



## Report to Policy Committee

**Author/Lead Officer of Report:** Rebecca Maddox/Diana Buckley

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**Report of:** Kate Martin

**Report to:** Strategy and Resources Committee

**Date of Decision:** 21/02/24

**Subject:** *Delivery of the City's Heritage Strategy*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 2587					
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>
n/a					
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>

### Purpose of Report:

Full Council has asked for the Heritage Strategy for Sheffield to be added to the S&R Committee workplan.

The endorsement of Strategy and Resources Policy Committee is requested against the initial actions identified, plus support for exploration into creating and sustaining an SCC Heritage Officer post to help continue this work with the sector.

The Strategy and Resourced Committee is also recommended to formally adopt the Joined Up Heritage Sheffield Heritage Strategy.

**Recommendations:**

Strategy and Resources Policy Committee is recommended to:

1. Adopt the Heritage Strategy appended, as developed by Joined Up Heritage Sheffield.
2. Note the progress already being made in embedding heritage in SCC policy and activity.
3. Endorse the initial Heritage Strategy Action Plan actions identified.
4. Support the exploration of ways to create and sustain an SCC Heritage Officer post to help continue this work with the sector.
5. Note that implementation of the Heritage Action Plan will be monitored over a 12 month period and future reports will be brought to this committee.

**Background Papers:**

*(Insert details of any background papers used in the compilation of the report.)*

Joined Up Heritage Sheffield Heritage Strategy

Proposed SCC Heritage Work Plan

Sheffield Heritage – What it is and why it matters

<b>Lead Officer to complete:-</b>	
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>Liz Gough</i>
	Legal: <i>Tracy Beal/Nadine Wynter</i>
	Equalities & Consultation: <i>Ed Sexton</i>
	Climate: Kathryn Warrington – signed off
	<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	<b>EMT member who approved submission:</b> Kate Martin
3	<b>Committee Chair consulted:</b> <i>Cllr Martin Smith</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 Committee by the EMT member indicated at 2. In addition, any additional

forms have been completed and signed off as required at 1.	
<b>Lead Officer Name:</b>  Rebecca Maddox	<b>Job Title:</b>  <b>Head of Business Development (Culture)</b>
<b>Date: 09/02/2024</b>	

## 1. PROPOSAL

- 1.1 At Full Council on 20/2/23, a motion on "Driving Forward the Heritage Strategy for Sheffield" was endorsed.
- 1.2 The motion outlined the importance of heritage to a flourishing city and resolved to *"ask the Strategy and Resources Policy Committee to add the Heritage Strategy for Sheffield to its work programme and request that, within the next 3 months, the Committee calls upon the Sheffield Heritage Partnership Board to report on progress and co-develop a programme of actions which will drive forward the implementation of the Heritage Strategy for Sheffield."*
- 1.3 The development of an SCC Heritage Action Plan arising from the Sheffield Heritage Strategy was agreed by Full Council, and a draft is attached for approval.
- 1.4 Whilst though there is no statutory requirement to create a Heritage Strategy, it is proposed that the Strategy and Resources Committee agree to implement the aspects of the Heritage Strategy that are relevant to SCC. Sheffield's Heritage Strategy (appended) was developed through Joined Up Heritage Sheffield, a network of heritage organisations in the city, with support from the University of Sheffield.
- 1.5 The Joined Up Sheffield Heritage Strategy vision is that by 2030, Sheffield will come to:
- Understand and celebrate its heritage
  - Champion a diverse heritage reflecting diverse Sheffield
  - Exploit the economic potential of heritage
  - Support the educational value of heritage
  - Strengthen the resonance of heritage with people today, and recognise its relevance to the future
- 1.6 While this vision is designed for all heritage partners to contribute to, SCC clearly has a key role to play – not just through its Planning functions, but in helping to convene, support, enable and advocate around heritage. The attached Action Plan sets out specific areas of work, some of which can be included in current activity, and some of which are additional.
- 1.7 Heritage has been defined as 'Anything that you inherit from the past and value enough to want to hand on to the future'. While is easy to recognise physical heritage like buildings, the definition also includes places in the built and natural historic environment; artefacts, collections, customs and traditions; memories, folklore and stories. The attached document 'Sheffield Heritage – What it is and why it matters' gives further context.
- 1.8 The UK Government has committed to ratify the 2003 UNESCO

Convention for Safeguarding of Intangible Cultural Heritage (folklore, customs, beliefs, traditions, knowledge and language), and a public consultation has just been launched to inform the UK's approach to creating a new register for traditions valued by communities up and down the country. Communities across the UK will be able to nominate their most cherished local traditions to be included in a new register of cultural heritage in the UK.

