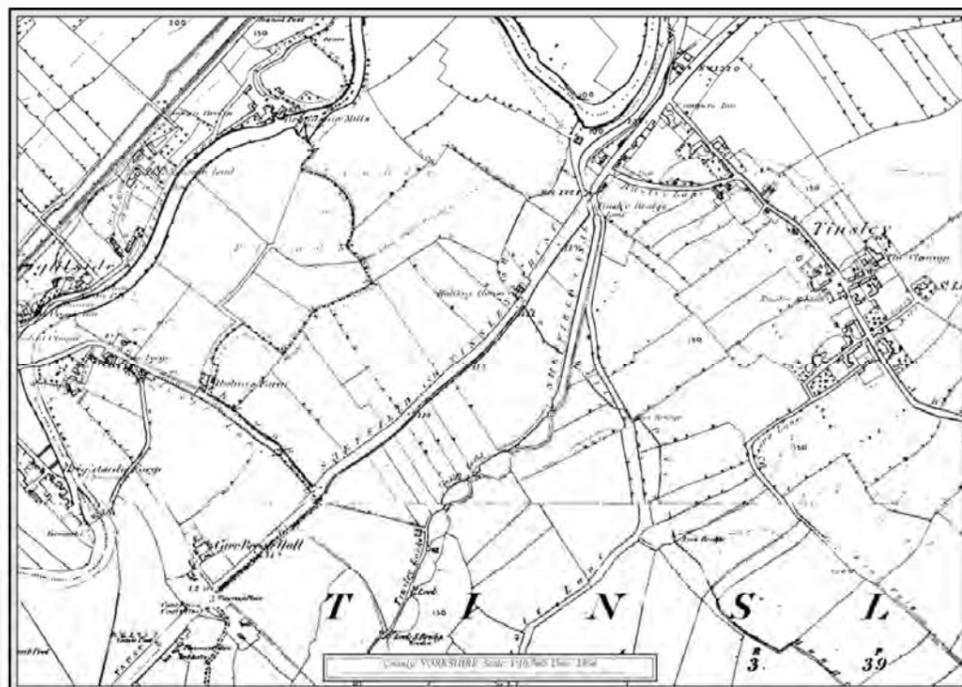
1905



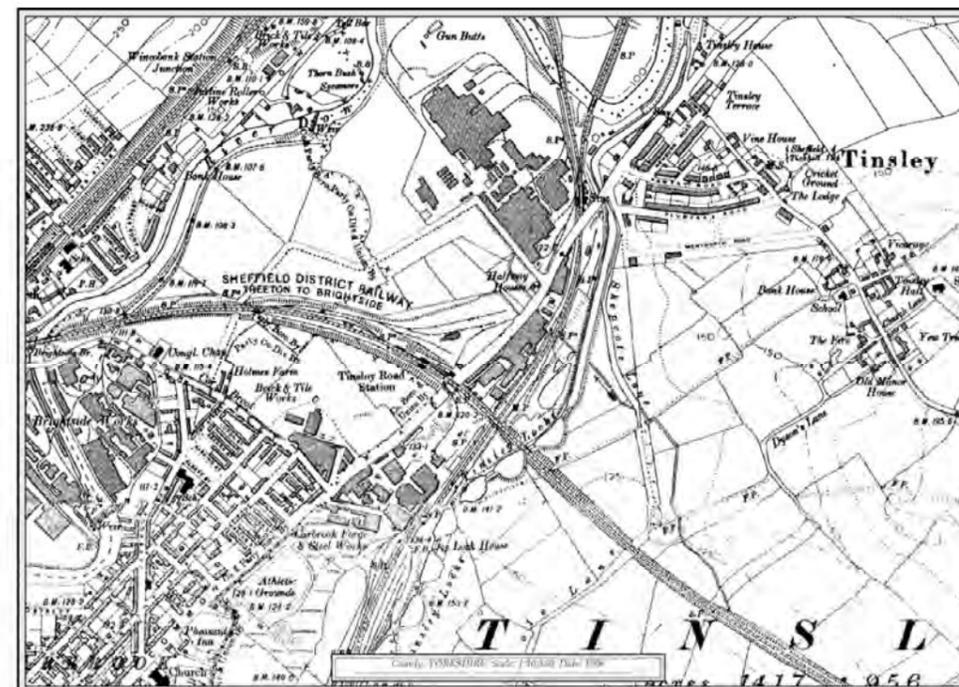
1938

DAT NDF
Attercliffe Historic Plans

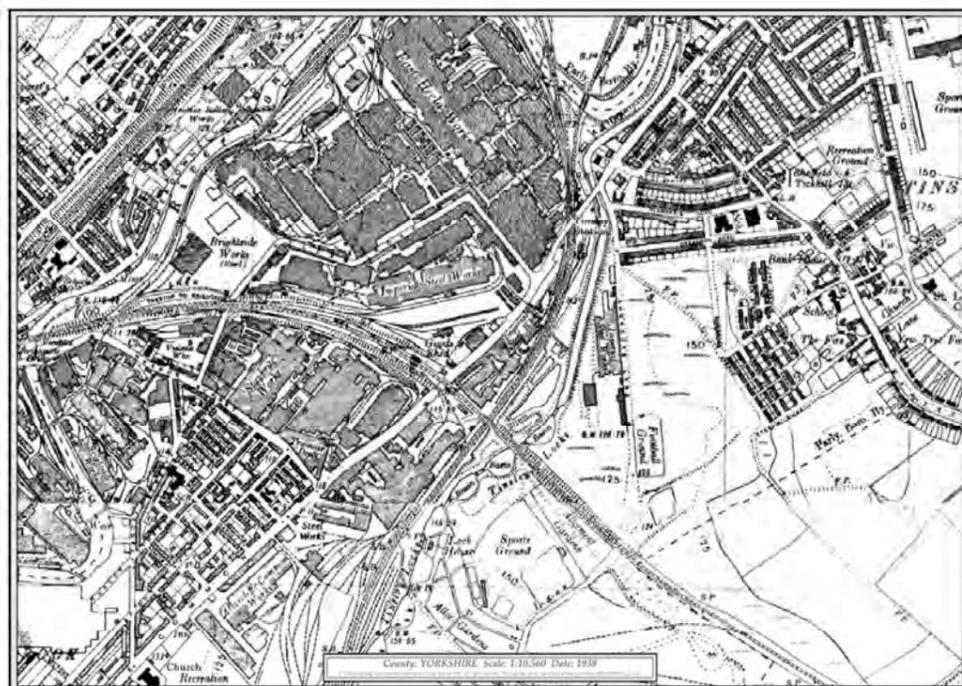




1854



1906



1938

DAT NDF
Tinsley Historic Plans





Darnall

The local character of Darnall is dominated by dense terraced housing around Staniforth Road. These are predominantly two storey slate roofed, brick terraces with a mixture of flat fronted back of pavement type and some bay window and small front garden type. These terraces are largely arranged in a grid of streets with north / south and east / west linkages.

- 1 Terraces, Staniforth Road
- 2 Brick corner detail
- 3 Flat fronted back of pavement terrace

There are also several distinctive buildings along Darnall Road including Darnall Works, Star Works, and various unique buildings in the local centre.

- 4 Darnall Works
- 5 Star Works Community Centre
- 6 - 9 Distinctive buildings in and around Darnall local centre
- 10-12 Religious buildings in Darnall: Church of Christ, Markazia Mosque & Jesus Christ Apostolic Incorporated



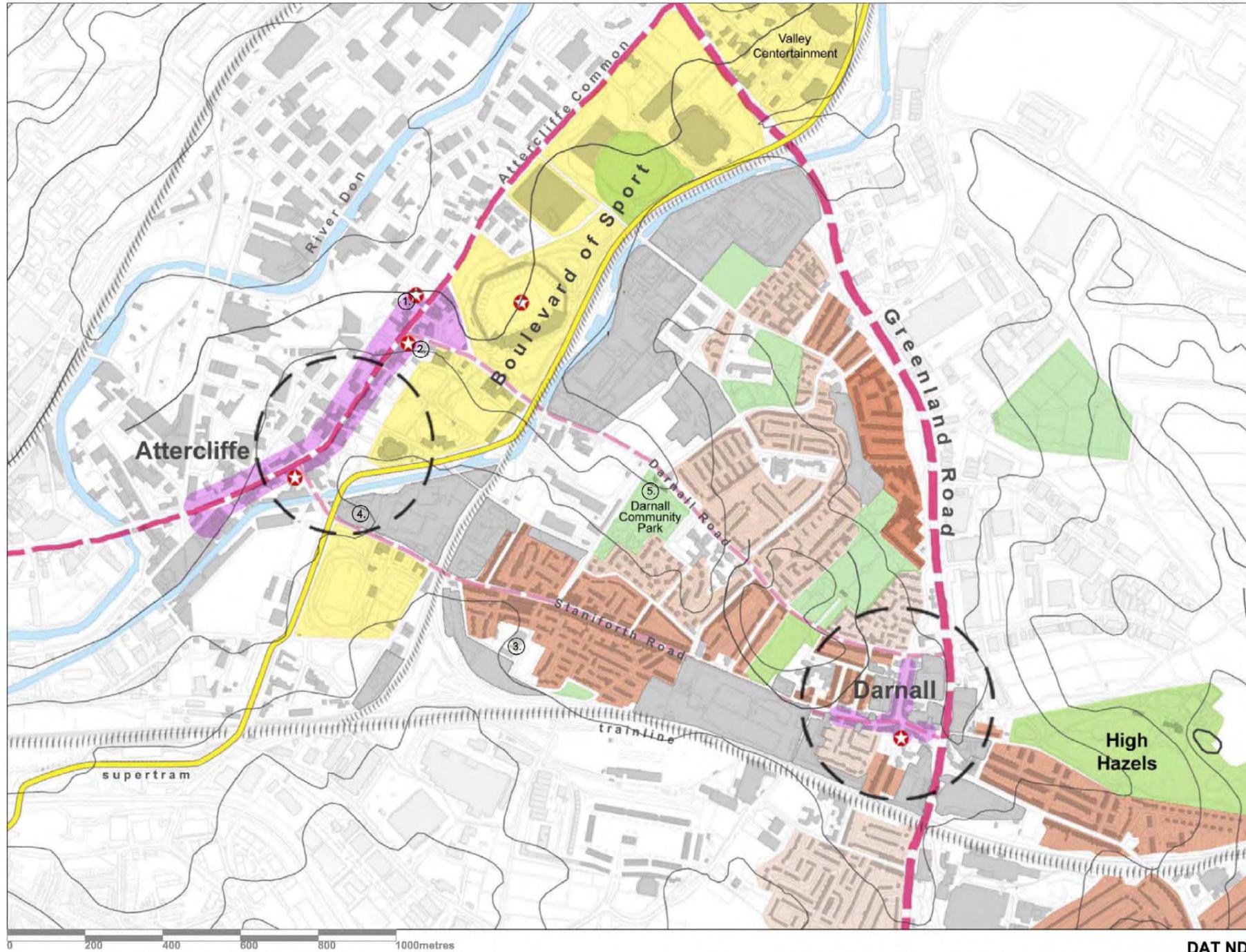
Attercliffe

1 - 4 The character of Attercliffe is dominated by the various buildings that once formed the high street along Attercliffe Road. These include a former department store, banks and solicitors. Many of these buildings include stone frontages and fine detailing.

5 There is also the highly distinctive Adelphi Social Club

Local Characterisation: Darnall and Attercliffe





KEY

Landmarks	Local centres	Boulevard of Sport	Negative areas	Existing Green space	Existing Housing	Key Routes	Contours
-----------	---------------	--------------------	----------------	----------------------	------------------	------------	----------

North

DAT NDF
Local Character
Darnall Assessment



1. Adelphi, Attercliffe Road / Newhall Road junction



2. Junction of Attercliffe Road and Worksop Road



3. Former Kettlebridge School, Ouseburn Road

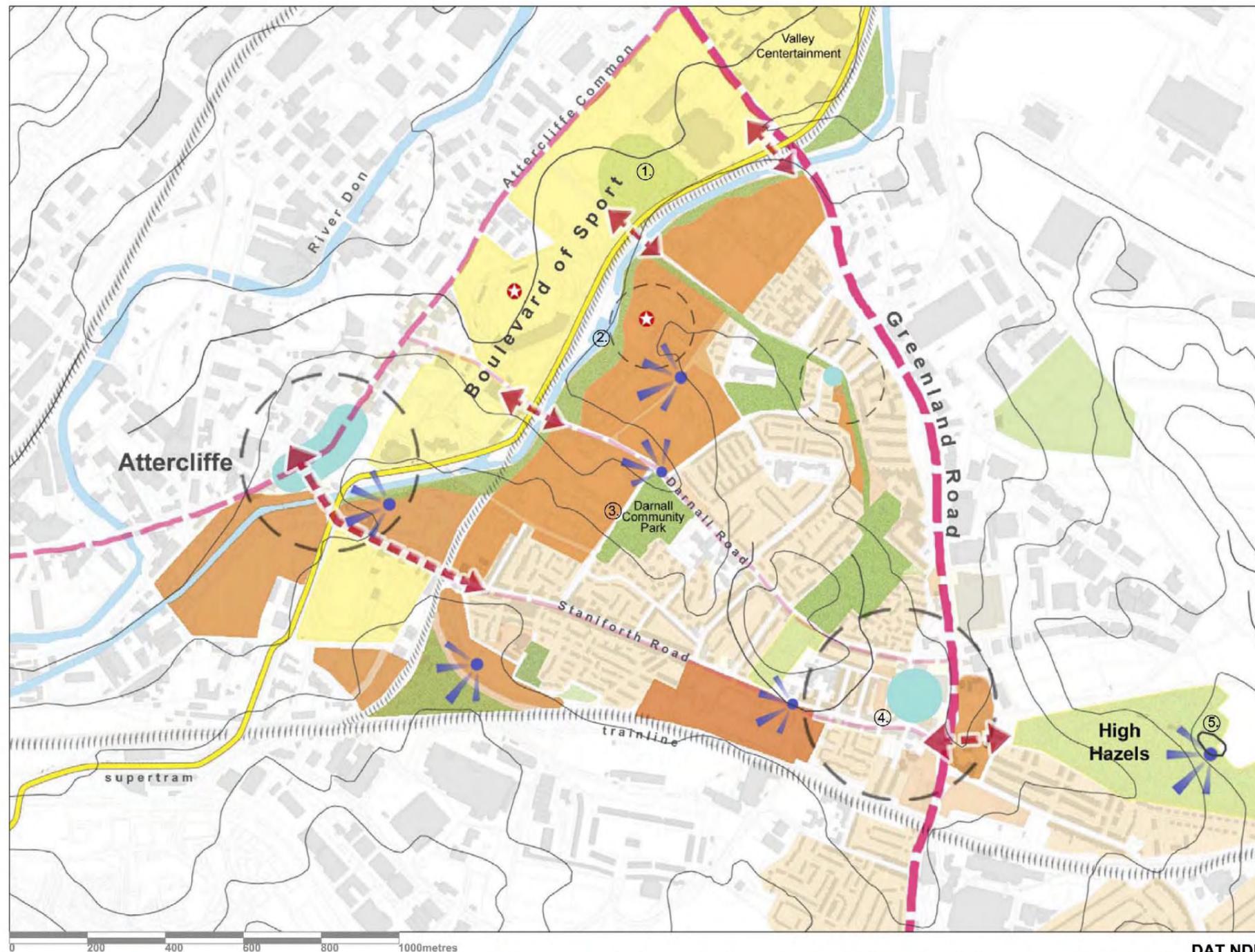


4. Buildings at Staniforth Rd and Supertram crossing



5. Darnall Community Park





1. Don Valley, Boulevard of Sport and Supertram



2. Sheffield and Tinsley Canal



3. Darnall Works



4. Local centre at junction of Staniforth Rd and Main Rd



5. View from High Hazels park



DAT NDF
Local Character
Darnall Opportunities



Building Design Partnership

2.52 Despite their proximity the two centres are clearly distinct (and somewhat disconnected). Darnall and Attercliffe are separated by the Sheffield and Tinsley Canal; tram and train lines; areas of mixed leisure / industrial use as well declining industrial uses. Whilst these barriers are crossed by two main east west routes; Staniforth Road and Darnall Road, these are dominated by vehicular traffic and provide a poor environment for pedestrian movement.

2.53 As a consequence of poor quality of urban environment between Attercliffe (and the Lower Don Valley) and Darnall, Darnall feels relatively disconnected from key local assets (such as Supertram, the canal and river corridor and sport facilities).

2.54 The areas does benefit from a number of open spaces. These include the regionally-important High Hazels Park to the east and Don Valley Bowl to the north. Smaller parks include Darnall Community Park and Phillimore Park within Darnall. Also there is Tinsley (public) Golf Course to the east and two cemeteries; Tinsley Park Cemetery and Darnall cemetery.

2.55 Housing in Darnall can be generally divided into high density terraced public and private housing to the north of Darnall Centre and lower density suburban, largely public housing to the south. There is also an estate of three storey flats off Greenland Road.

Character

2.56 The local character of Darnall is dominated by dense terraced housing around Staniforth Road. These are predominantly two storey slate roofed, brick terraces with a mixture of flat fronted back of pavement type and some bay window and small front garden type. These terraces are largely arranged in a grid of streets with north / south and east / west linkages.

2.57 There are also several distinctive buildings along Darnall Road including Darnall Works, Star Works, and various unique buildings in the local centre.

2.58 The character of Attercliffe is dominated by the various buildings that once formed the high street along Attercliffe Road. These

include a former department store, banks and solicitors. Many of these buildings include stone frontages and fine detailing.

Darnall and Attercliffe Strategy – Issues and Opportunities

2.59 A key issue for the NDF strategy is the improvement of links Darnall and Attercliffe/Lower Don Valley. The redevelopment of the declining/former industrial areas between Attercliffe and Darnall would offer Darnall better links to Attercliffe, better access to the tram network, connections to the 'Boulevard of Sport' and would open up the canal making the most of this key asset. Similarly there is a large opportunity area in Attercliffe where redevelopment would open up the canal. Similarly maximising the links between Darnall centre and High Hazels Park, would take better use of another local asset, to the benefit of the centre, and reduce the barrier effect of Greenland Road.

