

# Part 1

## INTRODUCTION

1.0 Background .....	03
1.1 The Study Aims & Core Objectives .....	04
1.2 Report Structure .....	04
1.3 Study Process .....	05
1.4 The Masterplan Study Team .....	06





Figure 1.1: The Lower Don Valley Vision & Masterplan Study Area in its wider context

## 1.0 Background

In December, 2003, Sheffield City Council and The British Land Company PLC jointly commissioned the **Lower Don Valley Vision & Masterplan Study**. The regeneration of the Lower Don Valley presented an opportunity for the City of Sheffield to re-invent this economically and historically important part of the city at a scale not previously witnessed in Sheffield.

With more than 500,000 residents, Sheffield is England's fourth largest city and the largest city in the Yorkshire and Humber region. The city is nestled between seven hills, at the confluence of five rivers. Directly to the west is the Peak District National Park - Britain's first National Park - and the Pennine range which stretches from the Peak District to the Cheviot Border hills 400 kilometres to the north. The Pennines are often considered to be one of the most scenic areas of Britain with the northern portion having been declared an "Area of Outstanding Natural Beauty." One-third of Sheffield actually lies within the Peak District National Park. No other English city has such a distinction. In sharp contrast with its recent industrial heritage, Sheffield is said to be England's greenest city, containing 150 woodlands and 50 public parks.

Over the past 250 years, Sheffield has built its fortunes on steel and coal and now enjoys an international reputation for steel-making. Sheffield has formed the industrial heartland of South Yorkshire since 1740 when the crucible technique for steel manufacturing was discovered here. In more recent decades, however, with evolving technologies and industrial restructuring, the city has witnessed a steady decline in employment and continued rationalisation of its major sectors. This has been particularly true in coal, steel and related industries.

The aim of the partners involved in the Masterplan Study is to assist the Lower Don Valley in its transition from a traditional industrial role to a more modern and diverse role within the region. This can be achieved by attracting new uses to the area by increasing investor confidence, raising the overall quality of the physical environment and enhancing the image of this important Sheffield gateway and employment & leisure hub.

The 1,000 acre (400 ha) Study Area is identified in Figure 1.1. The Study Area includes the portion of the Lower Don Valley situated between the M1 and Attercliffe Village and is flanked by the wards of Burngreave and Shiregreen & Brightside to the west and Darnall to the east.

Key features of the Study Area include:

- the M1 motorway;
- the Sheffield & Tinsley Canal bounding the eastern edge of the Study Area;
- the River Don forming the western edge of the Study Area;
- the Meadowhall Shopping Centre, a regional shopping and leisure destination;
- a Meadowhall multi-modal interchange with a Park & Ride station, a bus station, and connections to the national rail network and Sheffield Supertram;
- Blackburn Meadows;
- Sheffield Forgemaster, an icon of Sheffield;
- Tinsley Wire (Bekaert) site;
- a cluster of Sports & Leisure facilities, many of which are of a national standard; and
- Attercliffe Village.

The Lower Don Valley Vision & Masterplan Study aims to make the best use of the area's existing resources, including the river and canal, local employment opportunities and the area's unrivalled transportation links whilst, at the same time, it strives to mediate some of the more challenging local issues around access, environmental quality, traffic management and social inclusion.

To attract new investment and increase investor confidence in the Lower Don Valley, the Vision & Masterplan Study reflects on-going and emerging investment and development strategies for the area. These include the South Yorkshire Objective One Programme, the Sheffield City Strategy, the emerging Sheffield Local Development Framework and the Transform South Yorkshire Housing Market Renewal Pathfinder programme, amongst others.

## 1.1 The Study Aim & Core Objectives

**The over arching aim of the study is to establish an agreed Vision for the Lower Don Valley that will guide the sustainable regeneration, integration and redevelopment of this economically and historically important part of Sheffield over the next twenty years.**

The Lower Don Valley Vision & Masterplan Study provides a framework for regeneration goals and establishes a long-term plan of action to enhance the image of this strategically important location and attract new investment.

The **core objectives** of the Lower Don Valley Vision & Masterplan Study are to:

- establish a clear vision and agreed path for its realisation;
- act as a long term strategic plan to guide investment and provide a platform for attracting new investment;
- raise the profile of the Lower Don Valley so as to support and reinforce Sheffield's role within the region;
- complement and maximise the beneficial impact of existing leisure and retail uses in the Lower Don Valley;
- set the foundation for the introduction of appropriate new uses to the area;
- provide a coherent planning and urban design context to guide physical regeneration across the Study Area; and
- provide new opportunities for social regeneration.

Underpinning each of these core objectives is a commitment to achieve sustainable development from an economic, social and environmental perspective. Considerations around these three main divisions of sustainability must form part of every choice and decision made.

## 1.2 Report Structure

This report is divided into eight sections. The Introduction presents the core aims and objectives of the Masterplan Study and defines its parameters.

The second section looks in more detail at the local and regional area, establishing the broader context for the Masterplan. This section traces the unique history of the Lower Don Valley, highlighting the many previous regeneration efforts undertaken in the area.

A review of current regional and local planning initiatives impacting on the Study Area and setting the foundation for future change is provided in Section Three.

The fourth section provides an analysis of the physical, social and economic conditions affecting the Lower Don Valley. Key physical strengths, weaknesses, opportunities and threats are highlighted. Details are provided on emerging trends and opportunities across numerous market areas including office, retail and residential. Critically, this context section articulates the need for significant intervention in the Lower Don Valley and presents a case for regeneration.

After establishing the current conditions within the Study Area, the fifth section articulates the Vision for the Lower Don Valley. Built around five 'big moves', the strategy for achieving the Vision is presented. This section furthers the case for regeneration by reiterating the importance of redeveloping the Lower Don Valley through a summary of the main social, economic and environmental benefits that will result from the realisation of the Masterplan.

Section Six presents in greater detail the four districts that comprise the Study Area. Strategic goals, development principles and key interventions are highlighted for each district.

Section Seven identifies key directions for implementation and delivery of the Masterplan. The Eighth and final section identifies next steps required.

