



Author/Lead Officer of Report: Matthew Gregg,
Planning Officer

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Report of: *Laraine Manley, Executive Director of Place*

Report to: *Head of Planning*

Date of Decision: *17th October 2018*

Subject: *Parkwood Springs Draft Masterplan
Supplementary Planning Document public
consultation exercise*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>Culture, Parks and Leisure, Transport and Development, Business and Investment</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Economic and Environmental Wellbeing Scrutiny and Policy Development Committee</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? 290		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

Purpose of Report:

To seek approval to consult the public on the 'Parkwood Springs Draft Masterplan, Supplementary Planning Document', using the consultation methods and in accordance with the timetable set out in this report.

Recommendations:

The [Head of Planning] is recommended to:

Approve the public consultation exercise on the 'Parkwood Springs Draft Masterplan, Supplementary Planning Document' set out in this report and authorise the Forward and Area Planning Team to implement the consultation programme in accordance with the proposed consultation methods and timetable set out in this report.

Note that the outcome of this consultation and any amendments made to the 'Parkwood Springs Draft Masterplan, Supplementary Planning Document' will be the subject of further executive decision making.

Background Papers:

Statement of Community Involvement (2014)

'Parkwood Springs Draft Masterplan, Supplementary Planning Document' (2018)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Paul Schofield</i>
	Legal: <i>Katy McPhie and Andrea Simpson</i>
Equalities: <i>Annemarie Johnston</i>	
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>Laraine Manley</i>
3	Cabinet Member consulted: <i>Cllrs Mary Lea (Cabinet Member for Culture, Parks and Leisure), Cllr Jack Scott (Cabinet Member for Transport and Development) and Mazher Iqbal (Cabinet Member for Business and Investment).</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: <i>Matthew Gregg</i>
	Job Title: <i>Planning Officer</i>
Date: <i>17/10/2018</i>	

1. PROPOSAL

(Explain the proposal, current position and need for change, including any evidence considered, and indicate whether this is something the Council is legally required to do, or whether it is something it is choosing to do)

1.1 **A decision is sought to consult the public on the ‘Parkwood Springs Draft Masterplan, Supplementary Planning Document’ (known hereafter as the “Masterplan”).**

The purpose of the consultation is to:

- obtain feedback on the proposed priorities for Parkwood Springs for the next ten years.
- encourage input from the range of groups and people affected by the proposed Masterplan; and
- establish the vision for Parkwood Springs for the next ten years to be reflected in a final Masterplan for adoption, with input from people who live or work near, or have an interest in Parkwood Springs.

Consultation methods:

- To begin on the 23rd October and last for 6 weeks.
- An exhibition for two days in the Winter Garden in the city centre
- A drop-in exhibition at Shirecliffe Community Centre
- A display at the Parkwood Lantern Parade, date to be confirmed.
- Sheffield News & Designed Sheffield email bulletins
- Posters advertising drop ins at local venues
- Press briefing
- Article in the Local Area Partnership blogs (North East and North West)
- Social Media inc. boosted advertising to reach local residents (e.g. Facebook, Twitter and Instagram)

Background to Parkwood Springs

Parkwood Springs comprises approximately 150 hectares of open space on the south-west facing side of the Upper Don Valley, only one mile from the City Centre (see Plan Appendix 1). It rises steeply above the River Don to 176 metres above sea level, affording stunning views across the city and the Peak District National Park beyond.

Three key features of Parkwood Springs, and their importance to the future, are outlined below.

1. Open Space and the Local Community

Parkwood Springs has long been a prominent feature on Sheffield’s landscape with a diverse range of land uses: a medieval deer park, woodlands, railway, housing, allotments, Victorian cemetery, mineral extraction, landfill, manufacturing, and brick works.

Many areas of the site are open to the public but the quality of the open spaces have, at times, been very poor. In recent years, parts of Parkwood Springs close to the suburbs of Burngreave and Pitsmoor have been improved with a mountain bike trail, footpaths and regular events being held in the local community. Wardsend Cemetery on the banks of the River Don in the northern part of the Parkwood Springs has also seen some significant improvements. Many of the improvements have been led by the community groups “Friends of Parkwood Springs” and “Friends of Wardsend Cemetery” in partnership with the Council. However, large parts of the site are still not meeting the baseline “Sheffield Standard”¹ of being clean, welcoming and signed. One of the main objectives of the Masterplan is to bring all of the open space up to the Sheffield Standard.