2.60 Other areas of opportunity include infill areas where development would consolidate the existing street pattern and strengthen the local character. Examples include the Craven Taskers site off Staniforth Road and the transitional area between High Hazels Park and Greenland Road.

2.61 Improving the role, quality and access to green space should be integral to the NDF. Key opportunities include the reinforcement of a 'green route' between Darnall Centre and Don Valley Bowl linking with Darnall Cemetery, Phillimore Park and Coleridge Road playing fields. Improved green space along the Canal to maximise the pedestrian use of this locally distinctive asset and link it to adjoining communities is a further opportunity.

Tinsley - Local Character

2.62 Tinsley is a natural neighbourhood created by several strong physical boundaries; the M1 motorway to the west, Sheffield Road and the Canal to the north and industrial uses to the east. Despite enjoying close proximity to amenities such as Meadowhall, the M1 and the tram and train lines means Tinsley feels somewhat separated from Sheffield and the Lower Don Valley. The M1 also produces air and noise pollution.

2.63 The housing in Tinsley falls into two main types, dense two storey slate roofed brick terraces to the north and two storey semi-detached houses to the south. There also are some four storey maisonette type flats in several blocks around the local centre.

2.64 The two cooling towers near the M1 provide a distinctive local landmark visible throughout most of Tinsley and along the major north-south route, Bawtry Road.

2.65 The Tinsley 'local centre' is largely a linear group along Bawtry Road where two schools, community facilities and shops are clustered. The shops and surrounding flats are unresponsive to their context and have a negative impact on the local character.

2.66 Tinsley Recreation Park provides open space within the middle of the neighbourhood and fronts the two main north-south roads; Bawtry Road and St Lawrence Road. There is further open space to the south at the Outo Kumpu sports pitches and to the west the school playing fields.

Character

2.67 The character of Tinsley is defined by the two main housing types; semis to the south and older two storey dense terraces to the north.

Tinsley Strategy – Issues and Opportunities

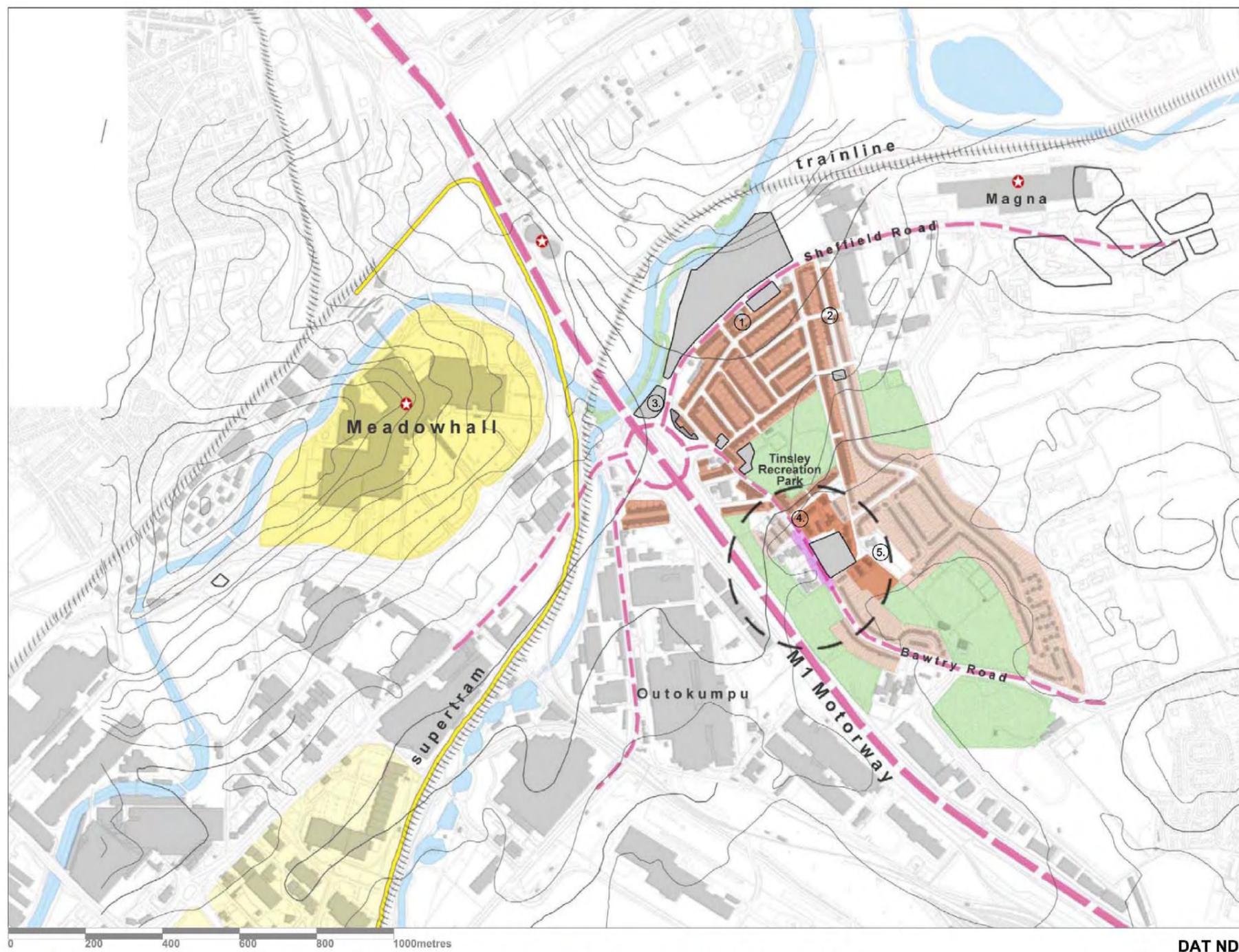
2.68 One opportunity for Tinsley is to improve connections between Tinsley and the Canal and Blackburn Meadows beyond. The Canal also offers the potential for an improved pedestrian and cycle route under the M1 towards Meadowhall.

2.69 Opportunity sites include the Vantage Riverside site to the north between the Canal and Sheffield Road; this site provides a strategic opportunity to open up the Canal to the Tinsley neighbourhood.



Tinsley

- 1 - 2 The character of Tinsley is split between the two main housing types; semis to the south and older two storey dense terraces to the north.
- 3 - 6 Other distinctive buildings include St Lawrence Church, Hanfia Mosque and several buildings along Bawtry Road.
- 7 There is also the unique landmark of the cooling towers.



DAT NDF
Local Character
Tinsley Assessment



1. Hanfia Mosque, Sheffield Road



2. Terraced housing, Ferrars Road



3. Vacant properties, Sheffield Road



4. Housing, Harroden Road

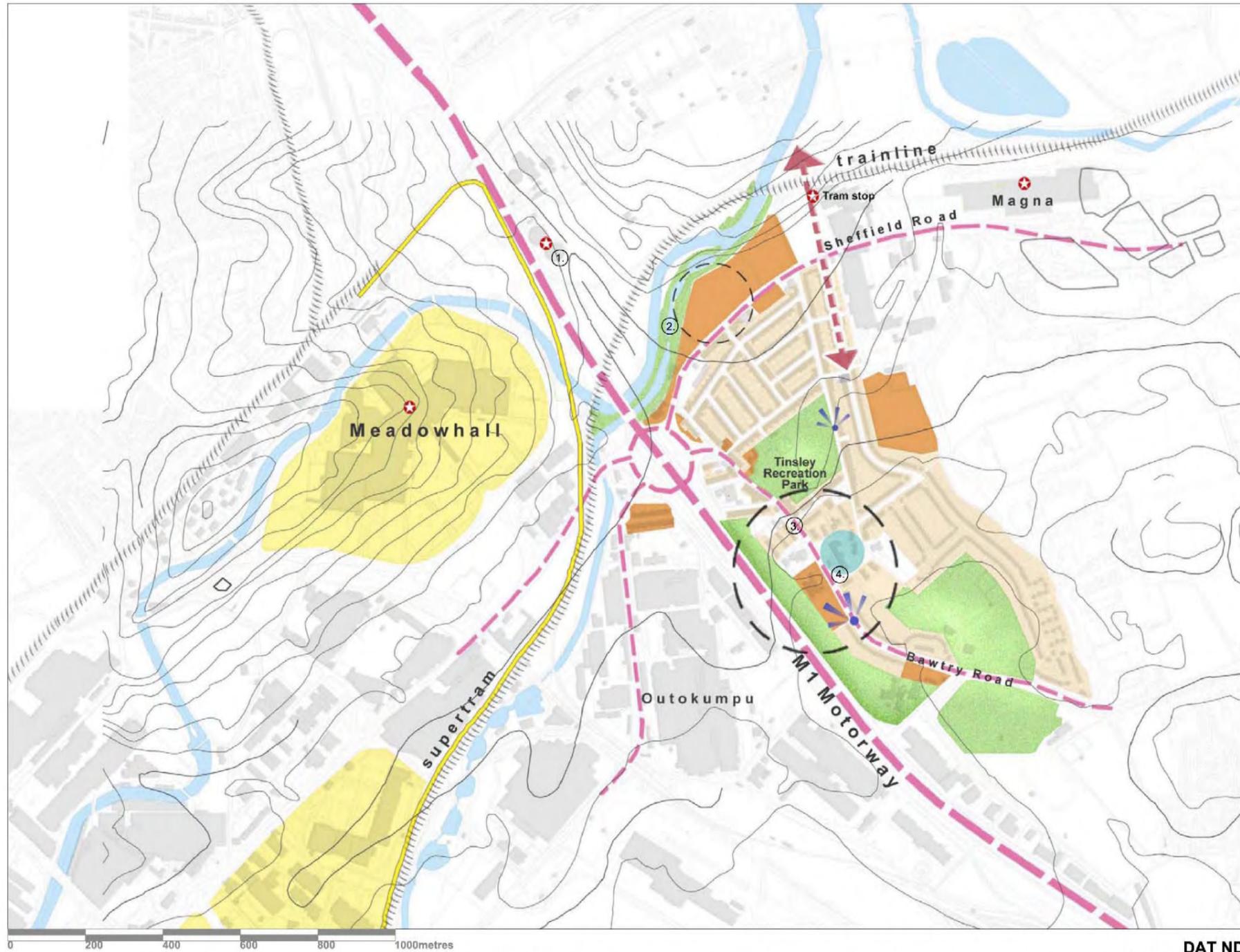


5. St Lawrence's Church, St Lawrence Road



Building Design Partnership





1. View of cooling towers near M1



2. Locks at Sheffield and Tinsley canal



3. View along Bawtry road



4. View of existing shops at local centre

KEY

Landmarks	Opportunity areas	Improved Green space	Existing Housing	Meadowhall Retail	Key Routes	Views	Local Centres	Contours
-----------	-------------------	----------------------	------------------	-------------------	------------	-------	---------------	----------

North

DAT NDF
Local Character
Tinsley Opportunities



Building Design Partnership

2.70 Improvements to the green space along the M1 could help reduce the impact of the M1's noise and air pollution.

2.71 The local centre is not performing well and would benefit from change.

Summary

2.72 The urban structure of the DAT NDF area can be summarised as comprising the following areas of similar character:

- Darnall North (to the north of the railway line): high density terraced public and private housing;
- Darnall South (to the south of the railway line): lower density suburban, largely public housing;
- Open Areas: High Hazels Park, Tinsley (public) Golf Course, Tinsley Park Cemetery and Don Valley Bowl;
- Areas in Transition (to the south east of the canal in Darnall): largely declining industrial uses and vacant sites;
- Mixed Industrial (between the canal and river, and between Attercliffe and the city centre): where there may be redevelopment opportunities in the longer term;
- Strategic Leisure/Retail: including the Don Valley leisure facilities and Meadowhall;
- Attercliffe: a local centre that at present contains uses inappropriate for the needs of local communities;
- Heavy Industry/Infrastructure: including Outo Kumpu and Sheffield Airport Business Park; and
- Heavy Industry/Roadside uses: Forgemasters Steelworks and more recent car showroom and office development.

Natural Neighbourhoods

"Natural Neighbourhoods suggest that some localities have a natural size, shape and social mix which makes them more socially and culturally cohesive than non-natural neighbourhoods" (RENEW Northwest, 2006).

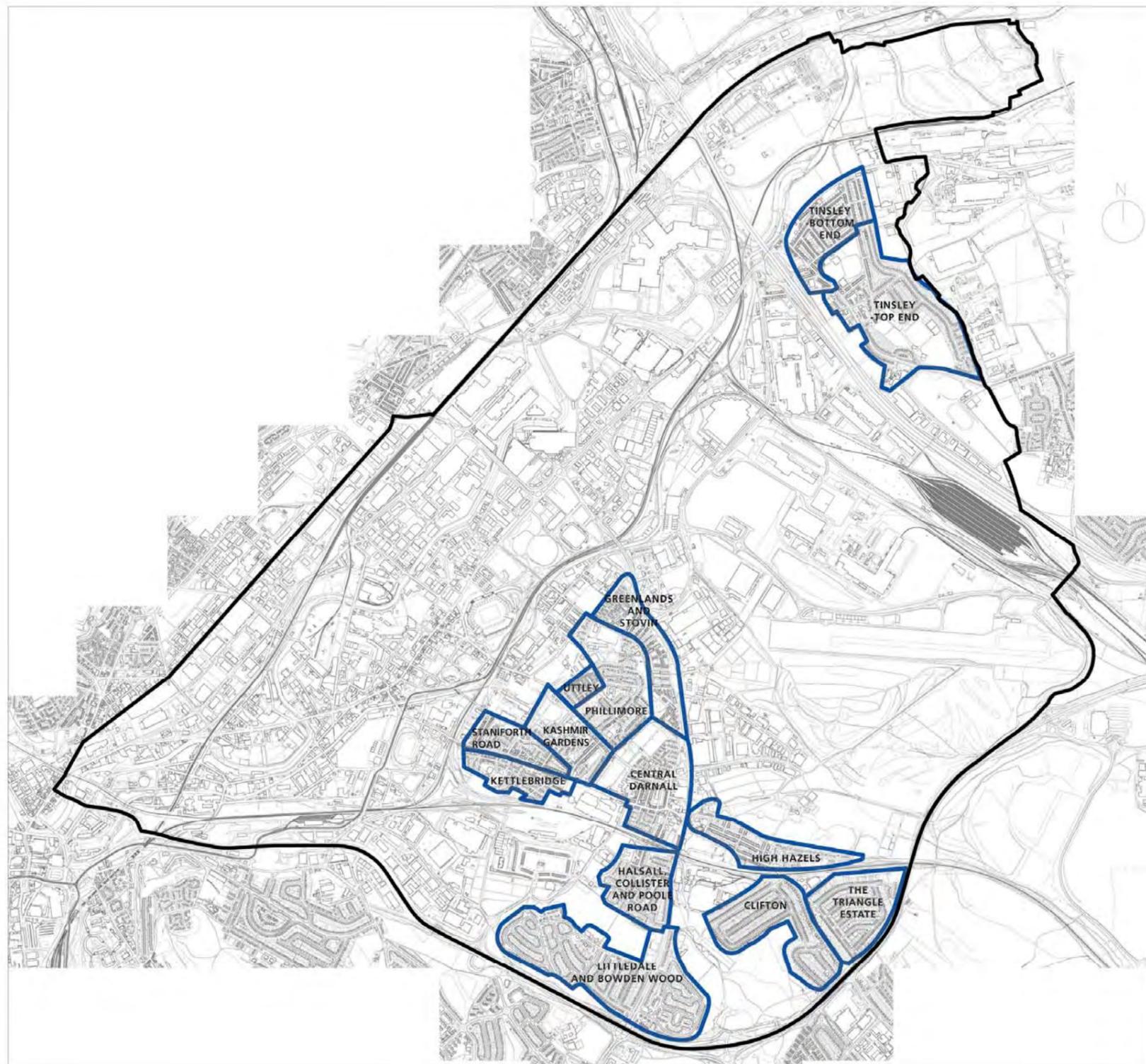
2.73 Natural Neighbourhoods are local urban areas that can be defined and delineated by boundaries both man-made and natural, such as road, railways, parks, topography, housing type and social mix. The term is often used by local agencies (for example the police) to assist in promoting the delivery of services which are appropriate to the people that live in the area.

2.74 The Natural Neighbourhoods plan included in this section has been developed in conjunction with the DAT NDF Steering Group including Darnall Forum and Tinsley Forum. Their local knowledge has helped to determine a series of areas within which people live, socialise and access services. These neighbourhoods are areas which local people identify with, and therefore have been used to structure public consultation throughout the NDF process. The key urban design characteristics of these areas is summarised in both the Baseline Report and the Local Characterisation section in this report.

Urban Character: SWOT Analysis

2.75 The urban character of the DAT Area can be summarised in a SWOT Analysis.

Strengths		Weaknesses	
Natural and green character of DAT: topography, Sheffield and Tinsley Canal, River Don, High Hazels Park, Blackburn Meadows Nature Reserve		High levels of traffic throughout the area, particularly around Junction 34 of the M1 and through-traffic in both Tinsley and Darnall	
Industrial heritage of the steel industry		Poor provision of local retail facilities throughout the area: poor public realm in Darnall District Centre, vacancy in Tinsley Local Centre, un-neighbourly uses in Attercliffe Centre	
Leisure and retail facilities of the Lower Don Valley		Conflict between residential and industrial uses	
Strong linkages to Sheffield City Centre and to the M1 and beyond via Supertram, well-served bus routes and road routes via Attercliffe Road/Brightside Road/Greenlands Road/Sheffield Parkway		Lack of connectivity between community facilities, open spaces and key activity centres	
Very low residential vacancy rate		Limited range of housing types	
Opportunities		Threats	
Sheffield and Tinsley Canal and River Don		Continuing high traffic levels on M1 and through-traffic in Tinsley	
Potential for combined provision for community facilities and organisations in central Darnall		Generally under-maintained public realm including fly-tipping on vacant and under-used sites	
Potential for residential-led mixed-use development of key vacant, under-used or industrial sites, particularly adjacent canal between Attercliffe and Darnall		Continued lack of connectivity between DAT and surrounding areas, including the canal, River Don and the leisure facilities of the Lower Don Valley	



Key

 Natural Neighbourhood Boundaries

DAT NDF
Natural Neighbourhoods



Summary: Challenges and Opportunities

2.76 This report and earlier baseline work points to the most important issues and drivers that can inform the Neighbourhood Development Framework for Darnall, Attercliffe and Tinsley. These are summarised opposite.

