

POSTAL SURVEY FOR DARNALL, TINSLEY, AND HANDSWORTH

In order to find out local residents' views on proposals to regenerate the area as part of a Strategic Economic Zone within South Yorkshire's Objective One programme, the East End Quality of Life Initiative carried out a survey in the Darnall Action Area (Darnall, Handsworth and Tinsley). A representative sample of 1500 people, stratified by age and sex, selected from Sheffield Health Authority's list of people registered with local family doctors, were sent a questionnaire early in November 2000. Replies were received from 465 people, and a further 65 questionnaires were returned as people had moved, died or felt unable to fill them in.

The results of the first 448 replies to the survey were used to inform the consultants (Roger Tym & Partners) who are drawing up an Integrated Development Plan (IDP) for how the Objective One money will be spent on the future development of the area. The Objective One programme recognises that economic development alone will not regenerate disadvantaged communities. It presents a real opportunity to realise the full economic potential of Sheffield's East End and to reverse the declining trend in the fortunes of the Darnall Area over last 15 years, by connecting disadvantaged communities to the benefits of regeneration.

An initial analysis of the survey is presented below. The questions from the questionnaire are shown in **bold**, with a selection of quotations from respondents shown in *italics*.

Past experience

In the past, economic development without effective environmental and social measures has meant that communities in the East End of Sheffield have not benefited. 23 per cent of residents strongly agreed with the statement "**People in Darnall and Tinsley have not benefited from past developments in the area**", and 31 per cent agreed:

"over the years the trend appears to suggest that the local community does not directly benefit from so-called local development employment."

Another problem from the past that was mentioned was the uncoordinated approach to development:

"The main problem with the Don Valley is that development seems to have been done willy-nilly and in bits and pieces, rather than having one strategic plan."

Traffic Problems

Local residents themselves suffer delays and increased air pollution due to congested roads, and generally agreed that "**Improvements to the road network are needed to relieve congestion and help traffic flow more easily around and through the area**" (26 per cent strongly agree; 60 per cent agree).

"Before people decide to develop the area, something has to be done about the traffic flow around Meadowhall, Bawtry Road, the Viaduct, Sheffield Road, because the roads weren't designed for the amount of traffic which is now using them"

"Improving traffic flow will help reduce noise and pollution"

"better and bigger roads [needed] due to the amount of congestion"

"Traffic definitely needs to be diverted as (especially at Christmas) the traffic build up to Meadowhall is ridiculous!!!"

"widening roads will help keep the traffic moving, as slow moving and standing traffic emits more pollution"

"Darnall has become, over the last few years, very congested, i.e. traffic"

"[Cars] do more damage than anything, i.e. pollution, destroying grass verges, and noise"

Many residents recognised that development of the area would not be without problems, as 24 per cent strongly agreed, and 40 per cent agreed with the statement that "**The proposed developments will bring more traffic, making air pollution and noise problems worse**".

"We live in an area closely surrounded by the M1, Sheffield Parkway and main roads. Within the area we have Sheffield airport and closely to the front the main railway line. To the rear, close to the M1, is the other rail link, with the police helicopter station to the rear of the house. More than sufficient noise without more development. Our complaints have always been ignored."

"I agree the ring road through Darnall needs upgrading to relieve congestion. New development should be encouraged despite the fact that it would encourage more traffic. An extension to the tram service should help reduce traffic in the area."

"At present there is the Parkway to one side of our estates, and current developments at Darnall will increase traffic and pollution. I feel that this will make the area less desirable as a residential area, therefore devaluing properties and affecting the general health of residents. After the effects of open cast at Tinsley, one wonders WHAT NEXT!"

"Traffic and pollution are the biggest problem. What good is a job development scheme when all the Tinsley residents are in hospital for respiratory diseases?"

More people disagreed than agreed with the idea that "**newer engines and fuels will solve the air pollution problems**" (22 per cent agreed, 26 per cent neither agreed nor disagreed, 29 per cent disagreed, 10 per cent strongly disagreed).

"Increase in traffic will always bring pollution, unless transport like the supertram is available, and green fuel is more widely used."

The IDP proposals suggest that some improvements to the motorway network will be needed, and "the release of sites around J34 will depend on the outcome of plans to build a Link Road under the motorway between Meadowhall and Templeborough". However, evidence suggests that road building generates traffic (SACTRA, 1994) and therefore the proposed highway improvements, whilst they may relieve congestion in the very short term, will undermine the benefits of the other transport proposals, generating more traffic and congestion, and exacerbating existing health and environmental problems. A later report from SACTRA argues that there is no simple link between transport and economic activity, and that a sustainable transport strategy can be compatible with economic growth, and in the right circumstances could promote it (SACTRA, 1999). Proposals to build the new link road are not new to local residents, and their response in the survey was general agreement that it "**will increase traffic and make air pollution and noise problems worse for local residents**" (19 per cent strongly agreed; 37 per cent agreed).