- 1.9 In Sheffield, intangible heritage includes Sheffield Carols, Sword-dancing, Carnival, traditions of Little Mesters and industry, sporting heritages, outdoor heritage, Robin Hood and much more.
- 1.10 By safeguarding heritage, Sheffield retains its distinctiveness, tells the stories of its citizens, creates economic vibrancy and increases pride of place.
- 1.11 Officers have been meeting with representatives of the Sheffield Heritage Partnership Board and have together developed the proposed Heritage Work Plan. They are also working together to raise the profile and understanding of heritage with Members and Officers; and considering how this important area of work can be appropriately resourced.
- 1.12 There have already been recent positive developments in SCC's approach to supporting heritage in the city. Within Planning and Development Control:
- 1.13 Central Government funded a one-year pilot to develop a Local Listing system in South Yorkshire - which identifies significant local heritage assets, flags their importance within the Planning system, and allows additional protections from demolition to be invoked. They are fairly rare nationally, but an important local tool which allows communities to identify and protect places that are important to them. Hosted by South Yorkshire Archaeology Service, which is based in SCC, the South Yorkshire Local List will be continued as a long-term project, with support from each of the South Yorkshire local authorities.
- 1.14 SCC has also received £100,000 additional funding from the Department of Levelling Up, Communities and Housing to support training and delivery of Conservation Area Appraisals. Conservation Area status gives legal powers to ensure that changes to the built environment are in keeping with the area.
- 1.15 From December 2023, Planning fees have been uplifted which will create additional income for the overstretched Planning team. It is hoped to use this additional income for new staff positions, including to refill a Conservation Officer post which would help to bolster capacity in this crucial area.
- 1.16 These organisational capacity developments to help safeguard the heritage environment have been warmly welcomed by members of Sheffield's Heritage Partnership Board.

- 1.17 The attached Heritage Work Plan sets out some of the ways in which different SCC functions can help to fulfil the Heritage Strategy. However, there is very limited capacity currently to build on the vision in a more holistic and engaging way.
- 1.18 A dedicated Heritage Officer post would create a step-change in the focus and energy which SCC could apply to heritage issues. At present, there is no such post, and officer capacity to support this work is extremely limited.
- Planning staff with a heritage element to their work (e.g Conservation Officer) are fully committed with the technical elements of their role.
  - The Culture team is very small and overstretched.
- A Heritage Officer post has been in place in Nottingham for a number of years.
- 1.19 The endorsement of Strategy and Resources Policy Committee is requested, to explore options for creating and sustaining an SCC Heritage Officer post. The function of the post would focus on organisation, advocacy and action, to include the following functions and tasks:
- Tracking and linking heritage activity within SCC, including promoting the role of heritage within all SCC plans and policies.
  - Developing strong links with heritage funding bodies
  - Fostering links between SCC and community groups to support groups' involvement in the re-use of heritage assets
  - Develop understanding of the environmental benefits of building and material re-use
  - Develop links between the business community and heritage activity
  - Provide outreach to the diverse communities of Sheffield so that a wide range of heritage stories, crafts and places are celebrated
  - Develop stronger links between heritage and the visitor economy, especially in the context of the South Yorkshire Local Visitor Economy Partnership, led by Sheffield, and the new Destination Management Plan.
  - Work with professionals and the community to improve and publicise physical access to heritage activities and sites.
  - Support the development of heritage-based school curriculum materials and projects
  - Identify people in Sheffield involved in red list (endangered) crafts <https://heritagecrafts.org.uk/redlist/> and support them where possible.
  - Convene a marketing group for heritage.
- 1.20 The annual cost of a Heritage Officer post, including 20% oncosts, could range from £45k – £50k depending on grade. The post could be hosted as part of the Culture team in Economy, Skills and Culture.

## 2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The 5th theme of Sheffield's 6 **City Goal Themes** proposes a city: *'Where all our voices are heard equally, and we feel the respect and celebration of each other's histories, heritage and cultures across our city.'*

Adopting the Sheffield Heritage Strategy, supporting the proposed Heritage Work Plan – and the future creation of a Heritage Officer post – will directly contribute to this City Goals theme.

- 2.2 An increased understanding of the city's intangible heritage – oral traditions, performing arts and social practices – will help to celebrate our diverse city and help to make all cultures visible, in line with the **Race Equality Commission** Recommendation 5.
- 2.3 A work programme and officer will contribute to maximising the heritage opportunities within the **Local Visitor Economy Partnership** and **Destination Management Plan**.
- 2.4 By safeguarding heritage, Sheffield retains its distinctiveness, tells the stories of its citizens, creates economic vibrancy and increases pride of place.