2. *The former Sheffield Ski Village*

The fires that destroyed the Ski Village in 2012 (which made up 9 hectares of the site) have left a negative mark on the site. The Ski Village was a much loved attraction and it has produced some of the nation’s most successful Winter Olympians. The Council owns the freehold to the Ski Village.

Since 2012, the Council has been looking at options to bring the former Ski Village back into use as a leisure and recreation facility to complement the wider open space and be the ‘jewel in the crown’ of “The Outdoor City” brand which Sheffield aims to achieve. In 2015 the Council commissioned a study by real estate consultancy Colliers International to look at options for the site and draft business plans. It found that the site, location and market context are all positive features forming the basis on which to create an exciting outdoor activity destination at and around the former Ski Village.

Once the owner of the former Ski Village had relinquished their lease of the site in 2016, the Council as freehold owner invited submissions from the market to deliver a leisure and recreation based attraction. “Extreme Destinations”, an entity which designs, develops and operates large scale action and adventure facilities, jointly with operator “Continuum Attractions”, an entity which develops and operates a variety of visitor attractions, were together announced by the Council as the preferred bidder in December 2017.

The Masterplan looks at ways to support the delivery of the proposed new leisure and recreation based attraction, which is aiming to have both a regional and national profile, by proposing a higher quality public open space around it that offers a range of activities and points of interest and visitor facilities. The aim is to successfully integrate the proposed new attraction at the former Ski Village into the wider Parkwood Springs area.

¹ Sheffield’s Green and Open Space Strategy (2010) – *Clean, welcoming and signed*.
<http://www.sheffield.gov.uk/content/sheffield/home/parks-sport-recreation/open-space-strategy.html>

3. *The Viridor landfill site*

In the centre of Parkwood Springs there is a 36 hectare landfill site owned and operated by Viridor Ltd (see Site Plan Appendix 1). Infilling will end this year² and the site is required to be restored and landscaped by 2020³, following which access to some of the area close to the former Ski Village will be given back to the Council as freeholder, but the majority of the site is owned outright by Viridor and they will have a gas collection network on the site for a number of years. Viridor have a duty to ensure a safe distance is maintained around the gas collection network until the site is fully decommissioned. Wholesale access to this part of Parkwood Springs will not therefore be possible for some years following restoration but discussions have begun with Viridor and all relevant authorities and parties (including the Landfill Access Group made up of local community representatives) to clarify options beyond 2020.

The Masterplan outlines a vision for the whole of Parkwood Springs to align all of the elements: the ambitions of the local communities; the plans by Extreme Destinations and Continuum Attractions; the complicated history of the landfill site; and the needs of a growing city particularly at nearby Kelham Island, Neepsend and Woodside where new homes are being developed or are being planned for.

The vision in the Masterplan is for Parkwood Springs, by 2028, to be the country park in the city providing a valued asset for the local community to feel proud of: a clean and welcoming open space that offers a variety of recreational activities including extreme sports, peaceful walks and a range of events and activities across the whole site. It will be home to a multisport and leisure destination drawing visitors from across the city and beyond.

It will be well connected to the city around it and be the green back-drop for a great place to live and work.

The Masterplan is a Supplementary Planning Document (SPD) which means it supplements the city's current Local Plan, which comprises the Core Strategy; "CS" (adopted 2009) and "saved" policies of the Unitary Development Plan; UDP (1998) (i.e. the UDP policies which were not replaced or superseded by the CS).

Work is currently underway to begin consultation on issues and options for a new Local Plan. There is still some way to go before a new Local Plan is adopted but once it is adopted (expected 2021) the Masterplan will be reviewed.

The Masterplan will specifically supplement Core Strategy policies CS45

² Planning application ref. 05/02877/FUL

³ Revised restoration scheme application ref. 14/04039/FUL

and CS50. Policy CS45 lists Parkwood Springs as one of the priority open spaces in the city to be improved and policy CS50 outlines that Parkwood Springs will be developed into a City Park “over the medium to long term”. Paragraph 9.36 of the supporting text to policy CS50 states that the precise means of delivery and funding for Parkwood Springs will be worked out in a masterplan for the area.