Public Transport

In order to combat increasing volumes of traffic, both the Babbie Study and the IDP stress that improvements in public transport provision should take place before the developments. It is widely recognised that it is much harder to persuade people to change their route to work once this has been established. We found general agreement with the statement that "**Development of sites in the area should be delayed until an efficient public transport system is in place (including the extension of Supertram)**" (20 per cent strongly agreed; 41 per cent agreed).

"I strongly believe the transport situation should be solved first."

"The main point I have is to make the supertram network wider, so more local people can use the service, which will encourage more people to leave their cars at home, and it will help more disabled people to get around."

"Unless supertram is extended greatly, people will still use cars for work. Buses are held up in traffic, unlike trams. Trams are far more pleasant to travel on. People want a better life for themselves today and stood in the cold waiting ages for buses is no option for a car owner."

*"The supertram seems to be the answer to reducing air pollution and the **sooner** it gets to **all areas** the better."*

"My concerns are to do with PUBLIC TRANSPORT. Even if we want to give going by bus a chance, they are not very frequent. So you will still get people using their cars, the system is that way."

"People won't use buses because they don't come now for Tinsley."

The improved public transport system would also enable people living in the East End of Sheffield to access job opportunities in other parts of the city and region.

The Green Transport Plans with local employers proposed by the IDP depend on an efficient public transport service being in place. Local residents agreed (26 per cent strongly agreed, 42 per cent agreed) that **"Green travel plans should be adopted by existing and new businesses to encourage their workers to use cars less and travel to work by other means – bus, tram, cycle, or on foot"**.

The IDP recognises the need to reduce the percentage of journeys to work by car in order to achieve the government's target of "a 10% shift from cars to other forms of transport in urban areas over the period 2000-5". Babbie's conclusion that "flow increases at Junction 34 are large and a more detailed assessment of the localised impact in this area would be required at a later stage in implementing an agreed strategy" suggests that measures should be taken to counteract the growth in traffic.

The IDP makes few specific proposals to improve pedestrian and cycle routes in the area:

"the subways ... are often flooded or full of refuse and glass or are dangerous for women on their own."

These measures would be welcomed by local residents, 29 per cent of whom strongly agreed and 45 per cent agreed with this idea in the recent survey.

There was also general agreement (23 per cent strongly agreed, 40 per cent agreed) that **"Strict car parking limits should be placed on existing and new developments to reduce traffic and prevent further traffic increases in the area"** which ties in with the IDP proposal of a reduction of car parking in urban areas for commuter cars by 5 per cent per annum.

Jobs

The high level of unemployment in the area (30 per cent all male unemployment in Darnall ward, compared to 16 per cent city-wide) is perhaps reflected in local residents' agreement that more economic development is desirable. In the survey, 22 per cent strongly agreed, and 54 per cent agreed with the statement **"We need jobs in the area so funding should be used to provide whatever developers need."** 47 per cent of respondents also agreed that **"If too many restrictions are placed upon developers, they will not come into the area."**

Local people would very much welcome the opportunity to access good quality jobs (31 per cent strongly agreed, and 47 per cent agreed with the statement **"Developments should only be allowed to go ahead if they offer good quality jobs to local people"**).

*"More jobs should be created for the community with good prospects."
"I agree local developments need to be carried out and encouraged ... If any jobs do occur it generally amounts to the menial and labour type work. Local people need long term sustainable training and development, so they can reap some real benefits."*

The IDP proposes 3 types of site be brought forward: technology parks for knowledge-based industries, business parks for office and light industrial use, and industrial estates for hybrid office/shed and standard industrial purposes. It also implies that a broad range of skills will be needed in these developments. However, steps must be taken to ensure that local people have access to this range of jobs, and not just the temporary, part-time, non-unionised jobs that they have previously been offered in the existing call centres, leisure and retail developments.

*"Employment provided should be full time and secure, not short term contracts."
"A lot of derelict land is going to waste and yes, business should be encouraged to build here, but more commercial, not industrial."*

A study of the South Yorkshire Coalfield regeneration area (Bennett et al, 2000) found that companies tend to be attracted to such areas by large numbers of unemployed people from whom they could build a workforce willing to work very flexible hours for low wages.