**Consultation**

In total, more than 200 stakeholders have been consulted as part of the development process for the Lower Don Valley Vision & Masterplan. The overall aim of the consultation process was to encourage involvement at all levels from a wide cross section of interests including land owners, residents, community organisations, businesses and other stakeholders that use the Lower Don Valley. More specifically, the consultation has provided a platform from which to:

- identify the immediate needs of interest groups;
- collect feedback, concerns and criticism of proposals and Masterplan options;
- identify areas of conflict for resolution to be addressed; and
- share ownership of the Masterplan as early as possible.

To achieve these goals, a series of consultation events were held throughout the year, starting with a community and stakeholder workshop in January, 2004. The aim of this workshop was to engage stakeholders in a debate and discussion on the future role of the Lower Don Valley and identify local priorities and key issues for resolution through the Masterplan. The outcomes of this workshop informed the main masterplan options.

In order to collect more detailed information and pin-point specific areas of conflict, one-on-one interviews and round table discussions were also conducted with more than 80 key stakeholders to discuss the study and gather critical local knowledge and a deeper understanding of processes and events that shaped the Lower Don Valley. In addition, these interviews allowed the Masterplan team to identify outstanding issues that needed to be addressed and ensured all interests were taken into account from an early stage.

Since January, additional targeted sessions have been held with local residents and businesses, Sheffield's universities, the Regional Development Agency, the Objective One Partnership and other funding and implementation bodies, political representatives and active community groups. Issues were identified and consensus gained on the approach that the Masterplan should take to achieve its core aims and objectives. At these meetings, options for the Masterplan were presented for debate. Through these sessions, the strengths and weakness of each option was noted and a preferred option identified.

The climax of the consultation was a Public Exhibition completed in July. During this two day event, three formal presentations were undertaken for the Masterplan and drop-by sessions held at both Meadowhall Shopping Centre and The Source. Team members were available for informal discussions with interested parties. The aim of this event was to maximise opportunities for residents, business owners, community groups and other stakeholders to become involved with and take ownership of the Masterplan.

Many of the ideas presented in this report have been drawn from this consultation period.



**1.3 Study Process**

The Lower Don Vision & Masterplan strategy was developed in four phases over a 12 month period. Key stages included:

- Phase 1: Defining Opportunities and Potential**
- Phase 2: Developing a Vision**
- Phase 3: Devising and Testing Masterplan Options**
- Phase 4: The Regeneration Masterplan & Strategy**

Led by Urban Strategies Inc., a planning and urban design firm, key elements of work undertaken included:

- a local area analysis, including urban form, site appraisal, environmental review, transportation, social profile, destination opportunities and policy review;
- technical research including market drivers and analysis of competitors;
- cost assessment and viability; and
- consultation with stakeholders including community groups, private developers, property managers, residents' groups, industrialists, land owners and politicians.

The Process			
Dec - Feb	Feb - March	March - June	July - Sept
<b>PHASE 1:</b> Defining Opportunities & Potential	<b>PHASE 2:</b> Developing a Vision	<b>PHASE 3:</b> Devising and Testing the Options	<b>PHASE 4:</b> The Regeneration Framework
Information Collection	Community Workshop	Refining options	Refine Final Framework
Stakeholder Interviews	Workshop Analysis	Establishment of key design principles	Presentation
Urban Structure Analysis and Mapping	Development of Options	Testing options	Revise Strategy
Desktop Study of policy, trends and statistics	Identification of priority projects	Draft Strategy	Final Report
		Community Feedback	

To inform the outputs of the study, a series of consultation events were held throughout the year, starting with a community and stakeholder workshop in January, 2004. Additional targeted sessions were held with local residents and businesses, political representatives and community groups to identify issues and gain consensus on the approach required by the Masterplan to achieve its aims and objectives.

During the study period, a number of changes were made to the original brief to ensure that the end product will be fully implementable. Key revisions included:

- an expanded Study Area to help direct future development towards adjacent areas, primarily Attercliffe Village and the industrial area around the Forgemaster site;
- a stronger emphasis was placed on avoiding further aggravation of sensitive environmental issues in the local area, such as air quality and flood protection;
- a greater focus on reducing local traffic congestion and increasing motorway capacity; and
- working closely with Sheffield City Council to ensure that the Lower Don Valley Masterplan proposal had a strong fit and would successfully reinforce the direction of the emerging Sheffield Local Development Framework (LDF).

A public exhibition was held in July, 2004 to present Masterplan options and collect additional feedback on recommended strategies. During this time, additional focussed consultation sessions were also held with community and residents' groups. With the assistance of Sheffield City Council and the East End Strategy Group, a Sustainability Appraisal was also completed on the proposed Masterplan.

#### 1.4 The Masterplan Study Team



**Sheffield City Council** commissioned the Lower Don Valley Vision & Masterplan Study in partnership with British Land to complement many of the existing and proposed regeneration initiatives currently underway across the city.



**The British Land Company PLC.** is one of Europe's largest and most established property companies. As the owners of Meadowhall Shopping Centre, British Land appreciates some of the challenges and opportunities of the area and have a genuine interest in ensuring the future prosperity of the Lower Don Valley and the City of Sheffield as a whole.



**Urban Strategies Inc.** are the lead Masterplanners for the Lower Don Valley study. Urban Strategies have gained an extensive track record in developing and delivering numerous masterplans and regeneration strategies for some of the most challenging locations within Britain. These include Hulme and East Manchester (Manchester), East London and the Docklands (London), King's Dock (Liverpool), Burnley Town Centre and Preston City Centre (East Lancashire).