Challenges	Opportunities
Regeneration Context	
The DAT NDF should build on context established by previous studies such as the East Area ADF, East Sheffield/West Rotherham Baseline Study and Lower Don Valley Masterplan	Comprehensive policy basis for action, at national, regional and local level, including Housing Market Renewal and other funding mechanisms
Delivery of the DAT NDF 'Vision' will require continued and co-ordinated action	The DAT NDF should develop on the Closing the Gap and sustainable communities agenda: strong policy basis for radical action to bring about transformational change
Urban Design	
Examples of poor environment, particularly in local centres and industrial areas	River Don and Sheffield and Tinsley Canal, and under-used sites adjacent present prime redevelopment opportunities
Continuing high traffic levels on M1 and through-traffic in Tinsley	Sheffield and Tinsley Canal and River Don
Generally under-maintained public realm including fly-tipping on vacant and under-used sites	Potential for combined provision for community facilities and organisations in central Darnall
Continued lack of connectivity between DAT and surrounding areas, including the canal, River Don and the leisure facilities of the Lower Don Valley	Potential for residential-led mixed-use development of key vacant, under-used or industrial sites, particularly adjacent canal between Attercliffe and Darnall
Community	
Lack of access to and use of Lower Don Valley leisure facilities by local community	Strong community networks and support for regeneration initiatives
Integration of community facilities for the different communities of DAT	Provision of combined community provision in Darnall
Housing and Neighbourhoods	
Examples of poor quality housing	Housing market weakness but not failure
Lack of diversity in provision of housing types	Build on previous SCC initiatives
Accessibility	
Restricted N-S vehicle movement between Attercliffe and City Centre	Use of existing quality public transport provision should be maximised including bus, rail and light rail (Supertram)
Isolation of Tinsley caused by M1, and congestion at Junction 34	Improve access to and use of canal and River Don
Poor connectivity and facilities for 'slow modes' including walking, cycling and access for all	Reduce severance effect of major road routes including M1 and Greenlands Road
Market	
Darnall District Centre showing signs of stress	Strength of Don Valley employment uses including traditional industrial and more recent office, leisure and retail uses
Rising house prices are relative to national and city-side trends	No evidence of whole scale housing market failure across the area

3.0 Sustainable Communities

Introduction

- 3.1 The achievement of Sustainable Communities is a common objective of national, regional and local government. The principles of sustainable development are endorsed by the City Council, Transform South Yorkshire and by members of the DAT Steering Group.
- 3.2 To this end, it is important that the NDF should strive to promote successful and sustainable communities in Darnall, Attercliffe and Tinsley.
- 3.3 Therefore, this section considers:
 - A summary of recognised definitions of how the concept of sustainable communities has been articulated;
 - An appraisal of DAT against sustainability objective;
 - In the light of the appraisal, a review of the key themes for sustainable communities in DAT.
- 3.4 Sustainability objectives are necessarily all encompassing and as such cover issues of governance, service provision community support and so on. A NDF or spatial strategy therefore cannot address all matters relevant to sustainability. However as the (urban) environment provides the backdrop and framework to our lives it does provide a key opportunity for facilitating sustainable communities and development.

What defines a “sustainable community”?

- 3.5 A number of definitions have been set out by the Government and others. Amid the wealth of documentation on the subject, it is useful to summarise some of these definitions before looking to apply them to the DAT area.

“Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and

offer equality of opportunity and good services for all”. (Sustainable Communities: Homes For All, ODPM, 2005)

- 3.6 *Homes For All* sets out the Government’s 5-year strategy to implement the Sustainable Communities Plan (2003). It defines the three key characteristics of sustainable communities. Sustainable communities can be said to:

- balance and integrate the social, economic and environmental components of their community;
- meet the needs of existing and future generations;
- respect the needs of other communities in the wider region or internationally.

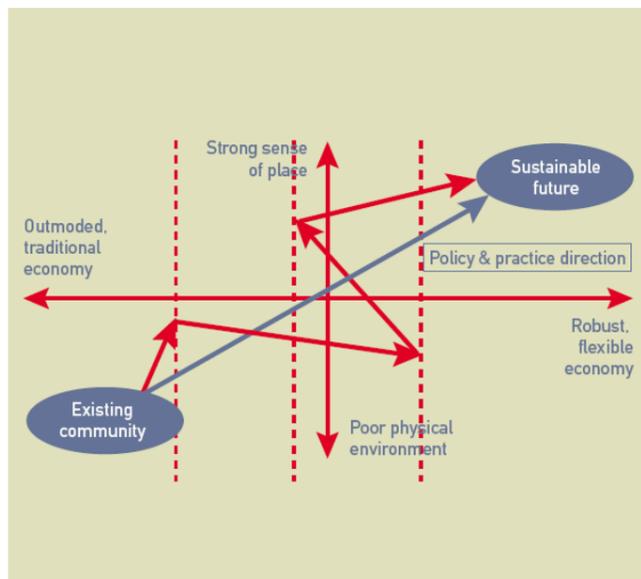
- 3.7 The document also sets out eight key objectives that sustainable communities should seek to achieve:

- Active, inclusive and safe
- Well run
- Environmentally sensitive
- Well designed and built
- Well connected
- Thriving
- Well served
- Fair for everyone

- 3.8 *The Egan Review: Skills for Sustainable Communities* (ODPM, 2004) defined the components of what makes a sustainable community. These are illustrated in the diagram this page.



3.9 The diagram below illustrates how to progress from the existing situation in DAT towards a sustainable future may be pursued over time through an enhanced environment and a robust economy which can meet all the social and economic needs of the community.



Source: The Egan Review: Skills for Sustainable Communities (ODPM, 2004)

Sustainable Communities - Sheffield

3.10 Sheffield City Council's strategy to deliver successful neighbourhoods "Closing The Gap: A Framework for Neighbourhood Renewal in Sheffield" defines a successful neighbourhood as:

"Places where people choose to live, work and play that are safe, have good housing and a good quality environment, with good access to schools and jobs, and are part of a strong community"

3.11 Closing The Gap describes the features of a successful community as one where:

- A place where people choose to live;
- Low crime;
- here children and young people are supported;
- Good access to schools;

- Streets are clean and well maintained;
- Green spaces and the natural environment are well maintained and well used;
- Housing is of a good standard with accessible services and affordable / modern homes which people choose;
- Communities are cohesive with active citizens and displaying community pride;
- There are lifelong learning and training opportunities which those who would benefit most take advantage of;
- Where employment prospects and employability are good;
- Health and well being is good; and
- Public services provided to a good standard, including educational achievement, the proportion of looked after children, and health services all above floor target levels.

Accessibility and Sustainable Communities

3.12 The NDF is primarily a spatial strategy. A key opportunity for spatial planning to contribute to sustainability is to promote sustainable forms of transport including cycling, walking and public transport.

3.13 The use of sustainable means of transport through masterplanning can be achieved in two principal ways:

- through planning for proximity between where people want and/or need to travel, such as from home to work or school; and
- through maximising the attractiveness and safety of walking/cycling routes and public transport systems.

3.14 At a strategy level the proximity of services and public transport hubs is a primary concept. There are a number of distance benchmarks that are used to consider accessibility – 400m (or 5 minutes walk) is often taken as a reasonable distance to a bus stop or local play space for example. However in considering accessibility we also need to consider the amount of people that are required to support a particular service – for example 2000 homes are often considered to be required to

support a primary school. Putting these two concepts of accessibility and catchment population raises a further issue of viable population densities.

3.15 Drawing on the work of Barton et al (1995) the following rules of thumb of accessibility, catchment population and housing/numbers density can be determined.

Table: Accessibility to Services and Catchment Populations

Facility	Appropriate Distance ²	Catchment Population / Houses ¹
Primary School*	600m	2500/1040
Secondary School*	1500m	7000/2916
Local Shopping Centre	800m	5000/2083
Health Centre*	1000m	9000/3750
Library	2000m	12000/5000
Children's Play space	200m	NPFA*
Railway Station	800m	
Tram Stop	800m	
Bus Stop	400m	

Source: Barton et al (1995)

3.16 In the context of the above the objectives for the movement framework for the NDF can be confirmed. These are:

- To maximise the use and accessibility of sustainable forms of transport;
- To maximise the safety, quality, accessibility and relevance of walking and cycling infrastructure;
- To maximise the accessibility by sustainable modes of transport of key community resources;
- To create an environment that is safe and accessible for all;
- To prioritise action to maximise the sustainable and community benefits of investment.

Sustainable Communities Appraisal

3.17 To provide a context for considering the current position of the DAT communities in terms of the sustainability agenda the Sheffield Neighbourhood Information System data is helpful. This is reproduced overleaf.

3.18 In the case of Tinsley it is clear that whilst access to services, community safety and health and social care are comparable to the City as a whole (but further improvements are required), there is very significant work to be done in terms of an enhanced environment, housing offer, educational attainment and economic activity.

3.19 Darnall is in an even more challenging position with significant work to be done on all fronts.

3.20 An informal assessment by BDP of the health of the communities against the DCLG objectives for sustainable communities based on a range of baseline indicators points to a series of sustainability challenges. These are:

- Energy efficiency (in common with most communities) is poor;
- The environment is poor;
- The built environment of neighbourhoods is poor in many cases;
- There is a lack of diversity in the housing stock;
- There has been an erosion of local character;
- Crime is a concern in some locations;
- Accessibility from Tinsley is poor; and
- The facilities for walking and cycling are poor.

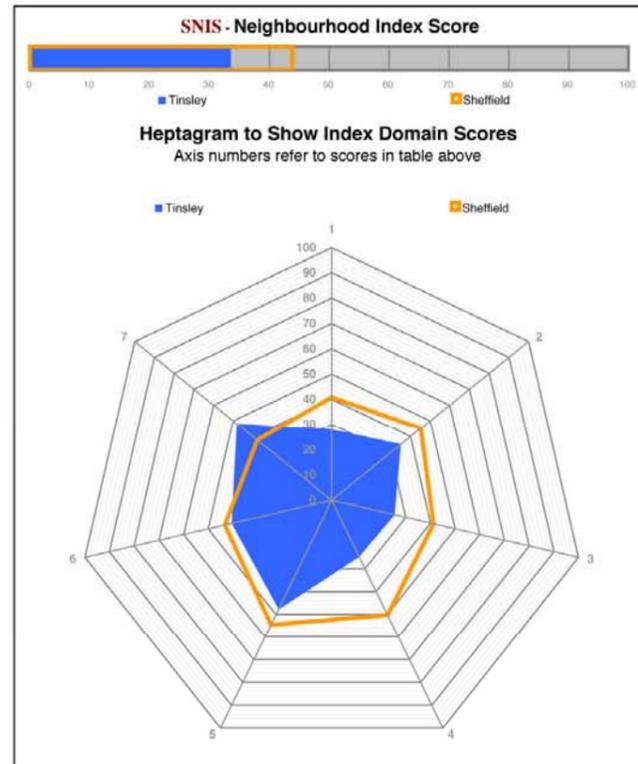
3.21 In the light of these indicators a series of themes for the DAT NDF have been developed based on sustainability objectives.

3.21 The key themes for the strategy are therefore:

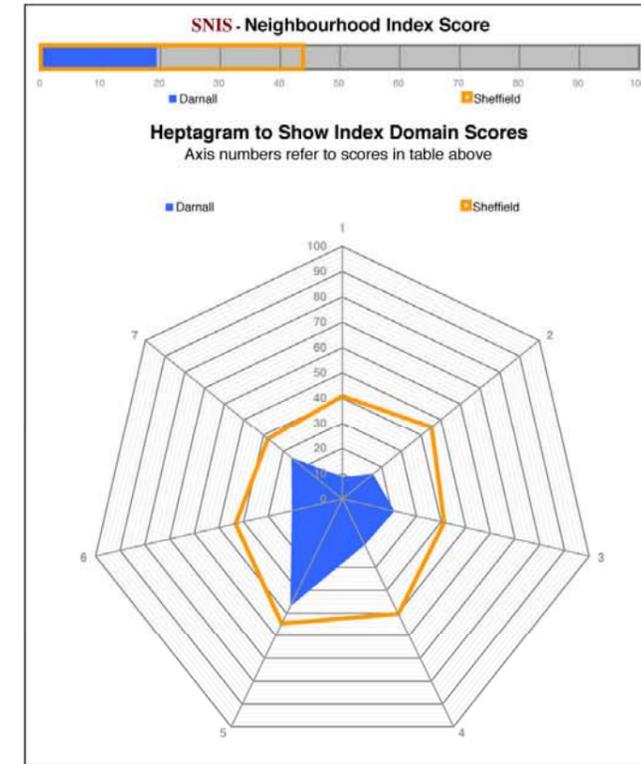
- Community Identity, Pride and Distinctiveness

- Enhanced Community and service provision
- Enhanced community Cohesion, Safety and Healthy Lifestyles
- High quality urban design and architecture
- Energy and Resource Efficiency
- Environmental Quality, Space Networks and Bio-Diversity
- A Balanced Housing Market
- Improved accessibility by public transport, walking and cycling
- Sustainable Economic Development
- Life Long Learning

Sheffield Neighbourhoods Information System, Index and Domain Scores																
SNIS Neighbourhood	1 Economic Activity		2 Education		3 Housing		4 Environment		5 Access to Services		6 Health and Social Care		7 Community Safety		Total Index	
	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank
Tinsley	27.9	30	35.0	36	25.4	8	24.7	13	47.7	49	40.4	38	48.2	47	33.5	25
Sheffield	40.8	41	45.3	51	41.2	29	50.3	51	54.5	60	43.2	39	37.8	35	43.8	45
Gap	-12.9	-11	-10.3	-15	-15.8	-21	-25.6	-38	-6.8	-11	-2.8	-1	10.4	12	-10.3	-20



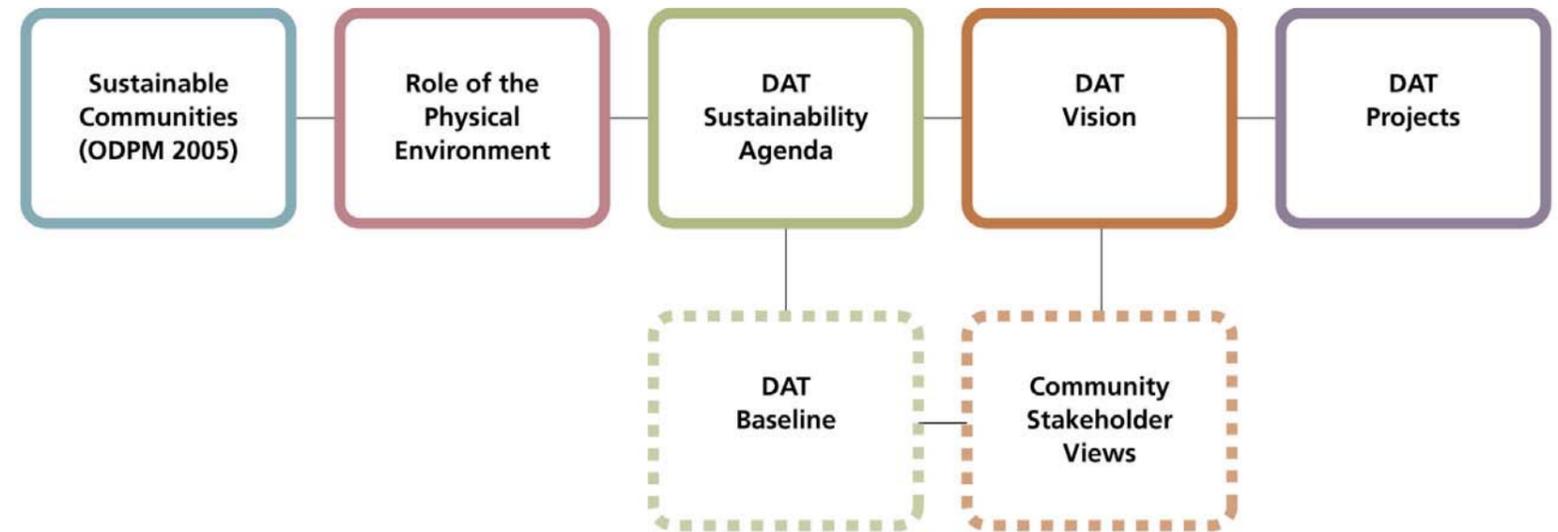
Sheffield Neighbourhoods Information System, Index and Domain Scores																
SNIS Neighbourhood	1 Economic Activity		2 Education		3 Housing		4 Environment		5 Access to Services		6 Health and Social Care		7 Community Safety		Total Index	
	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank
Darnall	8.6	6	15.5	9	21.0	5	20.0	6	46.8	46	20.4	9	25.8	18	19.4	3
Sheffield	40.8	41	45.3	51	41.2	29	50.3	51	54.5	60	43.2	39	37.8	35	43.8	45
Gap	-32.2	-35	-29.8	-42	-20.1	-24	-30.3	-45	-7.7	-14	-22.8	-30	-12.0	-17	-24.4	-42



Sustainability Agenda to Projects

3.22 The diagram on this page illustrates the process by which strategic/national sustainability objectives are considered in the context of sustainability issues in DAT. This review then creates the framework within the Vision and projects can be developed.

3.23 The table overleaf presents the approach to developing sustainability themes directly applicable to DAT based on Sustainable Communities objectives and the current role and character of the environment in DAT.