The Babbie Study recommended an effective local labour market strategy be implemented, and such a measure would be welcomed by local people (29 per cent strongly agreed, and 50 per cent agreed with the idea that "**Local labour agreements, to ensure local people gain employment, should be negotiated for all new developments**").

"I do think that the developers should be encouraged to give priority to employing local people"

"Our city's costs would reduce if more locals were working."

"All the newest developments around this area have not employed many local firms or organisations. They always seem to be out of town contractors."

The IDP asks "how to match employability and job ready skills to local employment opportunities?" and proposes "an interface between the development/investment generated and the communities where initiatives are targeted." In the survey, the suggestion that "**A local team of workers should be recruited to encourage developers to employ and train local people, and help local people to find jobs in the area**" received good local support, with 38 per cent strongly in favour, and 49 per cent in agreement.

The need for some kind of 'attachment agency' is advocated by Nathan (2000) in his report for the Industrial Society, and the same need was recognised by the Darnall and Tinsley Jobs Task Force, and by local people:

"All derelict land must be returned for further future development at a reasonable rate to encourage local business, local community enterprise to develop. People that live and work in the local area will spend in that area, local economy to grow."

"Local people like to use local shops, e.g. Darnall. These are the areas that need to be improved. Plus, local people work in local shops, and they are being forced out of work as more shops are forced to close due to lack of custom."

Environment

The IDP proposes environmental improvements "to attract high value, high technology industries". Local people see environmental improvements to enhance recreational activities as the highest priority for the area.

37 per cent of residents strongly agreed, and 48 per cent agreed that "**Environmental measures, such as noise barriers and tree planting, are needed to reduce the impact of noise and air pollution on local residents.**"

"Development might very well bring positive benefits, but much green space, both accessible and inaccessible, needs to be developed to soften areas of hard landscaping and to provide areas for recreation."

"Derelict land near Don basin should be tidied up and used for relaxing in, or walking. The Don used to be a nice river with activities, boating and fishing etc"

There was also overwhelming support for the improvement of existing parks and play areas, along with "**derelict land converted into attractive areas for recreational and community use by local people**" (59 per cent strongly agreed, 36 per cent agreed).

"I feel that Darnall and Tinsley need development of more parks and play areas for kids to go and play."

"There are derelict sites around which are an eyesore. These should be cleared and made into recreational sites for children."

If environmental improvements are made solely to enhance development sites, this will exacerbate feelings of social exclusion and not improve the quality of life of local people.

"The area is very run down and there is a general sense of apathy in the local people which reflects this environment."

*"it is important that stigma attached to the name Darnall/Tinsley is removed"
"I have filled in numerous surveys for the council and others on the same lines over the last 40 years and the environment has got worse."*

40 per cent of local residents strongly agree, and 47 per cent agree, that **"Some derelict land should be used to develop new housing, and improvements should be made to existing housing."**

"There are areas within Darnall and Tinsley in need of repair and to encourage development within these areas would in my opinion be a great step forward."

Research in Darnall in February-May 2000 also found that the lack of community facilities, and accessible and affordable leisure facilities in the area were serious problems for many local residents. Their sentiments were echoed by many in the postal survey; just a few representative views are reflected here:

*"I would like to see more up-to-date facilities which would provide more interesting activities for young and older people across the board"
"I would like more places to be opened for teenagers, because there is nowhere for them to go at night, so all they do is hang about in the street in large groups."
"There is nothing for [local residents], only the **very costly** Centertainment."
"Leisure pools, gyms, especially with care facilities for babies and toddlers."
"Would like a library back in Handsworth."*

Social capital

The missing element from both the Babbie Study and the IDP which is needed to give the required step-change to the local and regional economy, is a commitment to support capacity building within the local communities. Social capital has been recognised by the World Bank and other researchers as the 'missing link' in many economic development proposals. Enabling and supporting local people to become involved in the development of their area is not only a matter of social justice and individual well-being, but also brings a sustained commitment to the economic developments, maximising the long-term benefits to the locality and the region as a whole. Involvement in community organisations helps overcome isolation and social division, and allows people to build new skills and try out new tasks and responsibilities in non-threatening situations, thus increasing an individual's employability.

Dedicated resources are needed to support and engage local communities as active partners in the development, implementation, monitoring and review of a sustainable regeneration strategy for the East End. The negative sentiments due to years of neglect expressed by some respondents need to be reversed:

*"It seems to us that no matter what our feelings are the council planners and government will just do as they like. These surveys are just so they can say the local people were asked their opinion, and all the political correctness will leave things just as bad even if millions of pounds are spent on roads and amenities."
"I am pleased to hear that there is a serious intention to develop and improve these areas. I feel this sentiment is long overdue. And I would personally support any improvement scheme regarding this area, which appears to have been neglected for too long."*

People in the Darnall Action Area agree that **"a local team of workers to support local communities and to find ways for them to have more say in decisions that affect the area should be recruited"** (24 per cent strongly agree; 52 per cent agree).