To ensure that a realistic and viable Vision and Masterplan was developed for the Lower Don Valley, Urban Strategies worked with a diverse range of leading experts from a number of disciplines. This range of expertise included strategic planning, transport engineering, tourism, commercial and market economics, economic costing, town planning, property development and environmental conservation. Specialist input came from:



LOCUM  
DESTINATION  
CONSULTING



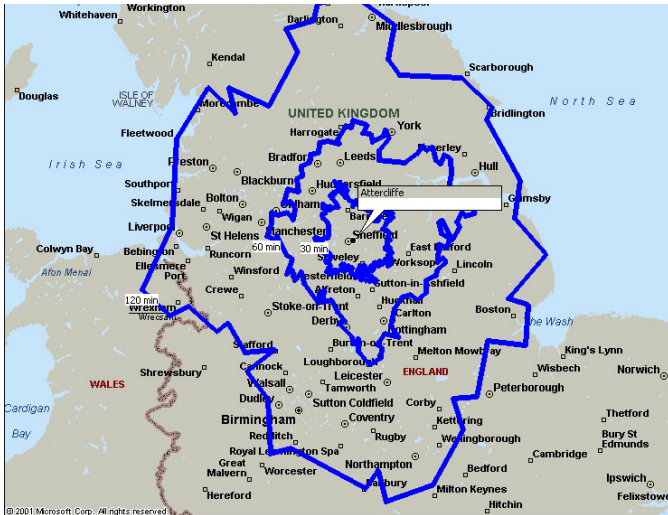
# Part 2

## THE LOWER DON VALLEY

2.0 The Masterplan Study Area .....	09
2.1 A Recent History .....	10







## 2.0 The Masterplan Study Area

The Lower Don Valley's geographical position is enviable. It is in very close proximity to the Pennine Hill range and Peak District National Park; it supports links to the national rail and bus networks; it is close to Sheffield City Centre; it has direct access to the M1. The Lower Don Valley is close to some of the UK's other major conurbations, including Leeds, Manchester and Birmingham. Almost six million people live within 60 minutes' driving time.

The table below gives statistics for the catchment population within a 30-minute, 1-hour and 2-hour drive of Attercliffe Village.

Driving distance	Population
Within 30 minutes	1,352,477
Within 1 hour	5,758,918
Within 2 hours	20,220,840

Source: MS Mappoint 2001

Most of the Masterplan Study Area lies in the ward of Darnall, with the remainder overlapping into Shiregreen & Brightside and Burngreave wards. Although located just outside the Study Area, the wards of Manor Castle and Firth Park were also considered due to their proximity. These wards form the study's wider 'Area of Influence'.

The five wards that comprise the Study Area and its wider Area of Influence are rated among the 10% most deprived wards in the country, with the wards of Burngreave and Manor Castle being rated amongst the 1% most deprived. As an area of high deprivation, there is a clear and significant role for the Lower Don Valley in supporting the economic and social regeneration of the wider Study Area, the City of Sheffield and South Yorkshire.

A comprehensive socio-economic review is provided at **Appendix B**.

At present, the Study Area is characterised by:

- high rates of unemployment;
- below average rates for **economically active** populations;
- lower than national average **income** levels;
- **education** levels are classified as poor with the majority of wards within the 5% poorest educated wards nationally;
- **life expectancy** levels are lower than the city and national averages;
- significantly higher than average rates of **long-term illness**;
- high levels of **crime** in certain wards; and
- poor quality **housing** across all wards.



To achieve sustainable regeneration, these socio-economic baseline indicators must be improved.

The Lower Don Valley is the steel base for Sheffield and, consequently, supports a very high proportion of employment in the metal manufacturing sector - especially when compared to the city average.

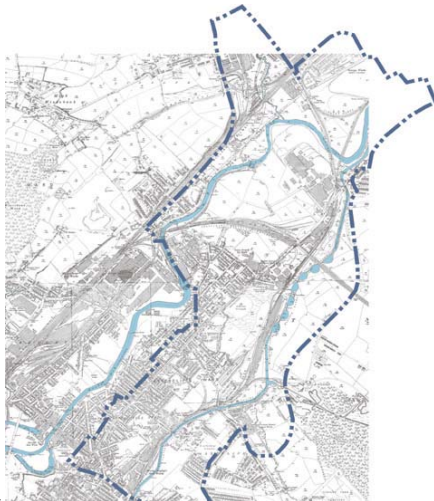
Dominant firms in the industry are Sheffield Forgemasters, Bekaert and Outokumpu, all of which are located in the Lower Don Valley. Other sectors present include retail, distribution, hotels and restaurants, public administration, education and health. These sectors are represented by some of the area's – and, in fact, the city's – largest employers, including Meadowhall Shopping Centre, Abbey National, Dixons, the Meadowhall Retail Park, Centertainment and the Royal Mail Sorting Office.

Within the Masterplan's wider Area of Influence, there are approximately 2,235 businesses registered for VAT purposes. Of these businesses, a very high percentage (96%) are registered as small and medium sized enterprises (SMEs). Thus, in addition to the larger businesses present within the Study Area and its wider Area of Influence, small local businesses also play a very important role within the area's economy.



## 2.1 A Recent History

In the 18th Century, the Industrial Revolution brought large scale steel making to Sheffield, much of which made its home on the flat terrain of the Lower Don Valley. Although dominated by industry in its more recent history, the Lower Don Valley has traditionally supported a multitude of uses, including major park spaces, agricultural lands, housing and associated retail and community functions.



Ordnance Survey, c. 1905

As the birthplace of the “Made in Sheffield” brand, the Lower Don Valley formed the hub of Sheffield’s world renowned steel making industry. However, over the past 30 years, the area has undergone dramatic changes as the effects of industrial restructuring has rippled across the entire Valley. By the mid-1980s, following a national economic recession and the collapse of the steel industry, almost 1000 acres of land (400ha) within the Lower Don Valley was vacant, derelict or degraded and countless buildings stood vacant. Between 1971 and 1988, 75,000 manufacturing jobs were lost.