SUSTAINABLE COMMUNITIES AGENDA ITEM (ODPM, 2005)	BUILT ENVIRONMENT AGENDA ITEMS	DAT NDF SUSTAINABLE COMMUNITIES THEMES
ACTIVE, INCLUSIVE AND SAFE		
a sense of community identity and belonging	<p>What is distinctive about each of the communities? How do we promote a sense of community identity? How do we create opportunities for cultural, leisure, community, sport and other activities, including for children and young people</p> <p>What are the gaps in service provision in DAT, both now and in the future? How do we promote community cohesion through the DAT NDF? How can we address crime and the fear of crime? What are the communities in DAT and how are they defined? How can we reinforce and develop natural neighbourhoods? What are the reference points for local 'community pride'?</p>	<p>1. Community Identity, Pride and Distinctiveness</p> <p>2. Community and service provision</p> <p>3. Community Cohesion, Safety and Healthy Lifestyles</p>
tolerance, respect and engagement with people from different cultures, background and beliefs		
friendly, co-operative and helpful behaviour in neighbourhoods		
opportunities for cultural, leisure, community, sport and other activities, including for children and young people		
low levels of crime, drugs and antisocial behaviour with visible, effective and community-friendly policing		
social inclusion and good life chances for all.		
WELL RUN		
representative, accountable governance systems which both facilitate strategic, visionary leadership and enable inclusive, active and effective participation by individuals and organisations	<p>How do we promote Civic Pride? How do we create places that are easily maintained and managed? How do we build on existing partnerships and local governance arrangements? How do we support a strong community and voluntary sector?</p>	<p>4. High quality urban design and architecture</p>
effective engagement with the community at neighbourhood level, including capacity building to develop the community's skills, knowledge and confidence		
strong, informed and effective partnerships that lead by example (e.g. government, business, community)		
strong, inclusive, community and voluntary sector		
sense of civic values, responsibility and pride.		
ENVIRONMENTALLY SENSITIVE		
actively seek to minimise climate change, including through energy efficiency and the use of renewables	<p>How do we minimise the impact of the DAT communities on the environment? How do we minimise the use of non-renewable resources? How do we actively seek to minimise climate change? How do we minimise pollution (including air and noise) and waste ? How do we maximise the re-use of brownfield land? How do we make best use of natural resources? How do we protect and improve bio-diversity? How do we encourage sustainable lifestyles? How do we create cleaner, greener, safer neighbourhoods?</p>	<p>5. Energy and Resource Efficiency</p> <p>6. Environmental Quality, Space Networks and Bio-Diversity</p>
protect the environment, by minimising pollution on land, in water and in the air		
minimise waste and dispose of it in accordance with current good practice		
make efficient use of natural resources, encouraging sustainable production and consumption		
protect and improve bio-diversity (e.g. wildlife habitats)		
enable a lifestyle that minimises negative environmental impact and enhances positive impacts (e.g. by creating opportunities for walking and cycling, and reducing noise pollution and dependence on cars)		
create cleaner, safer and greener neighbourhoods (e.g. by reducing litter and graffiti, and maintaining pleasant public spaces).		
WELL DESIGNED AND BUILT - featuring quality built and natural environment		
sense of place - a place with a positive 'feeling' for people and local distinctiveness	<p>How do we create a positive sense of place? How do we create a network of user friendly public and green spaces? How do we create a balance housing market with sufficient range, diversity, affordability and accessibility? How do we emphasise local character? How do we promote sustainable construction?</p>	<p>7. Balanced Housing Market</p>
user-friendly public and green spaces with facilities for everyone including children and older people		

sufficient range, diversity, affordability and accessibility of housing within a balanced housing market	<p>How do we promote the design of buildings that encourage healthy lifestyles? How do we promote the design of buildings that reduce crime and make people feel safe? How do we promote accessibility for all to jobs, key services and facilities? How do we reduce the impact of poor quality environments? How many houses are needed in DAT to create sustainable communities? What type of housing do we need in DAT to create a sustainable community?</p>	
appropriate size, scale, density, design and layout, including mixed-use development, that complement the distinctive local character of the community		
high quality, mixed-use, durable, flexible and adaptable buildings, using materials which minimise negative environmental impacts		
buildings and public spaces which promote health and are designed to reduce crime and make people feel safe		
accessibility of jobs, key services and facilities by public transport, walking and cycling.		
WELL CONNECTED		
transport facilities, including public transport, that help people travel within and between communities and reduce dependence on cars	<p>How do we promote the use of sustainable transport facilities? How do we encourage walking and cycling? How do we promote accessibility through ICT? How do we provide good access to strategic transport links? How do we promote legible and safe environments? How do we promote accessibility to all services and facilities that the community needs?</p>	8. Accessibility
facilities to encourage safe local walking and cycling		
an appropriate level of local parking facilities in line with local plans to manage road traffic demand		
widely available and effective telecommunications and Internet access		
good access to regional, national and international communications networks.		
THRIVING - with a flourishing and diverse local economy		
a wide range of jobs and training opportunities	<p>How do we provide a wide range of jobs accessible to the community? How do we provide the right level of training opportunities? How much land should we allocate to uses which support economic propensity and change? How do we encourage dynamic job and business creation? How do we encourage strong business and community links?</p>	9. Sustainable Economic Development
sufficient suitable land and buildings to support economic prosperity and change		
dynamic job and business creation, with benefits for the local community		
a strong business community with links into the wider economy		
Economically viable and attractive town centres.		
WELL SERVED		
Well-performing local schools, further and higher education institutions, and other opportunities for lifelong learning	<p>How do we promote well performing education institutions? How do we facilitate the provision of integrated, high quality community services? How do we promote accessibility and affordable local services, including retailing? How do we encourage service providers to think and act long term?</p>	10. Life Long Learning
high quality local health care and social services, integrated where possible with other services		
high quality services for families and children (including early years child care)		
good range of affordable public, community, voluntary and private services (e.g. retail fresh food, commercial, utilities, information and advice) which are accessible to the whole community		
service providers who think and act long-term and beyond their own immediate geographical and interest boundaries, and who involve users and local residents in shaping their policy and practice.		
FAIR FOR EVERYONE		
recognise individuals' rights and responsibilities	<p>How do we recognise individuals' rights and responsibilities? How do we respect the rights and aspirations of others? How do we have regard for future generations?</p>	11. Community Pride and Involvement
respect the rights and aspirations of others (both neighbouring communities, and across the wider world) also to be sustainable		
have due regard for the needs of future generations in current decisions and actions.		

4.0 Vision

Introduction

- 4.1 This section sets out the 'Vision' for the DAT NDF. The purpose of the Vision is to establish a clear agenda for change in DAT. The Vision underpins the detail of projects and should remain central to the thinking on projects and strategies as they emerge, develop and change to reflect new circumstances and opportunities.
- 4.2 In order to expand on the Vision this section considers:
- A Vision Statement;
 - Vision Themes;
 - Sustainable Communities objectives; and
 - Development/Design Principles.

Vision Statement

- 4.3 The Vision for DAT can be summarised as:

Together, Darnall, Attercliffe and Tinsley form an urban area with strong links to city-renowned leisure, employment and transport facilities within the Lower Don Valley and the East of Sheffield. The historic character of the area respects its industrial past and promotes modern urban living. Everybody can easily, safely, and comfortably access the range of quality services and facilities necessary to enable them to live more sustainable and healthy lifestyles. The local community is cosmopolitan and inclusive, who socialise within 'natural neighbourhoods' concentrated around 'community hubs' which contain a wide range of facilities. The well-defined green space network and environmental assets such as the Canal and River are popular and are key elements of local distinctiveness. A quality public realm of interconnected streets and open spaces make it easy and pleasant for everyone to walk and cycle around. A good range of quality housing is available to everyone who needs it and at affordable prices.

Vision Themes

- 4.4 The Vision themes that underpin the NDF are:

Darnall and Attercliffe

- Environmental Quality
- Housing Quality
- Walkable Neighbourhoods
- Distinctive Neighbourhoods
- Sustainable Neighbourhoods

Tinsley

- Environmental Quality
- Housing Quality
- Walkable Tinsley
- Distinctive Tinsley
- Sustainable Tinsley

Sustainable Communities Objectives

- 4.5 Underlining and informing spatial themes are a series of sustainability objectives, based on the sustainability appraisal:
- Community Identity, Pride and Distinctiveness
 - Enhanced Community and service provision
 - Enhanced community Cohesion, Safety and Healthy Lifestyles
 - High quality urban design and architecture
 - Energy and Resource Efficiency
 - Environmental Quality, Space Networks and Bio-Diversity
 - A Balanced Housing Market
 - Improved accessibility by public transport, walking and cycling
 - Sustainable Economic Development

- Life Long Learning

Development Principles

- 4.6 The delivery of the Vision can only be based on the achievement of excellence in the urban environment and the adherence to the principles of good urban design.
- 4.7 The NDF will seek to promote the principles in all new development in the DAT area. Therefore, new development in DAT should address the following principles in order that successful, sustainable communities are promoted within both existing and new housing areas.

Character

- 4.8 New development should create places with their own distinct and successful identity.
- 4.9 By implementing best practice in urban design, new development in DAT can best relate to its surroundings and create lasting environments of quality and sense of place. This does not mean replicating existing forms of development or design.

- 4.10 New development should:

- Relate well with its setting, including capitalising on landscape and topography;
- Reflect local heritage and building traditions.

Continuity and Enclosure

- 4.11 New development should create places where streets and public spaces are coherently and attractively defined, through:
- Responding well to the boundaries of the site;
 - Providing a clear relationship between buildings and spaces;
 - Buildings should front streets and open spaces, especially at gateways where increased height may be appropriate.

A Quality Public Realm

4.12 A public realm strategy should guide development to facilitate an inclusive, distinctive and multi-use environment that is appropriate to the needs of local people and those visiting the area. The public realm will essentially include the spaces and streets in the area. It should be concerned with the design, maintenance and management of these public areas and as such should be agreed with those stakeholders involved in these activities.

4.13 The vision for the public realm strategy is shown on the plans included in the following section, and aims to create :

- a hierarchy of linked public spaces and facilities;
- walkable and distinct neighbourhoods;
- pedestrian priority and ease of movement.

4.14 The public realm strategy objectives are as follows:

- To link key local destinations with and through the residential areas, in a safe, comfortable, and easily understood way;
- To develop identify and reinforce local character and civic pride;
- To facilitate street activity;
- To create a robust long-lasting well maintained and easily managed public realm.

4.15 The key principles of the strategy include creating:

- Ease of Movement;
- Safety;
- Identity attractiveness and robustness;
- Management maintenance and sustainability;

- Legibility (being able to understand and find your way around the area);
- Adaptability;
- Catalyst for change.

4.16 These principles will be implemented whilst addressing the following urban features of legibility:

- Landmarks
- Activity nodes and spaces
- Paths
- Character areas
- Barriers and edges
- Activity generators and movement

Ease of Movement

4.17 New development should create places that are easy to get to and move through.

4.18 Development proposals should promote an inter-connected network of streets, footpaths, cycleways and open spaces. This will help to ensure that residents are within easy reach of local community facilities such as shops, schools and healthcare. Development should connect well with existing routes.

4.19 The car should be recognised but controlled, with pedestrians prioritised without the need for traffic calming.

Legibility

4.20 New development should create places that have a clear image and that are easy to understand. Development should promote recognisable routes, junctions and landmarks to help people orientate themselves.

4.21 Built form and materials should be selected to reflect local character and develop local distinctiveness. The aim should be to make reference to traditional forms and materials but in a contemporary manner to produce fresh, modern designs.

4.22 Local distinctiveness studies carried out elsewhere suggest that masterplans such as the DAT NDF should build on an area's strengths rather than embarking on a radical reinvention of its image. To create a distinct sense of place development should be recognisable in its own right as well as strengthening local identity.

4.23 Crime should be discouraged through defining public and private space, ensuring natural surveillance and active routes.

Adaptability

4.24 New development should create places that can evolve easily and flexibly.

4.25 The Darnall Works site is proposed to be an Industrial Heritage Project, where the successful re-use of historic buildings with modern interpretation should be showcased.

Diversity

4.26 New development should create varied environments offering a range of uses, opportunities and experiences.

4.27 New developments should create mixed and inclusive communities by providing a range of housing types and housing tenure, including affordable housing.

Density

4.28 Residential development should at least achieve current density standards, and where appropriate – adjacent to the canal for example – densities should be much higher, above 50 dwellings per hectare. It is anticipated that housing developments closer to Darnall will provide more family housing to meet local community needs, and therefore may have a density of 40 dwellings per hectare.

A Strategy for Sustainability

4.29 With the potential for substantial housing development in the DAT areas (particularly in areas bordering the canal and the River Don), it is proposed that a core element for these should be the promotion of 'carbon neutral' building standards. This could be seen as an exciting opportunity to create a distinctive aspect for the housing in the area. Promoting carbon neutral housing as an exemplar for the rest of Sheffield would have

- 4.30 benefits both in improving the image of the area as a whole, as well as providing housing that has very low/affordable running costs and minimal environmental impacts in an area that has traditionally accommodated heavy industry.
- 4.31 Carbon neutral housing standards should aim to include the highest EcoHomes standard of 'excellent', but should also aim to minimise energy and water requirements through the use of appropriate orientation to maximise solar gain, the use of high thermal mass, low u-value windows and the control of heat loss through air tightness and heat recovery.
- 4.32 Renewable/low carbon energy sources should be used for any remaining energy requirements. Standards for material use should include specifications that minimise the use of chemicals and where possible have low embedded energy costs for example through the use of locally produced materials.
- 4.33 Using these methods, there is the potential for DAT containing an environmental sustainability 'exhibition' or 'exemplar' site. Although beyond the scope of this study, it is recommended that a comprehensive guidance document be prepared to promote the delivery of such an exemplar site or sites.
- 4.34 For housing that is not part of the 'exemplar' sites, there should be a general adherence to the higher baseline standards that the Council is setting for Housing Market Renewal sites – the main elements of these are EcoHomes 'Very Good' and an SAP energy rating of at least 95. These may be superseded or enhanced by the Government's Code for Sustainable Building which will be launched in 2006. There should also be encouragement for developers to work with the local authority to help showcase the use of renewable energy technology within mainstream housing schemes, particularly those which are readily adopted now.
-

5.0 NDF Strategy

Introduction

5.1 This section sets out the key component parts of the NDF for DAT. The NDF has been prepared in the light of public consultation, consideration of the level of funding available from Housing Market Renewal (2006 – 2008) and guidance from the Steering Group on previous options.

5.2 The spatial strategy comprises:

- The NDF (Spatial Strategy) – A Strategy for Sustainable Communities;
- Urban Design Strategy;
- Housing Development Strategy;
- Community Facilities Strategy;
- Accessibility Strategy.

5.3 The projects related to the NDF Strategy are set out in the Action Plan appended to this report. The diagram included overleaf illustrates how the project relates to the overall sustainability objectives for DAT.

5.4 The NDF Spatial Strategy and the Urban Design strategy are to a significant degree strategic, in that they are relevant to the whole area. Elements of the strategy which relate directly to Darnall and Attercliffe or Tinsley are grouped together in this section.

The NDF – A Strategy for Sustainable Communities

5.5 The NDF strategy is the spatial interpretation of the sustainability imperatives and Vision themes. It is articulated in the plans in this section and the Project Profiles and Action Plan appended to this report. It represents a long term strategy comprising short term public investment priority projects and medium to long term planning strategy projects. The strategy should be reflected in the emerging Sheffield Development

Framework and in future funding applications and programme planning.

5.6 The strategy comprises the following projects:

- Housing improvements to Elmham Road;
- Decent Homes improvements to social rented properties across the DAT area;
- A strategic development area at Darnall and Attercliffe Waterside;
- A strategy for Darnall Centre;
- Housing development at Craven Taskers site, Darnall and other opportunity sites;
- A strategy for Tinsley Local Centre; and
- The potential relocation of Tinsley Infants and Junior Schools (considered further in a distinct study).

Urban Design Strategy

5.7 The achievement of the highest possible design standards in the built environment, which are sustainable and enhance local character, are critical to the long term success of the NDF strategy. A rigorous approach to achieving high quality design, appropriate to local character is a fundamental element of the framework and its delivery.

5.8 This section therefore considers the DAT Urban Design Strategy. As such it considers:

- The design quality strategic and policy background
- The approach to achieving design quality aspirations
- The strategic design framework
- A proposed toolkit of design development principles

5.9 This review draws significantly on the emerging Sheffield Design Quality Strategy.

Strategic and Policy Context

5.10 The overarching framework for design quality in Darnall, Attercliffe and Tinsley will be established by the emerging

Sheffield Design Quality Strategy. The Sheffield Design Quality Strategy is an important part of delivering the Transform South Yorkshire (TSY) Prospectus 2, and is an integral part of the TSY 'Delivering Design Quality Initiative'.

5.11 The Sheffield Design Quality Strategy is intended to be an approach to co-ordinating resources and regeneration programmes to influence the quality of the development in the Sheffield HMR areas. The project is facilitated by the Council's HMR Urban Design and Planning Team in conjunction with the Neighbourhood Regeneration Teams. It is intended to be proactive and focussed on a 'quality systems approach' which is pragmatic and 'project-based'.

5.12 The key principles of the strategy are to:

- Focus on sustainable development principles;
- Joined-up working, project management and a corporate approach to achieving design quality;
- Leading by example;
- Creating an inclusive and accessible design and development process;
- Developing a policy context to support project development;
- Working in partnership;
- Evaluation and continuous improvement.

5.13 The Sheffield Design Quality Strategy has been prepared by the HMR Urban Design and Planning team with the CABE North Sheffield Design Panel, the Urban Design and Conservation Section and Transform South Yorkshire. The strategy uses best practice and addresses key texts such as 'Building Sustainable Communities, Actions for Housing Market Renewal' (CABE 2003) and 'Creating Successful Neighbourhoods, Lessons and Actions for Housing Market Renewal' (CABE 2005).