The National Planning Policy Framework explains that the role of supplementary planning documents is to add further detail to the policies in the development plan. They can be used to provide further guidance on particular issues; in the case of the Parkwood Springs Masterplan these relate to the economic, environmental and social issues across the site.

2. HOW DOES THIS DECISION CONTRIBUTE ?

(Explain how this proposal will contribute to the ambitions within the Corporate Plan and what it will mean for people who live, work, learn in or visit the City. For example, does it increase or reduce inequalities and is the decision inclusive?; does it have an impact on climate change?; does it improve the customer experience?; is there an economic impact?)

- 2.1 The Masterplan directly contributes to **Strong Economy and Thriving Neighbourhoods and Communities** in the [Council's Corporate Plan 2015-18](#). It also contributes to the Corporate Plan's aims of **Health and Wellbeing** and **Tackling Inequalities**. The engagement done so far with the local community and other stakeholders, and indeed the proposed consultation, means it will also contribute to being **an In-touch Organisation**.

Getting the Masterplan right for these communities is essential, increasing the likelihood that the Masterplan will contribute to the Corporate Plan priorities in the following ways:

Strong Economy

Parkwood Springs will be a place where people and businesses want to live and work close to – at Woodside, Burngreave, Shirecliffe, Neepsend and Kelham Island. It will do this by making it a place that people want to spend time in.

Within Parkwood Springs itself is the former Ski Village. One of the Masterplan's aims is to support the development of a new recreation and leisure based attraction which will make Parkwood Springs a regional attraction, contributing to the local economy with increased visitor numbers.

Three of the Plan's aims relate to the **Thriving Neighbourhoods and Communities** corporate outcome. Parkwood Springs will be:

- The centrepiece for the local community with the vast majority of the site being free to access.
- A place to enjoy well managed areas of wildlife and geological

conservation and a way to connect with the River Don and its rich heritage.

- Well connected to the city around it, encouraging people to walk and cycle through it to access different parts of the city.

Parks and green spaces serve an essential function in communities, contributing significantly to the **health and wellbeing** of local people. Burngreave and Southey wards have lower rates of activity and higher levels of childhood obesity than the Sheffield average. Providing a better quality, accessible open space at Parkwood Springs will help individuals to take part in physical exercise.

By virtue of its location in the city, Parkwood Springs can contribute to the **Tackling Inequalities** priority by providing quality open space and opportunities for physical activity within communities that are in the top 5 for deprivation in Sheffield (Burngreave and Southey). Also, Burngreave ward has a high BME population at 63.5% compared to Southey (7.7%) and Hillsborough (9.1%) which means Parkwood Springs can offer high quality open space to communities that are often under-represented in sport and physical activity.

3. HAS THERE BEEN ANY CONSULTATION?

(Refer to the Consultation Principles and Involvement Guide. Indicate whether the Council is required to consult on the proposal, and provide details of any consultation activities undertaken and their outcomes.)

- 3.1 As a supplementary planning document the Masterplan is not something the Council is legally required to prepare, but when it does produce an SPD such as this, the Council's Statement of Community Involvement 2014 (SCI) requires the Council to consult the public on the document for a minimum period of 4 weeks.

So far, the Local Planning Authority has already engaged with the Friends of Parkwood Springs, the Friends of Wardsend Cemetery, the Don Catchment Rivers Trust, Sheffield & Rotherham Wildlife Trust, Local Access Forum, Snowsport for Sheffield, Viridor, Extreme, Sport England, British Cycling, British Ski & Snowboard, and the Outdoor Industries Association.

The consultation exercise proposed in this report is the next stage of consultation. All comments received during the consultation exercise proposed in this report will be taken into consideration and where necessary may result in changes to the final version of the SPD which is proposed to be adopted at a later stage.