Lower Don Valley 1863

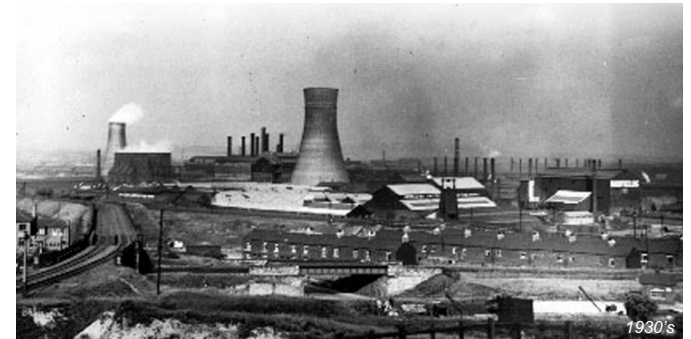
For Sheffield, and the surrounding sub-region of South Yorkshire, the demise of industry on such a scale, created a fundamental problem for the economy that could not be redressed without substantial additional financial support. Local resources from the City Council and other partners were insufficient to deal with problems of this scale on their own. As a first step towards tackling the regeneration in the local economy of the early 1980s, Sheffield City Council prepared an economic regeneration plan, later to become the Sheffield Economic Regeneration Strategy. This plan focussed specifically on two geographical areas: the Lower Don Valley, the city’s major industrial area where most of the former jobs in steel and heavy industry were concentrated and where dereliction was most visible; and on the City Centre, where the Council wished to promote the development of new high-tech sectors for Sheffield.

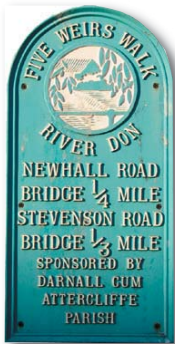


In 1988, due to the dire economic conditions of the city’s steel industry and the related social consequences of mass job loss and reduced production, the European Commission recognised the area as requiring special economic assistance. At the same time, the Sheffield Development Corporation (SDC) was established and tasked with leading the clean-up and regeneration of the Lower Don Valley.

With a budget of £150 million over seven years the SDC was responsible for regenerating some 900 hectares of derelict land. The benefits of this work can still be seen today, are a starting point for many of the initiatives proposed in this study. Most recently, in the year 2000, despite improvements to the economic performance of the area, Sheffield along with Barnsley, Doncaster and Rotherham were collectively designated as an Objective 1 Area. This status recognised that the region’s GDP per head is below 75% of the EU average. The attainment of Objective 1 status has led to an allocation of over £700 million of EU Structural Funding for the area to 2007.

Primarily, as a consequence of the available European funding and the previous work undertaken by the Sheffield Development Corporation, there has been an undeniably strong and focussed effort to regenerate large areas of the Lower Don Valley. Now, after years of decline, there is significant evidence that the area is moving away from its traditional manufacturing base towards a more balanced economic structure.





Substantial investment has been made in leisure and sports facilities and amenities. In 1990, Meadowhall Shopping Centre was developed on the former Osborn Hadfields steel works site and is now one of the most successful shopping centres in Britain, attracting approximately 24 million visitors a year. New small-scale business and technology parks have also been attracted to the area and multi-purpose community facilities, such as the Source, have in more recent years been introduced to the Valley.

Numerous other developments have helped lay the foundation for future change in the Lower Don Valley. These include:

- **Meadowhall Transport Interchange** - opened in 1990, providing a new main line rail station and bus interchange;
- **Supertram (Line 2)** – opened in 1993, linking Meadowhall to Sheffield City Centre;
- **Carbrook Hall Business Park** – opened in 1990/91, comprising of 11,500 square metres of offices;
- **Mayfield Business Park** – opened in 1990, comprising of 5,000 square metres of industry;
- **Sheffield Technology Park** – opened in 1989, including 3,000 square metres of property development;
- **Amberley Business Park** – opened in 1990, comprising of 3,500 square metres of industry and business infrastructure;
- **Newhall Road Riverside Court** - opened in 1991, comprising of 5,100 square metres of industrial space;
- **Restoration of Albion House** – opened in 1991, providing 6,000 square metres of refurbished office accommodation;
- **British Steel Trade Centre** – opened in 1991 and designed as a storage and distribution centre for stainless steel products;
- **Don Valley Stadium and Hallam FM Arena** – opened in 1991 as an international athletic stadium and indoor arena with related facilities. Developed to support the attraction of the World Student Games at a cost of £65 million;
- **iceSheffield** – opened in May, 2003 at a cost of £15.7 million, this covered double rink caters to the interests and aspirations of the whole community - from families to elite athletes;
- **Tinsley Park Open Space** – opened in 1994, comprising of 28 hectares of landscaped open space to the south-west of Sheffield City Airport;
- **Canal and Riverside improvements** – undertaken between 1991 and 1995 to promote recreation, leisure and tourism development. Improvements include completion of the Five Weirs Walk and the expansion of the cycle and footpath network;

- **Muslim Cultural Centre** – opened in 1990 and involved the conversion of an existing school building, to provide 1,000 square metres of community space;
- **Afro Caribbean Enterprise Centre** – Phase One opened in 1992, and included the provision of workshops, a bakery and retail outlet, totalling 2,000 square metres of space;
- **The Source** – opened in 2003 as an education, training and community centre;
- **English Institute of Sport** – opened in 2004, the Yorkshire EIS Headquarters functions as a multi-sport site providing sport specific training facilities for athletics as well as specialised services such as sports science and medicine and strength and conditioning training;
- **Polestar** – the Polestar Group, Europe's leading independent printing company, announced in June 2004 its intentions to proceed with the development of a new 65,000 square metres gravure printing facility in Tinsley, creating 1000 new jobs.

Today, the Lower Don Valley acts as a major focus for employment, leisure, recreation and sporting activities. However, much land remains under-utilised and/or derelict. Greater progress needs to be made if the true value of this area is to be fully recognised.