Community Pride

- Identity
- Distinctive
- Quality

Community Services

- Range
- Accessibility
- Quality

Design

- Quality
- Distinctiveness
- Sustainability

Resource Efficiency

- Reduce, Reuse, Recycle
- Sustainable Design

Environmental Quality

- Open Space
- Bio-diversity
- Air Quality

Accessibility

- Walk, Cycling Environment
- Public Transport

Sustainable Economic Development

- Job Creation
- Access to Employment

Life Long Learning

- Quality Facilities
- Accessibility
- Culture

Governance

- Community Involvement

DAT NDF Sustainability Agenda

Challenges

- Low quality in local centres
- Poor design in some recent development
- Dispersed community services
- Lack of quality services in some cases
- Poor accessibility in Tinsley
- Brownfield Land
- Traffic dominated environment
- Air quality
- Environmental quality
- Health lifestyles
- Access to employment
- Skills match
- Poor walking/cycling environment
- Limited choice in housing

Opportunities

- Community commitment
- New local centre, neighbourhood structure
- Canal and river corridor
- Don valley industry
- Strategic accessibility
- Open space
- Brownfield sites
- Proximity to city centre

DAT NDF Physical Environment : Challenges and Opportunities

Darnall and Attercliffe

- Environmental Quality 
- Housing Quality 
- Walkable Neighbourhoods 
- Distinctive Neighbourhoods 
- Sustainable Neighbourhoods 

Tinsley

- Environmental Quality 
- Housing Quality 
- Walkable Tinsley 
- Distinctive Tinsley 
- Sustainable Tinsley 

DAT NDF Vision

Darnall and Attercliffe

- Attercliffe Centre 
- Darnall Centre 
- Housing Area Improvements 
- Darnall Attercliffe Waterside 
- Green Darnall 

Tinsley

- Tinsley Local Centre 
- Gateway Improvements 
- Tinsley Schools 
- Employment Sites 

Projects

5.14 The TSY Prospectus emphasises in its principles and values the importance of design quality and the role that this can play in changing housing markets. The prospectus highlights the role of an inclusive and quality design process and the importance of design-led solutions.

5.15 The Sheffield project is a response to the TSY 'Delivering Design Quality Initiative' (DDQI). By taking a 'project-based' approach, the Sheffield strategy is complementary to the TSY programme which is 'theme-based'. This also enables the TSY work to form synergy in Sheffield by focussing the benefits of the themes within projects. This should avoid 'gaps' in the development process that could easily lead to the level of outcomes not being achieved.

5.16 Building on the CABE guidance given in 'Creating Successful Neighbourhoods, Lessons and Actions for Housing Market Renewal' (CABE 2005) a number of strategy aims and principles can be developed:

- Place sustainable development at the heart of thinking and action;
- Realise the opportunity to make a step change in design quality;
- Maximise the potential of the place;
- Create sustainable places of distinction;
- Recognise the value of design and its role in renewal;
- Policies, strategies and tools to deliver high quality urban environments;
- Be ready to deliver.

Approach to achieving design quality

5.17 The City Council and its partners have a series of potential approaches to delivering design quality in DAT. These include:

- Design Guidance
- Development Control
- Development Briefs
- Developer Panels
- Design Panels
- Landownership / Funding Control
- Exemplar Projects

Design Guidance

5.18 There is limited strategic design guidance for the DAT area, other than established SCC policy. Critically, the South Yorkshire Residential Design Guide is in need of review and updating. This report identifies some key elements of a design strategy for the area.

5.19 Design guidance should be developed for DAT. The housing and neighbourhood focus of the regeneration drivers in the areas should be reflected in that design guidance.

Development Control

5.20 National, regional and local design guidance should be consistently applied through the development control process, whilst not restricting innovation and creativity. In particular pre-application discussions should highlight the importance of design quality (and other key development issues such as affordable housing). At the earliest opportunity Development Control officers, supported by Urban Design and Conservation Section, should (be resourced to) pro-actively provide site specific design guidance which will be sustained through the decision making process. The planning authority (officers and members) should be willing to refuse applications on design criteria where appropriate.

5.21 Early advice to developers/applicants should be comprehensive, as good design is more readily delivered if the

parameters are fully understood at the start of the design process.

Development Briefs

5.22 Development or Design Briefs should be prepared and adopted (or reported to committee) for all major development sites in the DAT NDF. These briefs should be prepared in consultation with site owners, the Developer Panel and others.

Developer Panels

5.23 The Council has a facilitating and influencing role to play in specifying and incentivising development that supports the quality design and sustainability agenda. The Developer Panel project highlights the partnership approach that the Council is adopting. There are two clear purposes for the Panel; one is to deliver quality development through the creation of a select list of developers; the other is to develop a partnership approach and allow the development industry to influence the Council's behaviour so as to enable the industry to profitably be able to deliver the desired quality in the HMR area.

Design Panels

5.24 Sheffield City Council has appointed a number of architect and urban design practices to a Design Panel for the HMR areas. It is understood that the current function of the panel is as a first port of call for the developer panel. The City Council should consider enhancing the role of the design panels, in conjunction with SCC Design officers, through:

- Peer review panels;
- Knowledge sharing events / networks;
- Designer/Developer seminars; and
- Enquiry by Design type events as part of brief preparation

Landownership / Funding Control

5.25 The role of landowner and/or funding partners (or gatekeeper) represents a significant opportunity and responsibility for the City Council.

5.26 Design should be a key criterion in negotiation with developers. Development appraisals and funding bids should be based on the clear understanding of the cost of high quality design.

5.27 Where appropriate, sites should be deposed of using a development licence to provide additional control over design quality.

Exemplar Projects

5.28 There are currently few exemplary schemes within the HMR Pathfinder area that makes the task of positively influencing good design more difficult. The strategy aims to deliver a number of early 'exhibition' sites showcasing energy efficiency, architectural excellence, and 'Homezone' principles for example. These will be linked to 'exemplar' sites that will have achieved the highest standards set by the Council.

5.29 The 'exhibition sites' will be developed as projects with lead Council officers taking responsibility for development and delivery. Specialist advice will be procured to ensure that the schemes are developing best practice and are as influential as possible. Further project funding may be required. The private sector will be engaged to deliver the project as part of the development of one of the Developer Panel sites.

Design and Development Principles

5.30 In order to create more sustainable neighbourhoods there are a number of strategic principles that should be adopted through the development. Developers should be able to show how the following principles have been addressed in a simple concept plan that addresses the Urban Design Framework. The principles are:

Make the place work

- Consider strategic issues about how the place works, how it responds and links to its surroundings, and the urban design functions of buildings and spaces.

- Provide diversity and choice through a mix of housing types and tenures to attract and retain a mixed and stable community.
- Provide for access to a mix of complementary uses required to make more sustainable communities, including walkable access to schools, work, health and community facilities, shops, open space, sports facilities, pubs, places of worship, public transport and other services.
- Work with the landscape and environment making the most of solar gain, and landscape features.

Streets for people

- Streets should be for people and the hierarchy, character and use of public and open spaces should contribute to making the character of the development.
- Prioritise the pedestrian and cyclist in the movement network.

- Use outward looking housing forms, known as perimeter blocks.

Compact and connected places

- Create development forms in line with Government guidance on density of at least between 30-50 dwellings per hectare.
- Create more intense development around public transport nodes and corridors and around service and shopping centres.
- Create outward looking and connected places with clearly structured movement networks.
- Integrate the old with new development.

Flexible development forms

- Consider flexible development forms that allow for future uses and re-uses,

Management and maintenance

- Create highway, parking facilities, open space and public realm than can be sustained through specified management and maintenance regimes.

Character

- Development should create a distinct and attractive character around it and through it. Developers should aim to express the character of the proposed development through a variety of visual and written means. Achieving the following principles will help to create a positive and distinct character.

Local Distinctiveness

- Survey and analyse the site and surroundings to identify what makes the place special and incorporate these findings within the development of the new place.
- Consider the historical development of the settlement, the landscape, views, topography, local landmarks, activity and uses.
- Protect and enhance long views out from the site, and the key landmarks. Consider views of the development from other key points around the site.
- Provide visual landmarks and clues as people move through the site.
- Avoid long edges that create barriers to movement.
- Consider how the development fits into the area and the effect it will have.

Structure

- Create structure and character through memorable forms and coherent patterns of development.
- Create visual variety and interest at different scales.
- Create a hierarchy of places, with places to move through, places to wait or places to go into.
- Clearly mark private and public places and ensure that entrances are onto streets creating activity and natural surveillance.
- Use well designed corner buildings to create continuous building lines, create focal points and avoid blank gable ends facing the street.

Enclosure

- Define streets with common building lines and use trees to enclose places.
- Create human scale and ensure community safety,
- Consider the effect of microclimate and create warm and sheltered places.

Movement and Safety

- The movement of people and vehicles through and round a place is its 'life blood'. The insensitive treatment of movement can also cause the decline of places and conflicts between different users. The following principles will help to define the kind of movement network required.

Safe, convenient and attractive places

- Create safe places that are convenient and attractive to move through and be in, especially for cyclists and pedestrians.

- Ensure that natural surveillance is used to informally 'police' public areas where ever possible, avoid blank facades facing on the street, organise houses with busy rooms facing public areas.
- Strengthen the sense of ownership towards the street, neighbourhood, and open spaces.
- Consider using the 'Homezone' concepts and other more innovative highway design solutions.
- Balance the needs of all the street users, and design for slow car speeds.

Legible and permeable

- Create legible and permeable places.
- Consider the placement of buildings first and fit the road to the urban design.
- Use more significant or special buildings at key focal points, or change points, that people might see as they move into and through the development.

Structure

- Identify popular and important activity nodes and create a network of safe routes through the site and linking to the surroundings.
- Create linked streets rather than use over-long cul-de-sac forms.
- Discourage through-use by traffic.

Cars

- Manage the speed of vehicles (20mph or less) predominately through the design of the horizontal alignment of roads.

- Use car parking to add to the attractive character of the area, rather than allow cars to dominate the streetscene.

Residential Design Guidance

5.31 The development of sustainable housing and neighbourhoods is key to the success of the strategy. It is therefore appropriate to consider a toolkit design guidance to maximise quality in this area. Key elements of that design guidance include:

- Development should be at a density of at least 30 and 50 units per hectare. Higher density may be appropriate in some locations provided they are accessible by public transport.
- New residential development should be based on and support the concept of creating a 'walkable neighbourhood', where local services are readily accessible.
- Residential design should adopt Secured by Design principles.
- Residential properties should achieve EcoHomes 'Very Good' standard and should be developed along Lifetime Homes principles.
- All residential developments should include a significant number of properties which have been design specifically for the site. These bespoke designs should respond to and develop local character and identity.
- New development should respond to diverse community needs through a range of housing tenure, type and size.
- Housing and neighbourhoods should be accessible for all.
- The scale, height and massing of development should reflect the location of the site, the physical characteristics and conditions of the site itself, the scale and proportion of the positive response to any adjoining buildings, the spaces around them, the topography, the general patterns of heights in the area and views, vistas and landmarks.

- Adequate provision should be made for car parking and servicing. Imaginative design solutions should be considered in order to visually enhance the appearance of the street and the surrounding area.
- Development should aim to maximise the long and short views into and out of the site to ensure visual links that connect to the wider area.
- The provision of public open spaces and landscape features must be seen as an integral part of the development.
- All properties should provide secure in-curtilage bicycle storage facilities.
- All properties should provide sufficient in curtilage storage for recycling and waste disposal.
- The provision of public art should be integral to the process of design in residential areas. Consideration should be given to, for example, bespoke boundary treatments or public realm furniture.

Housing Development Strategy

5.32 The NDF establishes a framework to facilitate housing development to:

- Promote physical and community regeneration;
- Create a more balanced housing market / bring about housing market renewal;
- Accommodate forecast population and household growth; and
- Be of sufficient critical mass to support the provision of additional or enhanced services, such as local school places.

5.33 The potential new housing in Darnall and Attercliffe presents a significant opportunity to meet a wide range of the current housing needs in the City whilst further sustaining the existing community and utilising poor quality brownfield sites.

5.34 The NDF cannot provide for significant housing growth in Tinsley as the size of potentially available sites precludes this possibility. However there is a case for a more balanced and diverse housing market.

5.35 The factors influencing housing demand in DAT are:

- Property prices / current market values;
- Property size (bedroom / garage / garden);
- Location (to retail / education / employment / leisure / places of worship);
- Appearance and Design;
- Quality of neighbourhood environment;
- Community safety.

5.36 These issues need to be reflected in future housing strategy and development.

5.37 The area has already been identified for housing as part of the Lower Don Valley Masterplan and is anticipated to be key future area of significant development in the City. Based on achieving current build rates, opportunities in Darnall could come forward from 2008-10 to play a significant role in the ongoing regeneration of both Sheffield's housing markets overall and the DAT NDF and Lower Don Valley areas to the east of the City.

5.38 With its existing mix of communities, including the growth BME communities, the opportunity exists in Darnall and Attercliffe to meets the needs of:

- Affordable housing for families and single households
- BME communities

- Specialist needs, including a range of support options for the elderly
- A mix of smaller and larger homes

5.39 Some higher value market private housing can be delivered, building on the canal/river environment, the potential regeneration of the Lower Don Valley and the excellent links to the city centre and the motorway network.

5.40 In all proposed developments an Equalities Impact Assessment will need to be considered.

Housing Market and Nature of Development

5.41 The nature of the location, together with the general pattern of values across Sheffield, the Darnall, Attercliffe and Tinsley area are likely to appeal to:

- First time buyers – singles and couples
- Families – likely to have young children – looking for affordable accommodation to buy
- Those looking for an accessible location, close to the City Centre and national motorway network.

5.42 At the present time it is considered that more aspirational market segments are difficult to target due to poor perception and environment and lack of quality schools and other social infrastructure. However there will be scope to target such markets in the future as the issues around perception, environment and social infrastructure are addressed.

5.43 It is therefore anticipated that the predominant nature of development will be 2 and 3 bed family houses. Some apartments could be provided to increase density although this element is likely to be limited to perhaps no more than 20% of the total.

It is considered that town houses and semi-detached houses will be preferred by developers – to achieve density and make returns – given that site assembly, remediation and other costs will need to be recovered. Developers may test the market with some 4 bedroom dwellings – again likely to be town houses or semi-detached – however the issue here will be if values can be achieved. It is also suggested that all dwellings have some gardens and/or defensible space. The proposed mixed for larger schemes is:

- Two bed apartments; up to 20%*
- Two bed houses: up to 20%
- Three bed houses: up to 60%
- Four bed or more: up to 20%

* These do not add up to 100% as such scheme can consider the appropriate mix up to the indicated proportion.

Affordability

- 5.44 Affordability, including affordability for single parent families, is vital for achieving a sustainable, mixed and vibrant community in Darnall and Attercliffe. The NDF Housing Strategy must create a “feel good factor” whereby people remain, re-locate or return to Darnall and Attercliffe because of what the place can offer as opposed to either buying or renting a house as a last resort or as their only means on entering onto the property ladder.
- 5.45 Darnall and Attercliffe, along with many communities in cities throughout the United Kingdom must strive to breakdown social perceptions and stereotypes with regard to housing tenure and the visible divisions this can often create. This can be successfully overcome with the introduction of new build tenure blind schemes. The Craven Taskers site on Staniforth Road offers this opportunity.
- 5.46 Social rented provision is important to the area, however, the Darnall area (East Area) has tended to have a relatively high percentage of vacant social stock. This may in part be related

to BME communities not taking up social rented housing. It may also be a reflection of the appropriateness of the social housing stock in the area.

- 5.47 Across Sheffield there is a recognised need to provide more affordable homes. Interim Planning Guidance for Affordable Housing was adopted by the Council on 12th July 2006. This requires a contribution towards affordable housing provision in HMR Pathfinder areas equivalent to 15% of the units on the site being provided for sale at the current affordable price. Affordable housing can be provided either through social renting or Low Cost Home Ownership (LCHO). This should be reflected in development proposals.

Darnall and Attercliffe

- 5.48 The elements of the strategy that relate directly to Darnall and Attercliffe are the:

- Strategic Urban Design Framework
- Public Realm Strategy
- Education Strategy
- Community Facilities
- Health Care
- Accessibility Strategy

Strategic Urban Design Framework

- 5.49 Plans for Darnall and Attercliffe establish a broad strategic framework for the NDF.

- 5.50 The principal elements of the strategic design framework are as follows:

- Staniforth Road / Main Road – the principal thoroughfare. Development should reinforce the active, diverse nature of this route. It should face towards the route defining it as a lively urban, mixed use street.
- Darnall Attercliffe Waterside – a strategic opportunity to radically enhance the Darnall and Attercliffe environment.