Hopes for the future

Many people saw the potential benefits of developments, provided the money was used to help local people:

"Development in local areas should be there to help local people, not just to line the pockets of property developers."

*"I do ... believe monies spent, should be prioritised towards residents "quality of life" rather than more local commercialisation."
"it would benefit us more if the money was invested in youth initiative schemes to give them a sense of pride and duty to their local community."*

One local resident eloquently captured many peoples' hopes and fears:

"There is a great deal of potential within the areas specified in this paper. The opportunity that we have to achieve something positive for the long-term benefit of the community should not be underestimated. It is a fear that such a large scale development could be mishandled simply to satisfy a few, or, in an attempt to be too politically correct. This is a good area of Sheffield which does not always receive the respect it deserves. Let's hope there is some good fortune coming this way."

Postal Survey Responses Overall Totals

(sample size 1497; 465 responses; response rate 31.06%)

	strongly agree (%)	agree (%)	neither (%)	disagree (%)	strongly disagree (%)	don't know (%)	total (number)
People in Darnall and Tinsley have not benefited from past developments in the area.	23	31	22	8	2	15	448
Improvements to the road network are needed to relieve congestion and help traffic flow more easily around and through the area.	26	60	8	2	1	2	450
The proposed developments will bring more traffic, making air pollution and noise problems worse.	24	40	17	7	3	8	438
Although there may be large increases in traffic, newer engines and fuels will solve the air pollution problems.	5	22	26	29	10	9	423
The Fixed Link (new road from Meadowhall to Sheffield Road, Tinsley) will increase traffic and make air pollution and noise problems worse for local residents.	19	37	24	10	2	9	444
Development of sites in the area should be delayed until an efficient public transport system is in place (including the extension of Supertram).	20	41	15	15	4	5	441
Green travel plans should be adopted by existing and new businesses to encourage their workers to use cars less and travel to work by other means – bus, tram, cycle, or on foot.	26	42	18	8	2	3	447
Pedestrian and cycle routes in the area should be improved, especially around the M1 Junction 34 South.	29	45	15	5	2	4	440
Strict car parking limits should be placed on existing and new developments to reduce traffic and prevent further traffic increases in the area.	23	40	17	14	3	2	441
We need jobs in the area so funding should be used to provide whatever developers need, including new roads, generous car parking, etc.	22	54	12	8	2	2	453
If too many restrictions are placed upon developers, they will not come into the area.	14	47	22	8	1	8	423
Developments should only be allowed to go ahead if they offer good quality jobs to local people.	31	47	11	8	1	2	428
Local labour agreements, to ensure local people gain employment, should be negotiated for all new developments.	29	50	13	4	0	4	442
A local team of workers should be recruited to encourage developers to employ and train local people, and help local people to find jobs in the area.	38	49	9	1	1	1	451
Environmental measures, such as noise barriers and tree planting, are needed to reduce the impact of noise and air pollution on local residents.	37	48	10	3	0	2	450
Existing parks and play areas should be improved, and derelict land converted into attractive areas for recreational and community use by local people.	59	36	3	0	0	1	452
Some derelict land should be used to develop new housing, and improvements should be made to existing housing.	40	47	8	2	1	2	453
A local team of workers to support local communities and to find ways for them to have more say in decisions that affect the area should be recruited.	24	52	15	3	2	4	443

The East End Quality of Life Initiative (EEQOL) is a Health Action Zone funded project. EEQOL works to involve local people and groups in strategic planning and transport decision-making alongside Sheffield City Council, Sheffield Health, Rotherham Council, the Highways Agency, the Passenger Transport Executive, Meadowhall/Stadium Developments and others. EEQOL uses the new approach of 'health impact assessments' to develop this work, looking at the possible effects on the wellbeing of local communities of current and future planning and transport developments in the Lower Don Valley. EEQOL has recently published a Health Impact Assessment of the Rotherham Sheffield Motorway Corridor Planning Study, a study commissioned jointly by Rotherham and Sheffield planning authorities to devise an investment strategy for one of the three Strategic Economic Zones within South Yorkshire's Objective One programme.

The **East End Quality of Life Initiative** was established under the auspices of the East End Strategy Group. Further details can be obtained from the website (www.sheffieldeastend.org.uk) or by contacting Barbara Rimmington, Neil Parry, or Sue Greig at

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