# Part 3

## BUILDING ON THE WORK TO DATE

<b>3.0 Introduction .....</b>	<b>15</b>
<b>3.1 Selective Regional Planning Policies &amp; Directives .....</b>	<b>15</b>
3.1.1 South Yorkshire Objective 1	
3.1.2 Single Programme Document (SPD)	
3.1.3 M1 Corridor Integrated Development Plan	
3.1.4 Regional Economic Strategy for Yorkshire and Humber	
3.1.5 Regional Planning Guidance 12 (RPG12)	
3.1.6 The Northern Way	
3.1.7 Sustainable Communities: Building for the Future	
3.1.8 Transform South Yorkshire	
3.1.9 Advancing Together	
3.1.10 South Yorkshire Action Plan	
3.1.11 South Yorkshire Local Transport Plan	
3.1.12 SWYMMS	
3.1.13 South Yorkshire Tourism Action Plan	
<b>3.2 Selective Sheffield Planning Policies &amp; Directives .....</b>	<b>20</b>
3.2.1 Unitary Development Plan (UDP)	
3.2.2 Draft Sheffield Local Development Framework (LDF)	
3.2.3 Sheffield City Strategy	
3.2.4 Creative Sheffield: An “Innovative Producer City”	
3.2.5 Tourism Strategies	
3.2.6 Other Emerging Initiatives	
<b>3.3 Conclusions .....</b>	<b>22</b>



### 3.0 Introduction

The Lower Don Valley Vision & Masterplan Study has not been undertaken in isolation. To make certain that we are proposing workable solutions to real and identifiable issues, as well as to ensure that we are in line with current thinking for the region, a significant part of the process involved reviewing existing strategies, reports and documentation from all levels of government.



The Lower Don Valley Masterplan shares complementary objectives and aims with a range of other strategies and programmes designed to support economic growth and environmental improvements in Sheffield, the Don Valley and wider in terms of South Yorkshire and the Yorkshire region. These documents are summarised below with consideration given to regional strategies as well as more local Sheffield wide strategies.

### 3.1 Selective Regional Planning Policies & Directives

#### 3.1.1 South Yorkshire Objective 1

As identified above, the region is subject to significant levels of European funding. Through the European Regional Development Fund's (ERDF) Objective 1 programme, the region has access to £740million for a broad range of regeneration initiatives between 2000 and 2007. All funds must be committed by 2006 and spent by the close of 2008.



Due to the history of the Lower Don Valley and its struggle to restructure itself after the decline of its traditional industrial base, the area is well suited to benefit from the type of measures Objective 1 funding is usually provided for, including:

- investment in sites and facilities for business and industry to generate new jobs;
- investment in infrastructure required to allow for greater economic development;

- funding of local initiatives to promote regional economic development; and
- environmental protection improvement measures linked to economic development.

The Objective 1 Programme has provided a unique opportunity to help stimulate an economic step change in South Yorkshire. As of March, 2003, £239 million of the £740 million had supported 261 projects across the region. Of this, only £3 million was allocated for physical development. Although the M1 Strategic Economic Zones (SEZs) is identified as a priority funding area, to date, only minimal funding has been spent on projects located within the Masterplan Study area

### 3.1.2 Single Programme Document (SPD)

The SPD is a high level document which outlines how the Objective 1 funding should be spent to reverse economic decline and build a more balanced, diverse and high growth economy. To achieve this, six economic development priorities were established, including:

- Priority 1:** targeting new and high technology growth sectors
- Priority 2:** modernising existing businesses through enhancing competitiveness & innovation
- Priority 3:** building a world leading learning region
- Priority 4:** providing economic opportunities in targeted communities
- Priority 5:** funding for strategic sites and urban centres
- Priority 6:** addressing financial and transport constraints to economic growth

In terms of planning and economic development opportunities within the Lower Don Valley, Priority 1, Priority 2, Priority 5 and Priority 6 are key objectives.

### 3.1.3 M1 Corridor Integrated Development Plan

The entire Study Area is located within the M1 Corridor Strategic Enterprise Zone (SEZ), one of only three SEZ's identified in the region. In May 2001, Roger Tym and Partners produced an Integrated Development Plan (IDP) for the M1 corridor between Barnsley and Chesterfield. The IDP is focussed on the priorities established through the Objective 1 programme and supports a primary aim to establish a technology corridor through South Yorkshire over the next 15 years. Since its introduction, 34 sites for development have been identified.

The IDP has identified only two sites for development in the Study Area. These have been classified as "Category C - Other stock of sites to be brought forward as Delivery Strategies evolve". These longer-term projects include a cluster of smaller sites in Attercliffe and a collection of sites across the Lower Don Valley adjacent to Meadowhall Shopping Centre (Weedon Street area). Neither of these clusters are identified as priority strategic projects within the IDP and, consequently, have not received any funding to date.

### 3.1.4 Regional Economic Strategy for Yorkshire & Humber (RES)



Produced by the Regional Development Agency, Yorkshire Forward, the ten-year strategy highlights a number of actions required to inspire greater and more stable economic development. The Strategy's six key objectives are to:

- Grow the region's businesses by investment in priority clusters, with universities at the heart of economic development;
- Achieve higher business birth and survival rates;
- Attract and retain more private and public investment;
- Radically improve the development and application of education, learning and skills;
- Connect the region's communities to economic opportunity; and
- Enhance and utilise the region's infrastructure of physical and environmental assets.

The Masterplan embraces many of the region's economic development strategy's key objectives identified above. It helps to address several of the acknowledged productivity challenges, including strengthening competition, promoting enterprise, improving the skills base and encouraging investment.

As part of the regional economic strategy, the development of regional clusters are identified as a top priority for the region and the way forward for economic growth and recovery. Key clusters promoted include:

- i. Advanced engineering and metals
- ii. Bioscience
- iii. Chemicals
- iv. Digital industries
- v. Food and drink



Although currently undergoing a process of restructuring, the Lower Don Valley remains the home of well established businesses within the sector for advanced metal manufacturing, such as Bekaert, Foregemasters and Outokumpu. The Masterplan aims to secure this role as well as provide for diversification from some forms of manufacturing towards other high value sectors, including the creative industries and professional services. Several suitable locations for a number of the targeted sectors have been identified across the Study Area.

### 3.1.5 Regional Planning Guidance 12 (RPG12)

RPG 12 for Yorkshire and Humber was adopted in October, 2001. As identified in the South Yorkshire Spatial Study (completed by Amion Consulting), RPG 12 provides the current spatial planning framework for South Yorkshire. RPG 12 highlights the development issues for the region as a whole and stresses the necessity for the region to further adapt to an increasingly globalised and competitive economic environment. For South Yorkshire, this guidance is particularly pertinent given the scale of economic change that is occurring and the urgent need to re-invent its economic role and potential.