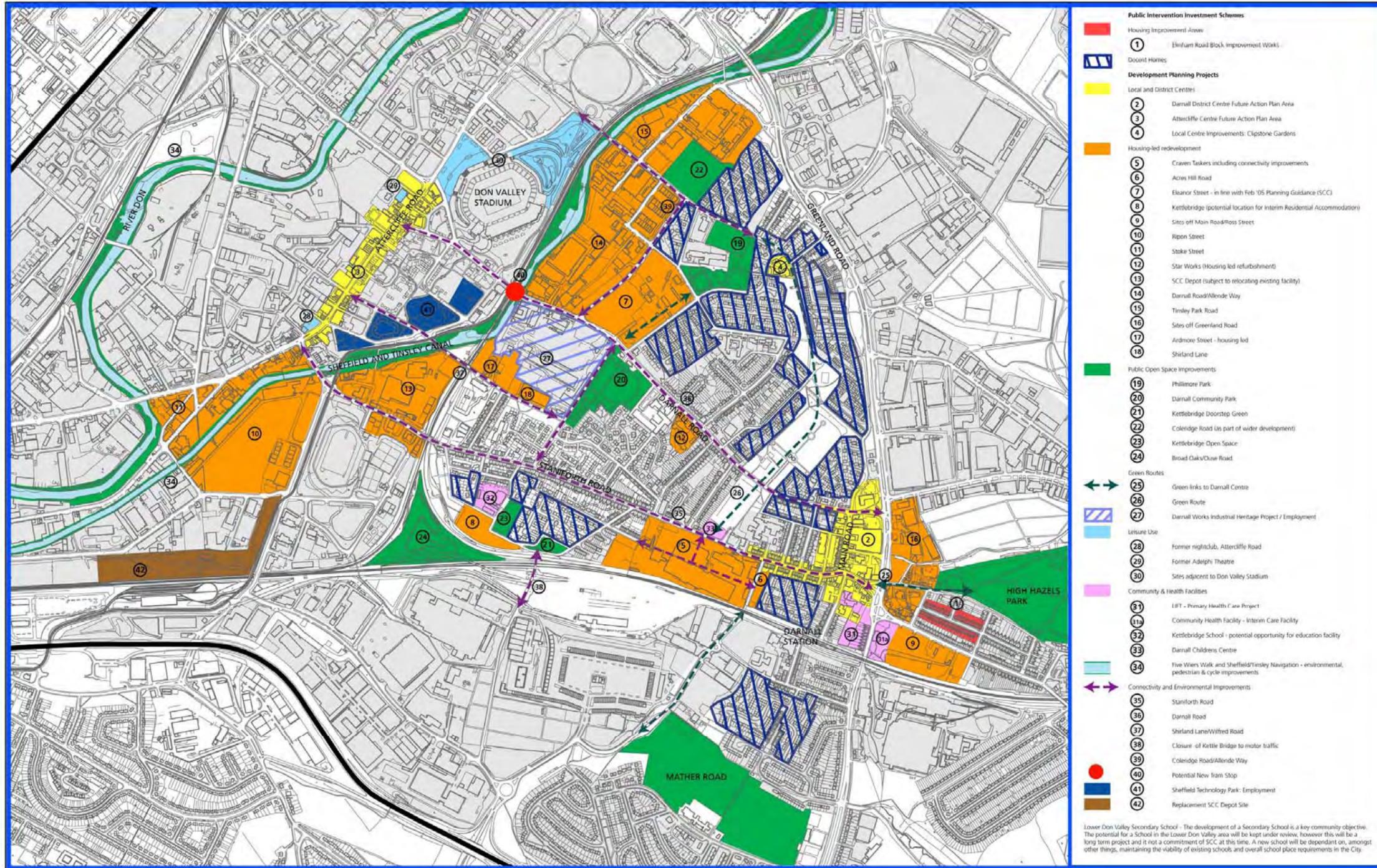
Development should link strongly into the surrounding neighbourhoods and relate well to the canalside. The site should provide good permeability to encourage access to the canal side and through to the Boulevard of Sport zone. The area should provide for a mix of house types and include mixed use opportunities. Family housing should be provided for. There is the opportunity for taller buildings as part of residential areas and for a very contemporary approach to design.

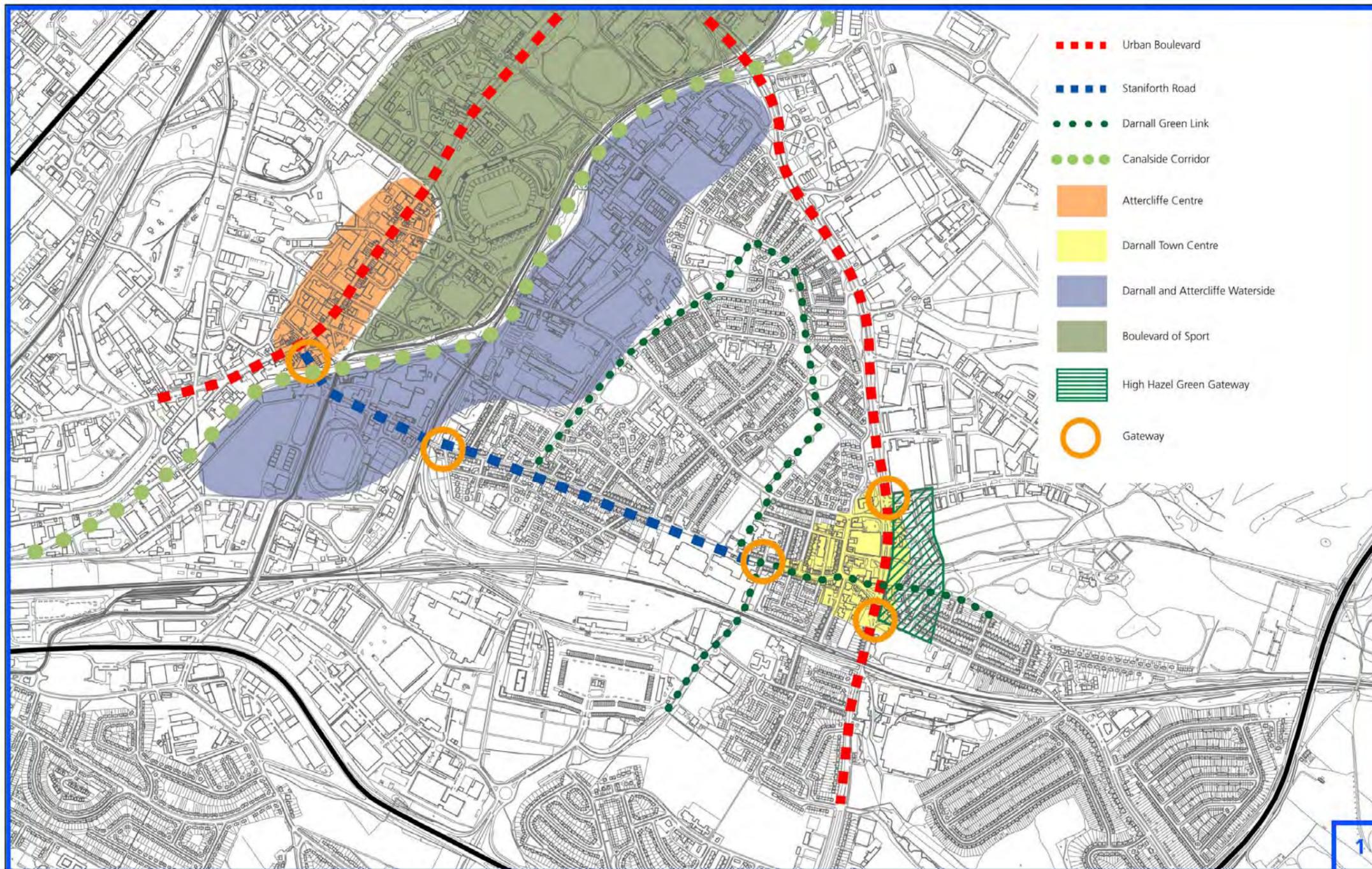
- Gateways – there are a series of gateway locations along Staniforth Road and around Darnall Centre that should be reflected through landmark development.
- High Hazels Green Gateway – development in this zone should reflect this areas key role in linking High Hazels park into Darnall Centre.
- Darnall Centre – development in this area should reflect the town centre role – including mixed use, active ground floor uses.
- Attercliffe Road / Greenland Road Urban Boulevard – development along these routes should reflect the scale of the highway routes. Where development is set back, it should continue, through approaches to massing and so on, to make a positive contribution to the enclosure of the route.

Education

- 5.51 Darnall and Attercliffe do not have a local secondary school. Pupils of secondary school age attend either Walthoef, Fir Vale, Hinde House of Firth Park whose catchments all include Darnall and Attercliffe. Some pupils also choose to commute to attend schools in Rotherham.

- 5.52 Consultation has indicated that there is a desire for a new secondary school in Darnall and Attercliffe. However this view is not currently accepted by the Local Education Authority (LEA), nor by forecast population figures which indicate that Sheffield’s secondary school age population will continue to stay static or decline in years to come.





DAT NDF
Strategic Urban Design Strategy
Darnall and Attercliffe



- 5.53 Whilst there is no clear cut need for a secondary school within Darnall and Attercliffe, figures from the LEA indicate that primary schools in the area are largely at capacity. This becomes a key factor when the potential amount of new residents coming into the area is accounted for.
- 5.54 Further, existing schools in Darnall and Attercliffe, whilst currently of reasonable quality, could benefit from upgrading and modernisation of the facilities to support housing-led regeneration.
- 5.55 There is a reasonable expectation that around 1000 dwellings will be built in Darnall over the next 10 years. This will require sufficient primary school places to be made available in the Darnall area. Initially this will be met by a combination of a use of any surplus places at Greenlands and Phillimore followed by Acres Hill and Athelstan. When necessary, temporary classrooms will be needed at Greenlands and Phillimore. If child numbers rise to a level above the ability of the schools to satisfactorily accommodate them, consideration will be given to either permanent extensions at one of the local schools or a new primary school on a site to be agreed at that time.
- 5.55 Consideration should also be given to improving the facilities at the Darnall Education Centre (an adult education centre) located on Darnall Road.

Community Facilities

- 5.56 As with Tinsley, Darnall and Attercliffe already possess a number of core community facilities which are well used. However, again there are a number of gaps in the existing provision that can be addressed through the NDF.
- 5.57 These gaps include the lack of a one-stop shop style Community Centre (or 'hub'), the poor quality of several key community facilities (including Star Works), and a poorly used library that has suffered from a lack of footfall following the closure of Morrison's supermarket. The opening of Lidl should go some way to addressing this.
- 5.58 The Darnall Community Action Plan identifies a lack of high quality community space as an on-going problem for Darnall, and whilst there are a number of buildings that are available for

use by community organisations, in reality, what provision exists is old, largely unsuitable, and there are few locations that all different groups would be happy to use.

- 5.59 In addition to the lack of appropriate high quality community meeting space, Sheffield College and other adult education providers struggle to find appropriate space for the delivery of their services.
- 5.60 A clear rationale has developed for the creation of a combined community centre in Darnall which can pull together the existing diverse organisations and co-ordinate community activity within the Darnall neighbourhood. Darnall Forum has indicated to a £25,000 sum provided via Objective 1 and the Community Plan, to be used for the production of a feasibility study for a combined Community Centre.
- 5.61 Whilst Tinsley's One Stop Shop is well used and accommodates many service providers, Darnall currently has no such provision. A preferred central site has been identified as part of the Concept Plan for Darnall Centre.
- 5.62 The strategy focuses on creating a revitalised heart for Darnall District Centre. It is within this context that a new community 'hub' should ideally be built.
- 5.63 The Hub concept is being championed by Darnall Forum to create an inspirational centre that draws communities together.
- 5.64 As an absolute minimum, the Hub should include: office accommodation and meeting space for the Darnall Forum Ltd; a large, flexible meeting room suitable for use by all sectors of the community; smaller meeting rooms which can double as adult education/community classrooms; childcare facilities and provision of refreshments.
- 5.65 There is also the opportunity to lease space to other local organisations that currently do not have much of a presence within the centre of Darnall. Providing this wide range of services will contribute to the building's sustainability.
- 5.66 Organisations that have expressed an interest in locating within a new 'Hub' include Darnall Forum, Darnall Library, Sheffield College, South Yorkshire Police, Sheffield Youth Services,

Sheffield First Point, Sheffield Homes and Darnall Well-Being Group.

- 5.67 The development of a 'Hub' requires the close involvement of Darnall Forum who are already working together to develop plans for a community building. Care should also be taken to learn from and build upon the experiences of Southey and Owlerton in their Hub development.
- 5.68 The Hub should be integrated with the other regeneration initiatives contained within the NDF, and by physically linking the hub to other specific community facilities in the immediate vicinity (e.g. Darnall LIFT) for example, a strong network of services connected by IT points and transport nodes can be formed.
- 5.69 Further work is required in order to realise a Community Hub. A full audit is required, detailing the activities of SCC and other groups in Darnall. This will elicit the level of resource that is currently being spent, what is being provided by whom and where this activity is taking place. This audit will reinforce the key gaps, any possible duplication and ascertain the current usage and appropriateness of existing buildings.
- 5.70 Secondly, there is a need to examine the extent, cost implications and the benefits of the required improvements. A more detailed feasibility study is required of the proposed site.

Healthcare

- 5.71 Darnall has two health centres, one of which is independent and one of which is run by the Primary Care Trust.
- 5.72 The existing healthcare facilities in Darnall are currently heavily subscribed. The location of existing services could cause problems in terms of accessing core services, particularly for some of the proposed new areas of housing, particularly in the west of Darnall, where it would be difficult to access existing primary healthcare using the current transport infrastructure.

5.73 One of the two health care buildings is poor in terms of space and facilities. Consideration should be given to adequacy of the provision in light of large scale demand created by housing led regeneration, proposed in the master plan. This is important because of poor levels of health existing in Darnall and Attercliffe compared to the city average and the subsequent higher demand on services.

5.74 One of the major projects earmarked for Darnall and Attercliffe is the creation of a Local Improvement Finance Trust (LIFT) in the centre of Darnall, which could bring together health, social care and Sheffield City Council to deliver an integrated healthcare service. It will have capacity for the new population. There are also proposals for a Intermediate Care Facility.

Accessibility Strategy

5.75 Enhancing accessibility to public transport and by walking and cycling is integral to the NDF strategy. Accessibility and public realm improvements should be progressed alongside development projects. The plan overleaf highlights the projects that should be brought forward with further detail appended to this report. The key projects from the strategy which relate to Darnall and Attercliffe are as follows:

- Improved Cycle Infrastructure through the creation of a network of advisory routes and marked routes together with improved cycle parking and storage at key locations. Particular attention should be paid to Darnall Centre and Darnall / Attercliffe Waterside Canalside.
- New Supertram stop at Darnall Road, Darnall
- Pedestrian Route Improvements including controlled crossings, resurfacing and footway widening
- Improvements to Darnall Road, Staniforth Road and Greenland Way
- The delivery of Quality Bus Corridors on the Attercliffe Road – Sheffield Road corridor, east and west of the M1.

Tinsley

5.76 The elements of the strategy that relate directly to Tinsley are:

- Strategic Urban Design Framework
- Public Realm Strategy
- Education Strategy
- Community Facilities
- Health Care
- Accessibility Strategy

Strategic Urban Design Framework

5.77 A plan included in this section establishes a broad strategic design framework for NDF in Tinsley.

5.78 The principal elements of the strategic design framework are as follows:

Tinsley

- Village Gateway – The environment and visual appearance of the Sheffield Road/Bawtry Road gateway should be improved and landmark/gateway features developed.
- Environmental Enhancement Zone - To address through uses, redevelopment and environmental improvements the amenity impact of the M1 corridor. It is envisaged that as part of this approach a green buffer will be developed through environmental improvement and re-use of potential opportunities sites along Tinsley's western boundary, along side the M1. It is considered that woodland planting would be the most appropriate approach to this area. This area could then be managed by the City Council or through a local or regional woodland trust.

- Sheffield Road – Strategic Boulevard Environmental improvements and development should reinforce the strategic role of this route.
- Village Centre – development in this area should provide for village facilities and reinforce village character.

Education

5.79 The strategy identifies a site which could support the relocation of the infant and junior school to create a Primary School in Tinsley. The creation of a new school would address the issue of Tinsley's junior schools being at capacity, its poor layout, the lack of sports/social space and the noise and air pollution impacts of the M1.

5.80 The creation of a new Primary School would allow the village to absorb the forecast slight natural growth in junior school age population, as well as that created through new residents coming into the area as part of the housing led regeneration.

5.81 An options study into sustainable locations for the relocation of a combined Infants and Junior school was completed in March 2007. That study concluded that:

- The existing Infants and Junior Schools would benefit significantly from relocation to a site or sites within Tinsley
- A site on Sheffield Road site is unsuitable for development as an education site due the proximity of un-neighbourly industrial uses.
- Both the Outo Kumpu Sports Ground and Meadowhall Soccer Centre on Ferrars Road are suitable in environmental and location terms. However, both are identified as open space and, therefore, there are significant planning constraints.
- Both the Outo Kumpu and Meadowhall Soccer Centre sites are worthy of further consideration as potential relocation sites. However on balance it is considered that the Meadowhall Soccer Centre be considered a preferred site as:

- a. It is centrally located in Tinsley
- b. It provides a more limited open space/recreation function than Outo Kump; and
- c. It may be available for acquisition

meet the needs of its community. Further, they will consolidate the existing improvements that are underway with the construction of the Family Centre.

Community Facilities

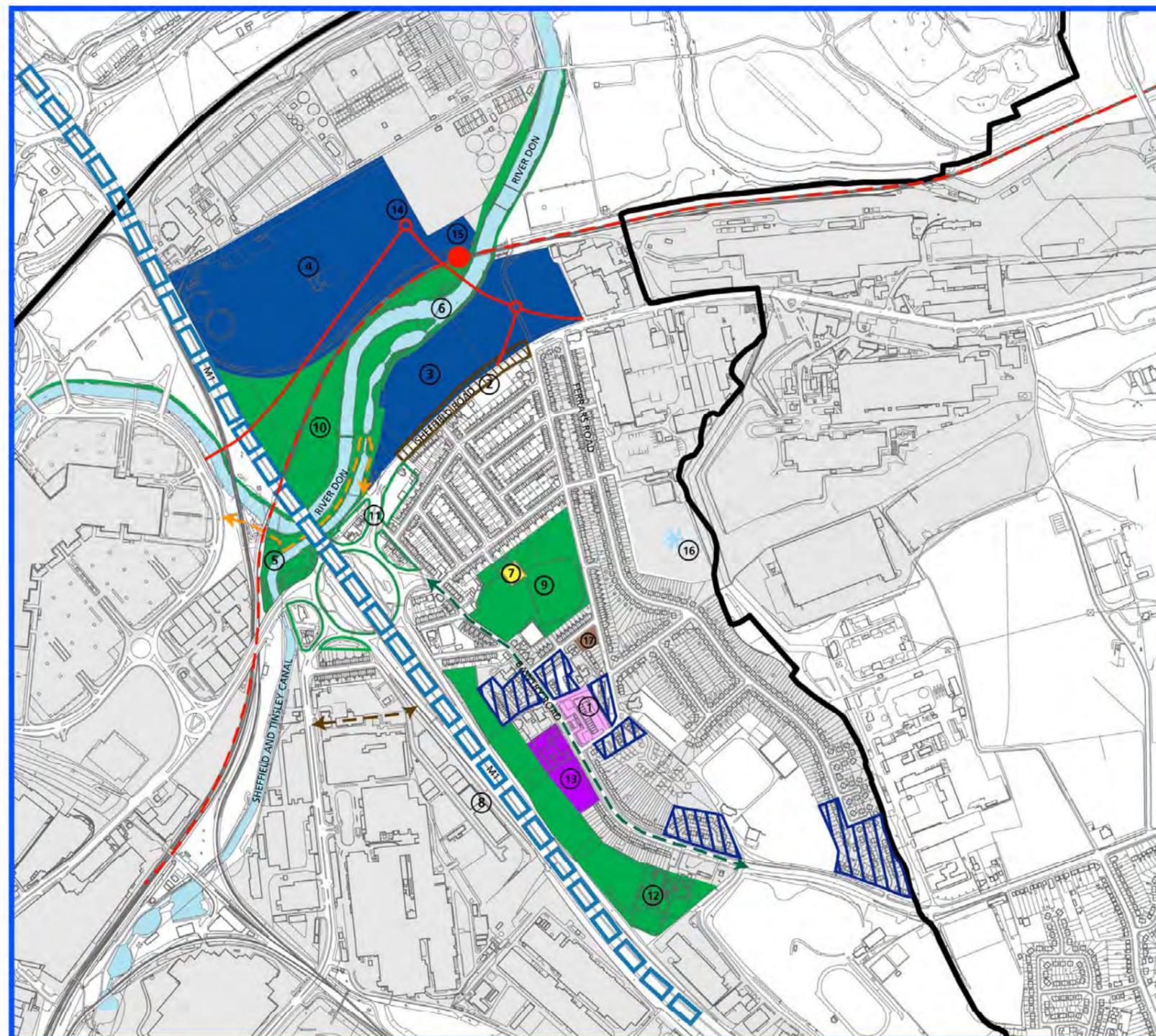
5.82 Whilst Tinsley has many facilities which benefit the community, there remain several key gaps in provision which need to be addressed. Major gaps/weaknesses in provision include:

- Inappropriate buildings that are being occupied by uses for which they were not designed.
- A lack of appropriate high quality meeting space and adult education space.
- A lack of a centre specifically for the use of young people.