## 3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The Joined-Up Heritage Sheffield Heritage Strategy was developed in consultation with over 150 people over 3 years.

This next stage of work, identifying the City Council's role in fulfilling the Strategy, has been developed in partnership with Sheffield Heritage Partnership Board members.

The Economic Development, Skills and Culture Committee Chair, Vice Chair and Spokesperson have been part of the development process, alongside officers from Planning, Economic Development and Culture.

## 4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

### 4.1 Equality Implications

- 4.1.1 A narrow definition of Heritage can be seen as an excluding to some groups in society – but the intention of the Heritage Strategy is to open up and celebrate the heritage of all the city's communities, which is inherently inclusive and values the stories, traditions and special places of all Sheffielders.

While this attitude and way of working needs to be built into all the ways that SCC engages with heritage issues, a dedicated post which includes outreach and relationship-building will enable a much stronger impact.

If agreed, part of the Heritage Officer's role will be to promote good practice in equalities and access issues with partners, and to work with professionals and the community to improve and publicise physical access to heritage activities and sites.

An Equality Impact Assessment is being developed to consider the potential contribution of the strategy and the post towards the Council's duty to advance quality of opportunity and other duties under the Equality Act 2010, and to its own policy commitments. In these terms, an assessment of Sheffield heritage, and the role that people and events have had, applies to several different protected characteristics and equality interests, including Age, Cohesion, Health, Poverty, Race, Religion, Sex and Sexual Orientation.

#### 4.2 Financial and Commercial Implications

- 4.2.1 If Committee supports the exploration of options to create a Heritage Officer post, there could in future be some financial implications for SCC. Match funding may be available from external sources. At this stage, support is requested for the principle of the post, and more work is needed to identify the best way to design and fund a post for an effective length of time.

There are no direct financial implications arising from this report. Further reports will be submitted in future regarding funding options as required.

#### 4.3 Legal Implications

- 4.3.1 The proposed strategy will enable the Council to meet the requirement in the National Planning Policy Framework (2019) to devise a positive plan for preserving and enjoying the historic environment. The actions set out in the Strategy and Work Plan will require further decision making in accordance with the Council's Constitution and the legal implications of each decision will be considered fully at that time.

#### 4.4 Climate Implications

- 4.4.1 Prioritising the re-use rather than demolition and replacement of heritage buildings can make a significant impact on retaining embedded carbon and working towards Net Zero.
- 4.4.2 Climate Impact Assessments will be conducted for projects / initiatives, where required, at the individual project level.

### 5. **ALTERNATIVE OPTIONS CONSIDERED**



- 5.1 Over recent years, SCC has come to value the city's built heritage and distinctiveness through successful developments such as Kelham Island and Heart of the City, as well as community-based projects run by the University of Sheffield like Roots and Futures.
- 5.2 By adopting the Heritage Strategy and Heritage Action Plan, SCC demonstrates support and leadership to maximise the benefits of heritage to the city.
- 5.3 While heritage-positive attitudes and priorities can be built into many areas of SCC's work, we are severely limited by lack of capacity in developing this beneficial area of work.
- 5.4 An alternative approach would be to reject the idea of exploring a dedicated Heritage Officer. If this approach was taken, much of the activity outlined in 1.13 and the Action Plan will either not take place or will happen slowly and in a piecemeal way.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The motion passed by Full Council noted (in summary) that:
- the Heritage Strategy for Sheffield is unique in being a community-led strategy, created from the ground up by grass roots organisations;
  - the aim of a Heritage Strategy is to protect and enhance a city's heritage and invigorate interest and development; believing that Sheffield's heritage is defined in its widest sense including not only physical assets such as historic buildings and structures, archaeological sites, historic townscapes and landscapes, scheduled monuments, registered parks and gardens, but also museums and art galleries and their collections, archives, libraries, public art, natural habitats, people and communities, spoken stories and much more;
  - Sheffield's unique heritage is particularly inclusive, embracing the customs, traditions and skills developed locally, such as the 107 languages spoken, radicalism, anti-slavery campaigning, music, our working men's clubs, and Sheffield as the Home of Football;
  - the importance of Heritage to our city recognises its social, environmental, educational and well-being benefits and its economic potential;
  - the Heritage sector is an important source of economic prosperity and growth with a total GVA (Gross Value Added) of £36bn, supporting over 500,000 jobs nationally.

6.2

By formally adopting the Sheffield Heritage Strategy, Strategy and Resources Committee endorses all the benefits set out above.

6.3

The attached Action Plan sets out a way forward for SCC to fulfil its role and further benefit from the opportunities which heritage offers.

6.4

In order to respond most positively to the heritage agenda, additional officer capacity would be needed to fulfil this potential.