RPG12 provides the framework for the development of physical infrastructure in the region and supports five core aims of creating:

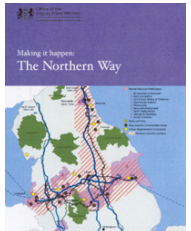
- Cities and towns that are economically robust, able to provide jobs for all their people and offer well designed, attractive and safe environments to live and work in;
- Rural areas that have an attractive, high quality and safe environment and lifestyle;
- A wide range of choices of places to live - that offer opportunities for work, using services, and enjoying leisure without having to travel great distances;
- Choice of good quality public transport, and walking and cycling routes for most travel needs; and
- A restored and protected natural and man-made heritage.

RPGs are currently in the process of being replaced by Regional Spatial Strategies, which have the potential to affect developments at the local level. It is the intention that the Lower Don Valley Masterplan Study will have direct influence on the proposed Regional Spatial Strategy for the area.

### 3.1.6 The Northern Way

The Northern Way programme presents a new confidence in the northern and midland cities and demonstrates how the Government is keen to quicken the pace of change and spread growth and success beyond these cities into the wider economy. The report paves the way for the development of a new growth strategy for the North and sets out plans for an economic renaissance in the cradle of the industrial revolution, focussing on Manchester, Liverpool, Leeds, Newcastle and Sheffield – referred to as the Northern Growth Corridor.

The *Making it Happen: the Northern Way* report is to be taken forward by the three Northern Regional Agencies Development (RDAs) and their regional partners. It looks at how the Government is addressing the problems of low demand and abandonment by reviving coalfield communities in the North and Midlands. It considers areas of acute need, where specific initiatives are required to tackle deep-seated problems.



### 3.1.7 Sustainable Communities: Building for the future

This plan provides an action plan to build successful, thriving and inclusive communities in which people want to live and:

- are economically prosperous; have decent homes at a price people can afford;
- safeguard the countryside;
- enjoy a well-designed, accessible and pleasant living and working environment; and
- are effectively and fairly governed with a strong sense of community.

Led by the Government Office for Yorkshire and the Humber, this Regional Plan sets out proposals for implementing the national plan for action, highlighting actions to address housing, planning and neighbourhood renewal issues.

### 3.1.8 Transform South Yorkshire

The South Yorkshire Housing Market Renewal Pathfinder - Transform South Yorkshire - is a partnership between the four local authorities of Sheffield, Doncaster, Rotherham and Barnsley. Once finalized, the partnership's strategy will provide a framework to steer the market renewal programme for the next 10 to 15 years. £71 million in funding has been earmarked for the programme in South Yorkshire to address core issues around housing abandonment, environmental conditions, poverty, poor health and anti-social behaviour.

Within Sheffield, the housing market renewal area has been broken down into three areas. These include “North”: Parson Cross, Shirecliffe, Fox Hill, Firth Park, Shiregreen, Wincobank and Brightside; “East”: Burngreave, Firvale, Attercliffe, Darnall and Tinsley; and “South”: Park Hill, Norfolk Park, Manor Park and Arbourthorne.

Detailed Area Development Frameworks are being undertaken at the neighbourhood level to provide the setting for the development of projects which taken together will deliver transformational change in the housing market. A thematic approach has been used in the development of each Area Development Framework and included the core areas of:

- land and site acquisition;
- access and choice;
- quality and design;
- the development of high quality successful neighbourhoods;
- sustainable homes; and
- a sustainable pattern of neighbourhoods and communities.

### 3.1.9 Advancing Together

Advancing Together is a strategic framework developed by the Yorkshire & Humber Assembly which covers the full spectrum of economic, social and environmental issues and opportunities that face the Region. This strategy works closely with the RES. It is built around six core objectives:

- to develop an advanced economy;
- to provide excellent infrastructure;
- to offer high quality natural and built environments;
- support educated and skilled people;
- provide first class quality of life; and
- have good governance and civic participation.

### 3.1.10 South Yorkshire Action Plan

The South Yorkshire Action Plan was drafted by the Strategic Partnership for South Yorkshire – the South Yorkshire Forum – and works closely with the Objective One programme. In addition to allocating the Single Pot Fund, the Forum also manages other regeneration programmes, including the Single Regeneration Budget and Land Reclamation/Derelict Land Grant Programmes.

The South Yorkshire Action Plan acts as a Sub Regional Investment Plan and ensures that a single set of economic performance priorities are used as the basis to guide future investment decisions – with particular regard to the Single Pot Fund. Single Pot monies are to be invested across three policy priority areas: Urban/Rural Renaissance; Business and Cluster Development; and, Connecting Communities to New Opportunities.

The Forum has adopted six core themes as the basis for co-ordinated action and investment:

- **Theme 1:** Enabling a radical restructuring of the South Yorkshire economic base based on the development of clusters for:
  - cultural and creative industries;
  - high technology manufacturing;
  - advanced producer services;
  - business and financial services;
  - environmental services;
  - biosciences;
  - engineering, manufacturing and metals; and
  - food and drink processing
- **Theme 2:** Unlocking the potential of all South Yorkshire’s communities and ensuring the inclusion of all parties in the region’s economic growth.
- **Theme 3:** Enhancing the competitiveness of businesses in the region, positively stimulating new activity and removing barriers to change.
- **Theme 4:** Achieving a step change in the region’s education, training and skills base.
- **Theme 5:** Ensuring that South Yorkshire develops stronger strategic transport, communications and ICT infrastructures to be internationally competitive.
- **Theme 6:** Creating built and green sustainable environments in urban and rural areas, which meet the expectations of a modern high value economy and provide a distinctive quality of life for residents and visitors alike.

### 3.1.11 South Yorkshire Local Transport Plan

In July, 2001, South Yorkshire produced its Local Transport Plan (LTP). This plan provides a strategy and bid programme for transport provision from 2001 to 2006 and has seven key objectives:

- improve and protect the environment;
- improve transport to areas of poor accessibility and job creation as an integral part of regeneration;
- reduce the need to travel while improving the efficiency of the transport system and sustaining a vibrant economy;
- meet the needs of the socially and physically disadvantaged;
- provide genuine choices of travel mode;
- improve safety for all travellers; and
- maintain infrastructure to ensure the safe and efficient movement of goods and people.