5.83 Whilst Tinsley does boast some examples of 'good practice', there is an opportunity through the NDF to provide Tinsley with quality community facilities that build on the existing strengths of the village. Key projects are:

- The consolidation of activity already taking place around the new family centre (Tinsley Green) to create a community and health focus able to meet the needs of a revitalised Tinsley.
- The redevelopment of the existing Tinsley Centre. This will create a new heart for Tinsley and provides an opportunity to improve the Local Centre with new local retail facilities, a quality medical centre, and a new quality community library. Re-building the library will help to address some of the existing gaps that exist in Tinsley around poor quality meeting space and a lack of classroom space suitable for adult education.

5.84 These two major areas of intervention will create a new focus for Tinsley, helping to create a vibrant village centre able to



- Key**
- Public Intervention Investment Schemes**
- ① Potential Public Realm and other improvements to Highgate Local Centre, Future Action Plan Area, subject to funding, etc.
 - Decent Homes Improvements
- Development Planning Projects**
- ② Frontage Improvements on Sheffield Road (retention of existing buildings in use, relocation of unneighbourly uses, public realm improvements.)
 - Employment
 - ③ Vantage Riverside
 - ④ "Powergen" site
 - ⑤ Improved Pedestrian/Cycle Links
 - ⑥ Five Wiers Walk and Sheffield/Tinsley Navigation - environmental, pedestrian & cycle improvements
 - ⑦ Tinsley Green: Community & Health Facilities: Sure Start, Family and Children's Centre.
 - ⑧ M1 Widening (within existing carriageway)
 - ⑨ Tinsley Recreation Ground
 - ⑩ Public open space, pedestrian and cycle improvements
 - ⑪ M1 Gateway: Environmental Improvement Area
 - ⑫ Green Buffer including new planting to improve air quality
 - ⑬ Potential Mixed Use / Commercial Development
 - ⑭ Halfpenny Road Link
 - ⑮ Potential rapid transit stop and route
 - ⑯ Preferred location of the new Tinsley School subject to funding / feasibility
 - ⑰ Bawtry Road Environmental Improvements
 - ⑱ Potential alternative industrial area access
 - ⑲ St Lawrence Church Hall - Housing Development Opportunity



- Village Gateway (environmental landmarks)
- Bawtry Road - Village High Street
- Sheffield Road - Strategic Boulevard
- Waterside Environmental Gateway
- Environmental Enhancement Zone
- Residential Zones
- Tinsley Village Centre

DAT NDF
Strategic Urban Design Strategy
Tinsley



Healthcare

5.85 Tinsley has two GP surgeries, one of which is run by the Primary Care Trust, and one by independent practitioners. These two surgeries (one at Highgate and one on Ingfield Avenue) are the hubs of healthcare provision in the village, providing a range of core services to the community.

5.86 The redevelopment of the Highgate Local Centre will provide the impetus to improve the existing health and medical care provision currently found at the Highgate Surgery. This has a number of benefits, not least of which is the proximity to the new Family Centre, allowing the surgery to benefit from the complementary health care facilities being provided here. These include child care, space for health visitors and for midwives to practice. The combination of the primary GP services together with the complementary healthcare offered through the Tinsley Green family centre strengthen the rationale for these two areas of intervention to be priorities for Tinsley.

Accessibility Strategy

5.87 The key projects from the accessibility strategy for Tinsley are as follows:

- Half Penny Link Road between Meadowhall Way and Sheffield Road as part of a development led initiative.
- A package of environmental and traffic management measures to bring about safety and environmental improvements along Bawtry Road, together with external signage alterations could bring about reduced traffic. A separate study to look at the traffic management on Bawtry Road has been carried out by Mott MacDonald on behalf of Sheffield City Council, dated July 2006.
- Improved Cycle Infrastructure through the creation of a network of advisory routes and marked routes together with improved cycle parking and storage at key locations. Particular attention should be paid to Bawtry Road and links to Meadowhall.

- Creation of a Local Shuttle Bus Service potentially linking Tinsley, Attercliffe and Darnall with Meadowhall, employment areas, Darnall Station and new Tinsley Rapid Transit stop
- Improved Noise Barrier on Tinsley Viaduct and resurfacing of the M1 as part of the Highway Agency's proposal to widen the carriageway to four lanes north and south of the viaduct.

6.0 Major Development Projects

Introduction

- 6.1 This section of the Neighbourhood Development Framework considers the key development projects that comprise the strategy. In the context of the HMR Initiative there is a need to be focused on “catalytic” or transformational projects. Clearly these need to be related to the existing neighbourhoods. Housing Market Renewal is an excellent opportunity to re-direct the future trajectory and prospects of these neighbourhoods.
- 6.2 This section also provides some further guidance on key projects which can be influenced by this strategy. This guidance is intended to form the basis for the preparation of detailed development briefs and/or emerging proposals for the projects.
- 6.3 The project areas that would benefit from this approach in particular are:
- Darnall Centre
 - Darnall and Attercliffe Waterside
 - Tinsley Centre
- 6.4 Information on all key projects is appended to this report in the form of project profiles.
- 6.5 In each case the project review will consider:
- Site and Location
 - Vision
 - Sustainable Communities Objectives
 - Context
 - Key Proposals
 - Design Concepts
 - Ownership and delivery

- Phasing
- Outputs

Darnall Centre

Site and Location

- 6.6 Darnall Centre forms the heart of the Darnall Community. It lies largely to the west of Greenland Road with poor connectivity eastwards to High Hazels Park – a key local recreational, environmental and character resource. An illustrative Masterplan for Darnall Centre is included in this section.

Vision

- 6.7 The Vision for Darnall Centre is:

Darnall Centre as the thriving heart of the Darnall and Attercliffe communities. A district centre which enjoys a high quality environment and offers a full range of district retail, leisure, community and employment opportunities. A centre that is highly accessible by all forms of transport, but is not dominated by vehicular traffic. A centre that is attractive for investors, retailers and local entrepreneurs. A centre that is safe and welcoming to all sections of the community. A centre that showcases all that it best about Darnall and Attercliffe.

Sustainable Communities Objectives

- 6.8 The improvement of Darnall Centre can address a number of the key sustainable community (and HMR) objectives for DAT. The project will:
- provide a focus for enhanced community identity, pride and belonging
 - provide a forum for community interaction
 - provide an enhanced location for improved community and other services
 - address crime and the fear of crime
 - improve access to key services and economic opportunities
 - create a vehicle for community engagement and capacity building through local involvement in the regeneration process.

- create a vehicle for further involvement of the community and voluntary sector
- contribute towards reducing the need to travel and promote the scope for walking and cycling
- improve the quality of the environment
- create opportunities for improving the range, diversity, affordability and accessibility of housing within a balanced housing market
- contribute towards economically viable and attractive town centres.

Context

- 6.9 Darnall Centre, as the District Centre of Darnall and the wider area, is central to the sustainability of the whole community. Its location on the key routes of Staniforth Road / Main Road / Greenland Road underlines its cornerstone / gateway role. The Centre is the key retail / community service centre in Darnall Attercliffe and therefore has a key role in providing access to services. The centre has a diverse retail and business community, reflecting local cultural diversity and therefore provides a forum for developing shared community pride.
- 6.10 The Centre's proximity to Greenland Road and High Hazels Parks underlines the merit of developing the centre to address in the barrier effect of highways and to link High Hazels Park into the heart of the community.

Key Proposals

- 6.11 The Council is keen to improve the range of services at Darnall and to enhance the retail function of this key location in the east of the City.
- 6.12 Proposals for the Darnall District Centre will be worked up into an action plan, which will be the subject of public consultation in mid 2007. This forms part of a more detailed study of centres throughout Darnall, Attercliffe and Tinsley.
- 6.13 The City Council has been approached by developers who own land within Darnall District Centre. They have some early ideas for extending the range of shops and other facilities within the centre. This could include a replacement library with enhanced facilities for community use, as part of an enhanced retail offer.



1. New housing could be built around the centre, dealing with derelict land and strengthening local shops.
2. Width of carriageway reduced along Staniforth Road / Darnall Road with additional traffic calming measures including trees and landscaping wherever possible.
3. Possible mixed use developments with potential for retail at ground level and apartments or office workspace above.
4. Existing streets to be treated as 'HomeZones', with soft landscaping, to reduce vehicle speeds and encourage pedestrian use.
5. Darnall Station refurbished and pedestrian access from Prince of Wales Road opened up to create a safe route from road to station.
6. 'No mans land' between houses and railway incorporated into private gardens, with landscaped buffer at boundary.
7. Section of Main Road resurfaced as a pedestrian priority zone during the day. Soft landscaping, street furniture, lighting introduced, with potential for outdoor street market.
8. Possible location for new community 'hub' building, with main entrance off Main Road.
9. New retail developments along Main Road to compliment existing shops. Upper floors to accommodate other uses, such as apartments, live/work units, or small offices.
10. Pedestrian zone increased with enhanced surface treatment. Significant improvements to Prince of Wales Road pedestrian crossings.
11. Proposed site for LIFT project - potential to incorporate existing historic buildings.
12. Darnall Children's Centre

DAT NDF
 Concept Plan, Darnall Local Centre
 1:1000 @A1



Building Design Partnership

- 6.14 If these early ideas can be worked up into firm proposals, they will form part of the Darnall Centre Action Plan and will be the subject of further consultation with local businesses, residents and local organisations. This will ensure that any proposals result in a significantly enhanced District Centre.
- 6.15 In addition and where appropriate as a fall back if the developers proposals are not capable of delivery, the centre strategy would include:
- The development of the Craven Taskers site for housing with an element of mixed use on the Staniforth Road frontage. Development should reflect the sites gateway role to the centre. Development should front towards Staniforth Road.
 - The reduction of the carriage way width along Staniforth Road / Main Road with additional traffic calming measures introduced to reduce vehicle speeds. Trees and other soft landscaping added wherever possible.
 - Redevelopment of the Liberal Club site on Irving Street for housing with associated environmental and parking improvements to the rear of the retail premises fronting Main Road.
 - Darnall Rail Station refurbished with new canopy over platform. Pedestrian access from Prince of Wales Road opened up to create clear line of site from road to station. Signage provided on Prince of Wales Road and external lighting provided to full length of pedestrian route.
 - The central retail section of Main Road re-modelled as a pedestrian priority zone during the day. Soft landscaping, street furniture, lighting and artwork introduced, with potential for outdoor street market and other events.
 - Retail development opportunities along Main Road to complement existing shops. Upper floors to accommodate other uses, such as apartments, live/work units, or small offices.
- A potential mixed-use development site fronting Greenland Road. Retail at ground floor and other uses above. The location on Greenland Road may permit a taller building to mark a gateway to Darnall and enhance connectivity between the centre and High Hazels Park.
 - Enhanced of pedestrian linkages across Greenland Road
 - The proposed LIFT project on Prince of Wales Road
 - Potential office or live/work development with access off Prince of Wales Road, Building may be taller where it fronts onto the main road, but not so high where it is adjacent to existing houses.
 - A major redevelopment opportunity to the east of Greenland Road comprising housing and office / workspace development.
- Design Concepts*
- 6.16 The project contains a number of development project which will need to reflect site circumstances. However development should reflect a number of key design principles. These are:
- Existing traditional, historic elements of the centre should be retained and enhanced wherever possible to reinforce local character.
 - Development at key gateways should respond to their location through quality, potentially signature architectural styles and, if appropriate, massing.
 - Development should front on all streets, but in particular Staniforth Road, Main Road and Greenland Road.
 - Development on the centre should have active ground floor uses/frontages
 - Development proposals and public realm improvements should include facilities for, and encourage, walking and cycling.
- Whilst responding to the areas character, key development should consider contemporary approaches to design where appropriate.
 - Development should be mixed use wherever possible with housing above commercial premises being considered wherever possible.
- Ownership and delivery*
- 6.17 The centre is in multiple ownership and comprises both potential development sites, existing businesses and other uses. The strategy will need to be developed in detail through consultation will local stakeholders.
- Phasing*
- 6.18 The project should be seen as an early priority for detailed feasibility work to unlock potential development opportunities.
- Outputs*
- 6.19 The detail of outputs will need to be considered further through detailed feasibility. However headline outputs should include:
- An enhanced quality and range of housing in the centre;
 - Increase retail floorspace
 - An increase in the number of businesses
 - An improved environment and a reduction in crime and the fear of crime.
- Darnall and Attercliffe Waterside**
- Site and Location*
- 6.20 Darnall and Attercliffe Waterside lies along the canal waterfront to the north west of Darnall and south of Attercliffe. It comprises a number of land ownerships and uses, including vacant and underused sites.

6.21 The area occupies the areas between central Darnall and Attercliffe and to the west provides an opportunity to provide enhanced links through to the City Centre. To the north the area is a key location in linking the Boulevard of Sport into the Darnall community.

Vision

6.22 The Vision for Darnall Waterside is:

A dynamic new neighbourhood for Darnall and Attercliffe which capitalises on the canal corridor. A mixed use area with a vibrant housing market that reinforces the links between Darnall and Attercliffe, the City Centre and the Boulevard of Sport. A mixed neighbourhood that feels integral to the wider community. An area that provides a range of house types and tenure for all sections of the community, but also attracts new people to the area.

Sustainable Communities Objectives

6.23 The Darnall and Attercliffe Waterside project can address a number of the key sustainable community (and HMR) objectives for DAT. The project will:

- Improve the environment
- Contribute towards diverse and vibrant housing market
- Re-use brownfield land
- Encourage walking and cycling
- Create opportunities for a sufficient range, diversity, affordability and accessibility of housing within a balanced housing market

Context

6.24 Darnall and Attercliffe Waterside represents a critical opportunity for the transformation of this currently mixed industrial area into an attractive, vibrant and sustainable residential community. The industrial sites, the Sheffield and Tinsley Canal, and the vacant sites in the area act as barriers in a number of ways, as together they have created:

- physical separation between Darnall and Attercliffe, and between Attercliffe and the City Centre;
- a perception of separation, that this is an area with no residential community;
- an unwillingness for pedestrians or cyclists to pass through the area, particularly at night, because routes are poorly lit and crossings across the canal are infrequent with significant changes in level.

Key Proposals

6.25 Key elements of the strategy include the redevelopment of a number of sites for residential-led and mixed uses to create a new and sustainable community making the most of the waterside location and gateway to Darnall and Attercliffe and the City Centre:

- The development of Ripon and Stoke Street with residential uses that positively address the canal and surrounding streets;
- The redevelopment of the Sheffield City Council Depot for residential and mixed uses, following the relocation of the depot facilities;
- Residential developments that cater for the needs of the local community, including affordable housing, mixed tenure schemes and shared ownership schemes;
- The revitalisation of the High Street in Attercliffe as the heart of a new village, including the sensitive reuse of the Adelphi Theatre and the former nightclub at the southern entrance to Attercliffe.

Design Concepts

6.26 The project contains a number of opportunities that the Waterside developments could realise. Key developments should reflect the following design principles:

- The canal is defining feature of the area - as such it should form the starting point for any design scheme;

- Development should have a positive frontage to the canal and should incorporate space for towpaths and combined pedestrian/cycle linkages to key locations along the canal including at Staniforth Road, Worksop Road, Darnall Road and Tinsley Park Road;
- There is scope for taller buildings and higher densities, particularly along the canal itself and major routes bordering the project area, primarily Staniforth Road and Darnall Road;
- Positive integration and links to the sporting and leisure facilities along Attercliffe Road and Attercliffe Common;
- The realisation of the role of Attercliffe as the gateway to both the City Centre and Darnall;
- The provision of housing to widen the mix within the area, provide for local demand for larger family housing and to compliment other regeneration initiatives in the city;
- The inclusion of improved boating facilities such as moorings.

Ownership and delivery

6.27 The sites are largely in mixed private ownerships and comprise existing businesses and come publicly owned playing fields. British Waterways are active in promoting the regeneration of the area.

6.28 A Supplementary Planning Document or Area Action Plan would assist in realising the potential for major regeneration project in a strategic location.

6.29 The strategy will need to be developed in detail through consultation with British Waterways, local stakeholders, landowners and community organisations. The part of the project currently used by SCC Transport Depot will need to be relocated. A privately owned site has been identified on Lumley Street which meets the size and location criteria of the depot.