In addition to complying with its SCI, at a later stage in the process the Council is also required to prepare and publish a statement setting out the persons consulted in preparing the SPD, a summary of the main

issues raised by those persons and how those issues have been addressed in the SPD (“Consultation Statement”). The Council must then seek representations on that Consultation Statement and any SPD it proposes to adopt for a minimum of 4 weeks pursuant to Regulations 12 and 13 of the Town & Country Planning (Local Planning) (England) Regulations 2012) (the **Local Planning Regulations**).

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 An Equality Impact Assessment (**EqIA**) has been undertaken in relation to the proposed consultation exercise. The EIA concluded that how the consultation is promoted and where and how it is held will support and encourage local community engagement. The engagement of the local community should have a positive impact and will inform any further equality impacts regarding the Masterplan before it is presented to Cabinet for approval after consultation.

4.2 Financial and Commercial Implications

4.2.1 Resourcing the consultation will require one member of staff in the Forward and Area Planning team with assistance from officers in Parks and Countryside and City Regeneration Division. Consultation material costs will be met by the CS Revenue section of the Place/City Growth Service, and staff costs will be met by Forward and Area Planning’s Local Plan budget.

4.3 Legal Implications

4.3.1 The SCI requires the Council to consult for a minimum 4 weeks; notify Ward Members we consider will be affected by it; notify registered contacts we consider will be affected by it; make consultation documents available from our principal office (Howden House); make consultation documents available in alternative formats on request; and make consultation documents available on our website. We are proposing to do all of those things and also proposing a longer consultation period of 6 weeks; issuing a press release; arranging special features in local newspapers and local radio; notifying neighbourhood publications; publicising using posters; publicising it as a newsitem on our website and via social media e.g. Twitter, Instagram and Facebook; meetings with representatives of the Friends’ groups in the area; and a questionnaire on Citizen Space. The consultation exercise complies with the SCI.

Whenever the Council carries out consultation the following principles must be adhered to:

- i) consultation must take place when the proposal is still at a formative stage;
- ii) sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response;
- iii) adequate time must be given for consideration and response; and
- iv) the product of consultation must be conscientiously taken into account.

All comments received during the consultation exercise proposed in this report will be collated and reviewed by the Forward and Area Planning Team and where appropriate may result in changes to the proposed version of the SPD which is presented to Cabinet for adoption at a later stage. The proposed consultation exercise will comply with the aforementioned principles of consultation.

Before adopting an SPD, Regulations 12 and 13 of the Local Planning Regulations requires the Local Planning Authority (**LPA**) to prepare a statement setting out the persons it consulted when preparing the SPD, a summary of the main issues raised by those persons and an explanation as to how those issues have been addressed in the SPD. Then for the purposes of seeking representations on the SPD, that statement and the SPD must then be made available for inspection during normal office hours at the LPA's principal office and other locations considered appropriate and be published on the LPA's website, in accordance with Regulations 12 and 35 of the Local Planning Regulations. Accordingly this process will be adhered to at a later date after the initial consultation exercise pursuant to the SCI has been carried out.

5. ALTERNATIVE OPTIONS CONSIDERED

(Outline any alternative options which were considered but rejected in the course of developing the proposal.)

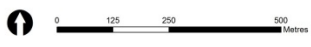
- 5.1 Some of the consultation methods go beyond the essential requirements in the Statement of Community Involvement and so in that sense a consultation exercise employing fewer methods of consultation could have been undertaken and was an alternative option considered. For example the proposed drop-in event in the Winter Garden and targeted Social Media to local residents are not included in the list of activities that the Council **must** undertake when consulting on an SPD. Such methods, however, are very useful in capturing a wider audience from across the city. Given the size of Parkwood Springs and the desire to engage with residents in the most effective way possible the additional consultation methods are considered appropriate.

6. REASONS FOR RECOMMENDATIONS

(Explain why this is the preferred option and outline the intended outcomes.)

- 6.1 The consultation methods outlined above will consult the public in line with the Statement of Community Involvement. The additional consultation options proposed and outlined at paragraph 1.1 above will ensure an appropriate and proportionate level of, and effective means of engagement with the public.
- 6.2 The subsequent preparation of a consultation statement and amended Masterplan will comply with the principles of consultation and the Local Planning Regulations set out at paragraph 4.3.1 above.

Appendix 1 Site Plan



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