### 3.1.12 SWYMMS

The South and West Yorkshire Multi-Modal Study (SWYMMS) sought to develop recommendations for an integrated and sustainable strategy for the strategic road, rail and water networks in South and West Yorkshire that would:

- reduce congestion on the motorways and A1 in South and West Yorkshire;
- re-establish the primary role of trunk road for strategic traffic;
- facilitate sustainable economic regeneration of depressed areas, especially the Objective 1 status area of South Yorkshire and the Objective 2 status area of West Yorkshire; and
- sustain economic growth in other parts of the study area.

Specific proposals in South Yorkshire include:

- the widening of the M1 between Junctions 31 and 34, with improvements to Junction 33 and widening between Junctions 36 and 37;
- longer term widening of the M1 throughout South Yorkshire; and
- widening of the M18 between the M1 and Junction 1 and between Junctions 2 and 3.

SWYMMS recommended that developments in the vicinity of widened motorways, which would generate large volumes of car trips, would need to be controlled so that newly provided capacity is not eroded. The cost alternative measures identified to increase the capacity across the SWYMMS network relate to:

- Highways Authority (HA) now looking at full four-lane widening from Junction 30-33, with a permanent fourth lane from 33-39;
- limited physical works at some junctions. If necessary extra capacity will be provided in order to ensure that traffic can exit the motorway, but no extra capacity to allow entry to the motorway;
- additional trips on the local highway network and fed onto the motorway; and
- HA no longer looking at variable speed limits, or even permanent lower speeds. That is not to say that these will not be looked at in the future.

Many of the SYMMS recommendations appeared to be in conflict with local planning objectives and re-enforce the apparent inconsistency between the economic and planning/transportation imperatives reflected in the SEZ strategies in South Yorkshire.

### 3.1.13 South Yorkshire Tourism Action Plan

The South Yorkshire Tourism Action Plan is a three-year prioritised plan to be used by the South Yorkshire Objective 1 Programme Directorate to inform decisions about investment in the development of South Yorkshire's tourism industry. Nine strategic objectives for South Yorkshire tourism are proposed, many of which reflect key objectives of the Masterplan study, including "Consolidation and Building on Existing Products", "Exploitation of Emerging Niche Markets" and "Developing Creative and Productive Partnerships". A key strategic aim and priority is to enhance the appeal of the region through renewed investment in the region's environmental and cultural assets.

## 3.2 Selective Sheffield Planning Policies & Directives

As identified above, the importance of the Lower Don Valley at the regional level is significant. It is critical to appreciate that the same importance is given to this area by the City. In fact, the Lower Don Valley is identified as one of Sheffield City Council's four priority investment/regeneration areas. There is a full appreciation of the need to work in partnership with European funding bodies, national and regional agencies, existing local businesses and private developers in an effort to regenerate this area and bring it up to a standard demanded by a premier regional employment area, leisure destination and gateway to Sheffield City Centre.

### 3.2.1 Unitary Development Plan (UDP)

The current UDP was adopted in 1998 and sets the planning policy for Sheffield. It sets out the City's planning objectives and provides a list of preferred, acceptable and unacceptable land uses across a series of areas to meet development needs. The Lower Don Valley Study Area supports five dominant uses, including:

- Flexible Use (with housing permitted) towards Attercliffe Village and south of the canal towards Darnall;
- Flexible Use (without housing permitted) around the Sports & Leisure Hub;
- Industrial across the Central Industrial Area, north of the M1 and Shepcote Lane area;
- Mixed Business & Industry around the Weedon Street/Meadowhall Hub; and
- Regional Shopping Centre at Meadowhall.



UDPs are currently being replaced by Local Development Frameworks (see below) in accordance with new national planning guidance. It is anticipated that the LDF will contain the core statement policies, site-specific policies, Area Action Plans and the Proposals Map, as required by national guidance.

### 3.2.2 Draft Sheffield Local Development Framework (LDF)

The Planning and Compulsory Purchase Act 2004 introduced a new system of plan-making whereby Structure Plans, Local Plans and UDPs will be replaced by a two-tier system of Regional Spatial Strategies (RSSs) and Local Development Framework (LDFs). RSSs will provide strategic planning guidance for the region covering a 15 year period and local planning authorities will be required to prepare a Local Development Framework comprised of Local Development Documents (LDDs). Collectively, these documents are to deliver the Planning Spatial Strategy for the Planning Authority's area.

The draft Sheffield LDF is modelled on many of the objectives of sustainable development and contains five overarching strategic aims. These are to:

- promote and enable development that will contribute to the transformation of the city's economy and bring high and stable levels of economic growth;
- encourage development and environments that allow everyone to benefit;
- protect and improve the environment, safeguarding features that make Sheffield distinctive;
- increase accessibility by improving transport systems and locating development where it would reduce congestion and the need to travel; and
- enhance the quality of life in town and country, and making the city a more attractive place to live, work, invest and relax.

It is the intention that each element of this Masterplan Study will have direct influence on the policies and proposals contained within the draft Sheffield Development Framework.

### 3.2.3 Sheffield City Strategy

Completed in 2003 by the Sheffield First Partnership - the city's Local Strategic Partnership - the City Strategy outlines a plan for the whole City's economic, social and environmental regeneration for the period between 2002 and 2005. The Plan highlights ten "Strategies for Success" to help turn Sheffield



into a creative and innovative producer city that is a "successful, distinctive city of European significance, with opportunities for all". The Sheffield City Strategy puts a high priority on creating the optimal conditions for translating leading edge knowledge into high volume products, namely supporting the Creative Sheffield Vision for an "Innovative Producer" city. Economically, this strategy is underpinned by Yorkshire Forward's Cluster Strategy (see above).

The Lower Don Valley Masterplan can help achieve many of the goals highlighted above, with specific relevance given to the aims of creating a strong economy, attractive successful neighbourhoods, good transport systems, and a diverse cultural and sporting offer that will be well run, sustainable and well regarded.