Phasing

6.30 The project should be seen as a early priority for detailed feasibility work to unlock potential development opportunities.

Outputs

6.31 The detail of outputs will need to be considered further through detailed feasibility. However headline outputs should include:

- Improving the mix of housing type and tenure in the area;
- The realisation of the potential for the Sheffield and Tinsley canal as an attractive natural corridor and boating destination;
- Improving the viability and vitality of local services provided in Attercliffe Centre;
- Improved linkages between the existing communities in Darnall and the emerging community in Attercliffe.

Tinsley Local Centre

Site and Location

6.32 Tinsley currently does not have a fully fledged local or village centre. The centre at Bawtry Road, developed at the same time as the public housing around it is the largest concentration of retail / commercial premises in the village but has a poor offer and limited range. Bawtry Road however also serves a number of community uses, including the Tinsley Forum. The area lies at a central point between the two distinct areas in Tinsley (older, high density housing to the north and more recent, suburban housing to the south).

Vision

6.33 The Vision for Tinsley Centre is:

Tinsley Centre exemplifies the distinct and rich character of the village. The centre relates strongly to Bawtry Road, the village high street and capitalises on its connections with historic

buildings, including St Lawrence Church. The village centre is of a high quality and accommodates retail and community uses with new housing and a village green. The centre provides for many day to day needs. The relationship between housing, commercial and community uses, and the village green create a vibrant local centre in use throughout the day and evening. The centre is accessible to all and is well placed to draw on passing trade – without being dominated by the car. The centre provides an attractive gateway to the Village as a whole.

Sustainable Communities Objectives

6.34 The improvement of Tinsley Centre can address a number of the key sustainable community (and MHR) objectives for DAT. The project will:

- provide a focus for enhanced community identity, pride and belonging
- provide a forum from community interaction
- provide an enhanced location for improved community and other services
- address crime and the fear of crime
- improve access to key services and economic opportunities
- create a vehicle for community engagement and capacity building through local involvement in the regeneration process.
- create a vehicle for further involvement of the community and voluntary sector
- contribute towards reducing the need to travel and promote the scope for walking and cycling.
- improve the quality of the environment.
- create opportunities for housing sufficient range, diversity, affordability and accessibility of housing within a balanced housing market

Context

6.35 The rejuvenation of Tinsley Centre is key to the sustained regeneration of the village as a whole. The Village needs to retain and develop its distinct identity. There is somewhat of a divide in Tinsley between the mixed ethnic community to the

north and the longer established predominantly white community to the south.

6.36 Bawtry Road will continue to act as a key through route. However the centre is currently poorly placed to capitalise on that potential trade.

Key Proposals

6.37 Key elements of the strategy include:

- Improvement of all Sheffield Homes accommodation to Decent Homes standard.
- Potential redevelopment by the private sector of the existing commercial/retail properties on Bawtry Road.
- A new Village Green as a new focal point which responds to the existing Church.

Design Concepts

6.38 Key design principles for any development in the Village centre:

- Creating a place for people with opportunity for interaction and passive recreation
- New development should front on all streets, but in particular Bawtry Road
- Development in the centre should have active ground floor uses/frontages
- Development proposals and public realm improvements should include facilities for, and encourage, walking and cycling.
- Whilst responding to the areas character, key development should consider contemporary approaches to design where appropriate.
- Development should be mixed use wherever possible with housing above commercial premises being considered wherever possible.

Ownership and delivery

- 6.39 The car showroom at the frontage of Bawtry Road is in private ownership and is key to the delivery of the new village centre.
- 6.40 The City Council, in conjunction with Sheffield Homes will need to undertake further consultation with residential and commercial tenants.
- 6.41 The strategy for the Centre should be developed and adopted as a precursor to promoting the opportunity with the private sector.
- 6.42 The strategy will need to be developed in detail through consultation with local stakeholders.

Phasing

- 6.43 The project should be seen as an early priority for detailed feasibility work to unlock potential development opportunities as part of the East ADF Neighbourhood Centres study.

Outputs

- 6.44 The detail of outputs will need to be considered further through detailed feasibility. However headline outputs should include:
- An enhanced quality and range of services in the centre;
 - An improved environment.
 - Increase retail floorspace
 - An increase in the number of businesses
 - An improved environment and a reduction in crime and the fear of crime.

7.0 Delivery

Introduction

- 7.1 This section of the report sets out some of the key aspects of organisation and development which need to be considered for the future regeneration of Darnall, Attercliffe and Tinsley. Given the mixed nature and scale of the area, this section provides a strategic approach to delivery in addition to more site specific issues.
- 7.2 In the context of this work there is a need to concentrate on the aspects that relate strongly to the housing areas of Darnall and Tinsley in particular. It is not the intention to exclude Attercliffe, however the size of the residential community is small and that this area needs to be dealt with separately.
- 7.3 One of the key points to make is that the area does not require any clearance of housing. Indeed the housing analysis has shown that whilst there are issues with environmental quality, local services and crime, there is little abandonment. However, further residential development is a key aspect of regenerating these communities, as more households will:
- Increase the range and type of properties in the area (more choice);
 - Make the areas more sustainable in market and other terms, by generating future demand for property and services in the area;
 - Make local centres more viable;
 - Provide a solution to under utilised or derelict sites; and
 - Generate development activity in the area that will assist in changing historic perceptions – creating a climate of investability - key to the future of Darnall, Attercliffe and Tinsley.

Investability - Drivers of Demand and Value

- 7.4 From an analysis of market conditions it is clear that current values and performance of the property market across the area is generally poor. To encourage future investment and

development it is considered that the following are relevant considerations:

Driver	Comment
Critical mass	In the context of the development of new houses the current quality of the environment is poor, which will reflect on perceptions. Therefore to tackle this significant constraint it is imperative to bring forward larger schemes in the early stages as this will enable a good quality environment to be created and a sense that place making and change is being realised. Equally with local retailing facilities it is fundamental to build in existing facilities. Darnall and Attercliffe are already established, and certain initiatives can enhance these facilities. For Tinsley, an improved setting and environment to the local centre would be beneficial.
Scale	Similar to the above – residential developers will ideally wish to secure larger scale development opportunities. In the context of the study area these are likely to be a minimum of around 75+ units. This allows risks to be managed, returns to be made over a period of time and the creation of a new environment.
Environment	The quality of the environment and any enhancements which can be undertaken will contribute towards the desirability of the area. The consolidation of uses (i.e. residential in residential areas) is important to create truly sustainable communities. These can accommodate other compatible uses (e.g. offices, retailing and certain types of leisure).
Prominence	With retail and leisure developments prominence will be critical. Locations such as Staniforth Road, Attercliffe Road and Bawtry Road (and Sheffield Road) are fundamental.
Quality	With new development and refurbishment/re-modelling improving the quality of the built environment will contribute to creating value across the study area, including the quality of open and public spaces. In a location such as Darnall and Tinsley the provision of high quality open spaces for recreation and community uses are important and should not be overlooked in future plans/developments.
Access/Linkages	The Lower Don Valley contains significant assets such as employers, Meadowhall Shopping Centre and Don Valley Stadium. Stronger linkages need to be provided, particularly pedestrian, cycle and public transport.
Services	With any residential community the provision of supporting services is very important. The provision of good education, health and retailing facilities will contribute to the attractiveness and long term success of the area, in attracting new residents and retaining those who live in the area. Whilst the study area enjoys superb sports facilities it is true to say that in education terms a good secondary school within the area would make a significant contribution.

- 7.5 With a co-ordinated approach to the foregoing it is considered that the perceptions of the Lower Don Valley and the residential settlements within can be improved. This is not to say that all will be attracted or accommodated, but that the operation and sustainability of the area will be significantly improved. Investability can be generated where residents and business have the confidence to invest in the area and see a long term future.

Governance and Organisational Approach

- 7.6 For effective regeneration it is now well established that governance and organisational approaches have an important role. Dealing with governance first, it is considered that having clear policy and commitment to bringing the projects forward is essential. Ideally there will be a longer term commitment and a proactive approach being informed by this study.
- 7.7 Sheffield City Council has been used as an example of good governance in terms of regeneration – particularly in the City Centre. A similar commitment to the Darnall, Attercliffe and Tinsley areas is important.
- 7.8 The Neighbourhood Development Framework proposals represent a complex set of inter-related projects. It suggested that Sheffield City Council take a strategic lead in the co-ordination of delivery arrangements.
- 7.9 A range of partner agencies or commercial enterprise, procured in accordance with the Council's standing orders and OJEU tendering processes, can deliver individual projects.
- 7.10 Where residential sites have been identified for development they should be released through the appropriate Developer Panel or if the needs of the project demand, they should be disposed of through an individually tailored basis. The release of sites in Darnall, Attercliffe and Tinsley should take account of the Council's overall development programme to avoid flooding the market and to obtain best value for disposal of land.

7.11 In some instances the Council should establish specific arrangements to guide and steer project delivery, in accordance with standing orders. These may be simple single-issue project groups such as the Tinsley Centre Development, or complex strategic partnerships such as the Darnall/Attercliffe Waterside Ripon Street Developments. It is recommended that the Local Area Panel be used to provide a structure and monitoring process for any Project Groups that are established.

7.12 Project Groups can act both in an advisory capacity and information dissemination role. The dissemination to their own organisations and the wider community can assist in achieving buy-in to proposals and support for taking them forward. Ownership will be a key element to future success.

7.13 Such groups can be brought together on an informal or formal basis and this will need to be further developed following consultation. Working at the specific level it is suggested that dedicated working groups are set up to deal with:

- Housing
- Employment/training/education
- Transport and access
- Local centres
- Environment and open spaces

7.14 The intention should not be prescriptive, and it may be decided that other issues are important and need to be dealt with, for instance crime. Also some of the groups will inevitably overlap and therefore the actual remit of groups may cover a number of issues.

Development Issues

7.15 Some of the generic principles for creating investability and thus encouraging development and investment have been outlined. However, in more specific terms there are constraints to development which will need to be addressed. These will include:

Ownership	Sites in multiple ownership and/or where owners have high aspirations of land value can both be obstacles to development. Unlocking key sites will be essential in terms of future delivery and success.
Contamination/Development Costs	In industrial areas, abnormal costs of development can make certain types of development non-viable. For instance speculative industrial and office development may not be viable if there are significant site remediation or access costs. ERDF Objective 1 funding has contributed to the delivery of many schemes across Sheffield and South Yorks. This programme is due to end in 2008 and therefore new resources may need to be identified. In the meantime projects should be accelerated where possible.
Planning	Many of the sites identified in our work will require change of use. Planning policy can and should be used as an “enabler” – either through Development Frameworks, Area Action Plans and/or Supplementary Planning Guidance. Through identification of future possibilities developers will in time respond to these clear signals.
Poor Environment	Within the residential areas and out-with the general urban environment is poor in the study area. Investment does need to be made to both pump-prime, but also create the environment of sustainability for the future. Public funding will inevitably be needed, but in time it would be hoped that the private sector will contribute to the provision of such space.
Access and Movement	Accessibility and public transport provision is increasingly an important aspect of regeneration and success. Drawing together proposals, funding and cross – discipline teams is very important in terms of delivering schemes which will benefit both users and operators.

7.16 The list above is not exhaustive, but covers some of the key issues relevant to the study area. There are others such as archaeology, highways etc which will all have an impact on any specific scheme.

Securing Quality Design

7.17 One of the key aspects of the work that the Project Groups undertake should be the championing and delivery of quality development. Raising requirements and expectations, although challenging, will result in long-term success and the creation of value and sustainability.

7.18 The NDF Vision highlights a number of key strategic projects and the delivery of these would be assisted through effort being made to:

- run design competitions;
- bring forward innovation in type and design;
- involve organisations such as CABE to assist;

- where sites are owned by the public sector, then ensure that design quality are criteria for developer selection and development of schemes.

7.19 This thrust should be made a principle of development throughout the area. We would encourage the Project Groups to seek advice on how to procure good design and sustainable buildings.

7.20 Such an initiative will bring back the pride and presence of the area – again bringing forward the concept of investability.

Funding – Bending Investment Flows

7.21 Through the Area Panel public sector investment flows into the area should be influenced towards the most appropriate locations and themes. Through communication and participation, the business plans of partner organisations should align and therefore the potential could exist for co-ordinated development and investment.

7.22 An example of how this could manifest itself is in providing buildings which provide cross-sector services, e.g. health, social welfare, training and community use.

7.23 Depending upon the structure and formality of the Project Groups, it could be decided to develop a joint investment plan. Such a document would prioritise and set out the work which the Project Groups are overseeing. The document could then of course inform the investment plans and strategies of the participating organisations.

Phasing

7.24 In the context of the HMR Initiative and other funding sources, the NDF needs to be focused on “catalytic” or transformational projects. Clearly these need to be related to the existing neighbourhoods. This source of funding is an excellent opportunity to re-direct the future and change the trajectory of these neighbourhoods.

7.25 The proposed long-list of key projects consists of:

- a. Darnall District Centre: revitalisation through public realm, gateway and accessibility improvements, and the regeneration of key sites;
- b. Tinsley Local Centre: the regeneration of the local centre to more fully serve the needs of the local population and improve its design;
- c. Residential-led redevelopment of key sites between Attercliffe and Darnall: to include gateway, accessibility and open space improvements combined with sensitive canalside development of key sites to realise the potential of this key feature, and promote connectivity. The provision of an appropriate type and tenure of properties is essential to support the growth of Darnall and Attercliffe as sustainable communities;
- d. The relocation of both schools in Tinsley, to an alternative site, to improve the health and quality of life of children living in Tinsley;

7.26 These projects have been selected as they:

- a. Relate to the neighbourhoods and have a positive impact upon them;
- b. Build on existing developments and strengths of the area (e.g. Darnall District Centre and the canal);
- c. Will have a direct and wider impact upon the neighbourhoods of DAT;
- d. Are achievable.

Project Specific Delivery

7.27 The nature of the interventions that have been identified are different in terms of the stakeholders, funding and the mechanisms to delivery.

7.28 The Project Groups mentioned above would oversee the delivery of all of the projects. However at a project level the

most appropriate organisation will need to take the lead, as stated in Action Plan appended to this report.

7.29 Set out below is the recommended approach to the key development schemes.

Housing Led Schemes

7.30 To progress housing development opportunities it should be highlighted that there is a requirement for land acquisition. Sheffield City Council (subject to funding) may be able to acquire such ownerships with an intention of putting the scheme back to private sector developers once assembly is substantially complete.

7.31 However it may be more likely that compulsory purchase may be required. If this is the case the following process is recommended:

- Preparation of a Development Brief for the site;
- To run a developer competition with respect to the scheme – the developer panel may be used for this purpose. The comments about design quality mentioned earlier should be stressed;
- Appoint a preferred developer partner who will then work with the Project Group to deliver the scheme.
- The developer will lead the land acquisition negotiations, but will require the support of the Council in terms of planning and compulsory purchase powers;
- For compulsory purchase purposes a planning application will be important and should be taken through to approval;
- There should be a close working relationship between the Steering Group, the developer and the relevant Council Officers to bring the scheme forward.

7.32 In this situation the role of planning policy and the development brief prepared will need to scope out the context of the scheme and more particularly issues such as Section 106 contributions. Many sites will be challenging to bring forward in terms of site assembly and costs of remediation and site preparation, however it is considered that the planning gain contributions should be secured for certain development related issues.

Commercial Schemes

7.33 As part of the NDF a number of commercial schemes are identified. These are a combination of retail/leisure and employment uses. The delivery of these projects will need a very similar approach to that mentioned above for housing schemes. For instance it is considered that the importance of a strong enabling planning framework is important, in addition to the scope and ability to assist with site assembly and pro-activity in bringing forward both developers and developments.

7.34 Funding however may be a key issue. Commercial values in many cases may not support viable development and re-development. Therefore there may be a requirement to secure funding from a variety of sources, for instance Yorkshire Forward, the Council's own programmes and Transform South Yorkshire to assist with these schemes. Where ERDF funding can be secured, through projects which are already proposed and in the pipeline (for instance Vantage Riverside), these must be given assistance in support of this process.

Tinsley and Darnall Centres

7.35 It is considered appropriate to make some specific comments and recommendations regarding these centres. It is considered that in addition to the Project Groups being set up, it would be appropriate to specifically resource work and effort with respect to the centres and their regeneration.

7.36 It is recommended that an Officer of the Council takes a lead role in the co-ordination of the centres. Their responsibilities would include:

- Consultation and dissemination of information;
- Marketing and promotion of development opportunities to operators and developers – this would include actively developing and implementing a strategy, so for instance in Attercliffe to actively pursue identified operators to come into the area and invest in new facilities;
- Assisting in the delivery of development – for instance leading on the public sector side in respect of issues such as site assembly

- Ensure that Council services are delivered effectively in terms of maintenance, management and safety in these areas.

7.37 Through this active approach it is considered that the viability and vibrancy of the centres can be assured and improved. It is suggested that in the setting up phase that the Project Group structure develop a specific vision and branding for these areas which can then be carried through to implementation. The Centres are of such importance to the local community and have a direct impact in terms of employment and service delivery that this level of management and input is required.

8.0 Recommendations

Introduction

Recommendations

8.1 In the light of this report the following recommendations are made:

- The DAT NDF Strategy should be adopted as a central plank of the regeneration strategy in East Sheffield.
- Funding applications should be made to Transform South Yorkshire for the priority projects established in this strategy.
- The key element of the strategy should be reflected in SCC spending programmes and future funding applications.
- A development brief should be prepared for Darnall and Attercliffe Waterside in conjunction with British Waterways and other partners.
- That a strategic partnership be set up to oversee the regeneration of Darnall Centre. This partnership should include representatives from the private sector and the local community. One of its roles should be to try to provide suitable community facilities in Darnall Centre.
- Further feasibility work should be undertaken into the relocation of the Tinsley Infants and Junior Schools.
- The design strategy set out in this report should be developed and adopted by the City Council.
- The DAT Project Groups should be established to develop and monitor the key aspects of this strategy and report to the Area Panel.
- The DAT Project Groups should monitor, review and develop the action plan contained in this strategy on a regular basis and report to the Area Panel