### 3.2.4 Creative Sheffield: An “Innovative Producer” City

Sheffield is one of eight ‘core cities’ in England, with the aim to work in partnership with Government and other stakeholders to promote the role of cities as the drivers of regional and national economic growth and create internationally competitive regions. Sheffield’s prospectus, *Creative Sheffield*, was launched by Sheffield First Partnership in 2003 and sets out the city’s ambition to sustain its economic recovery by being an “Innovative Producer” city. It highlights practical policy changes and actions intended to ‘make Sheffield a distinctive city in a broader national and international context’, and to thereby increase its contribution to the competitiveness of the sub-region, the region and the UK as a whole.

As reflected in the Masterplan Study, the city’s Vision recognises that its original economic strength was built on innovation and that decline in the steel industry began when innovation stopped. The Vision recognises the need to diversify the city’s economic base away from traditional industry and manufacturing towards other more dynamic and contemporary sectors built around the cross-cutting theme of “innovation.” With successful innovation, its businesses will be able to create a competitive advantage and be more commercially successful.

### 3.2.5 Tourism Strategies

Sheffield has clear aspirations to develop its tourism potential. *The Sheffield Tourism Strategy* (Sheffield City Council, 2003) covers the period 2003-2008. A series of goals to be achieved, include Sheffield to be:

- amongst the UK’s top three locations for major sporting and other events and festivals;
- a top ten UK conference destination;
- a top ten UK urban destination for domestic short leisure breaks; and
- a top ten urban destination in England for foreign leisure visitors to the country

A major challenge identified in the strategy is to improve marketing of the tourism offer, much of which is described as a ‘well kept secret’. Several other sports, leisure and cultural strategies have been completed that will help realise the latent opportunities of some of the city’s greatest assets.

Currently in draft for consultation, Sheffield First Partnership’s ‘*Sheffield: A City Of European Distinctiveness*’ cultural strategy - aims to ensure that ‘culture, sport and leisure make Sheffield a great place for

residents and visitors alike’. The strategy highlights several important assets in the city, including the sports facilities in the Lower Don Valley. The ‘*Sheffield Sports Strategy*’, prepared by Sheffield Hallam University in 2002, also identifies the Valley as an important destination for recreation and sport and builds a case for the importance of sport to the city as a whole. The report assesses sports facilities and participation in Sheffield, and identifies a number of key challenges that need to be overcome. Challenges include improving sports services by current providers in the city; using sport to improve the quality of life – especially in the most deprived neighbourhoods; promoting and developing the economic impact of sport; and maximising the resources available to sport from both sporting and non-sports sources.



### 3.2.6 Other Emerging Initiatives

In addition to the existing and proposed strategies described above, there are a number of very real development projects currently approved and/or underway. Although each of the identified projects are outside the Study Area, in order to achieve the agreed Vision for the city as a whole and avoid competition between projects, all projects must be considered. A complementary relationship should be fostered from the earliest phase possible between the Lower Don Valley Masterplan Study and each of the projects below.

- **City Centre regeneration projects:** Sheffield established an Urban Regeneration Company (“URC”), Sheffield One, to develop a range of key City Centre projects. Projects include:
  - New Retail Quarter
  - City Hall and Precincts
  - Heart of the City
  - Sheffield Station
  - Castlegate

- **Advanced Manufacturing and Materials – The Advanced Manufacturing Park:** A high profile flagship development between Sheffield and Rotherham providing a focus for research-based manufacturing;
- **Creative and Design – The E-Campus:** A new, City Centre campus development to bring together leading digital businesses. The E-Campus will provide an environment to support South Yorkshire's strong indigenous company base in the sector, with specialities including e-learning, software development and games;
- **Public Realm projects:** The City has strongly and successfully promoted the improvement of the "feel" of the City with projects such as the Winter Gardens, the Peace Gardens and the Millennium Galleries;
- **Cross Cutting – The 'Knowledge Starts' Project:** A collaborative project between the City Council and the two universities to accelerate the number and quality of new businesses created from the research and intellectual capital of the Universities; and
- **Cultural Industries Quarter:** Established over ten years ago, the City was a pioneer in developing a focus for the development of its creative industries businesses.

### 3.3 Conclusions

In many respects Sheffield has already been successful at regenerating the city following the decline of its steel industries. However, given the huge reliance that the city had on that industry, Sheffield needs to continue its regeneration process and build further on its recent redevelopment successes. Although diverse in scope and remit, many of the above planning policy documents and regeneration initiatives share a common objective for Sheffield: to raise the city's profile and allow it to prosper/improve its competitiveness in a sustainable fashion, by making it an attractive location to invest, visit or work.

Based on its historic and on-going role as an employment centre and destination for business and leisure uses, the Lower Don Valley must remain a priority area for intervention and action at all levels.

**The Lower Don Valley Vision & Masterplan Study** provides a clear framework within which national, regional and local regeneration aims may be placed. It works closely with existing and emerging documents and strategies – such as the Sheffield Local Development Framework – to provide a focussed long-term plan of action.

In addressing the above regional and local strategy documents the Masterplan seeks to:

- support the principles, direction and intent of Sheffield's core planning policies;
- deliver development projects that meet the objectives of national, regional and local regeneration programmes;
- provide the appropriate setting for new investments;
- address targeted regeneration activity to connect communities to economic opportunities;
- enable improvements to key infrastructure to further economic investment by working within the context of the South Yorkshire local transport plan;
- deliver schemes/programmes that will improve access to major projects including Sheffield Business Park, the Advanced Manufacturing Park at Waverley and other sites/premises being brought forward for economic development across the Lower Don Valley area;
- add to the profile of Sheffield as a centre for manufacturing excellence, new technology and entrepreneurial business development;
- help create a stronger, more defined and complementary tourism and brand identity for both the Lower Don Valley and the City of Sheffield that will strengthen its destination tourism market;
- introduce more sustainable forms of business and residential communities to the Lower Don Valley; and
- connect into the Transform South Yorkshire housing market renewal pathfinder being brought forward to improve housing stock, public realm and community opportunities.