



Report to Policy Committee

Author/Lead Officer of Report:

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Report of: Kate Martin, Executive Director - City Futures

Report to: Strategy and Resources Policy Committee

Date of Decision: 12th March 2024

Subject: Sheffield Growth Framework: Principles and Themes

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| Type of Equality Impact Assessment (EIA) undertaken | Initial <input type="checkbox"/> | Full <input checked="" type="checkbox"/> |
| Insert EIA reference number and attach EIA: 2590 | | |
| Has appropriate consultation/engagement taken place? | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> |
| Has a Climate Impact Assessment (CIA) been undertaken? | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> |
| Does the report contain confidential or exempt information? | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> |

Purpose of Report:

The Council has an ambition to develop a Sheffield Growth Plan for 2024-2035. The purpose of this report is to set out the principles and themes for growth which we are calling the “Growth Framework”. The report is seeking approval of these principles and themes, to enable SCC officers to move onto Phase 2 of the work and develop a full Sheffield Growth Plan 2024-35 using them as its basis.

This report also seeks approval for the process of developing the Sheffield Growth Plan 2024-35, which will be developed for Strategy and Resources Policy Committee’s future consideration by late Summer 2024.

Recommendations:

Strategy and Resources Policy Committee are recommended to:

- Consider and endorse the principles and themes for growth ('the Growth Framework') set out within this report so SCC officers can use them as the basis for the development of a draft Sheffield Growth Plan 2024- 2035 to be produced over Spring/Summer 2024.
- Approve the process, set out within this report, for developing the Growth Plan which will build on the principles and themes of the Growth Framework.
- Agree to receive and consider the draft Growth Plan in late Summer 2024

Background Papers:

| 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. | Finance: Adrian Hart |
| | | Legal: Gemma Beecroft |
| | | Equalities & Consultation: Ed Sexton |
| | | Climate: Mark Whitworth |
| | <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 | SLB member who approved submission: | Kate Martin, Executive Director - City Futures |
| 3 | Committee Chair consulted: | Cllr Tom Hunt |
| 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 SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1. | |
| | Lead Officer Name: Andy Kempster | Job Title: Senior Delivery Adviser |
| | Date: 27/02/24 | |

1. PROPOSAL

1.1 Introduction and Background

1.1.1 Sheffield does not currently have a Growth Plan or external growth 'story' that sets out how it wants to grow, what growth should deliver and how we are going to do it. For a future facing city at a turning point, we need to address this. While the city has managed without one and shown serious progress in recent years (for example, finalising the development of Heart of the City II, supporting with the launch of the South Yorkshire Investment Zone, building partnerships with Homes England for new homes) it cannot fulfil its full potential without having a clear plan for growth over the next ten years.

1.1.2 With the Sheffield City Goals finalised and endorsed by Strategy and Resources Committee in January 2024, and the Council Plan agreed by Full Council in February 2024, key strategic building blocks are now in place for the city's future, making it the right time to turn to developing a new Growth Plan. The Growth Plan will be a Tier 2 strategy and support delivery of the Council Plan (a Tier 1 strategy), contributing to the Prosperity, Planet and People themes. The new Growth Plan will help the city to:

- A) Ensure any new strategies and policy decisions (e.g. employment and skills, transport, local energy plans etc) align to a set of shared ambitions and outcomes, creating consistency and coherence in approach for Sheffield.
- B) Identify where it can build partnerships (local, regional, national and international) to deliver key ambitions.
- C) Provide clear messaging for potential investors and our partners in the city on what Sheffield is trying to achieve and how it will do it - thereby increasing external confidence in Sheffield as a city to live in, run a business and grow.
- D) Provide city direction to the South Yorkshire Mayoral Combined Authority Plan for Growth for future regional investment and priorities for regional growth funding and investment to support Sheffield.

1.1.3 The lack of a plan and growth story to date was acknowledged in the 2023 [LGA peer challenge report](#) to Sheffield City Council, which recommended that a clear narrative was required for the city's regeneration plans. It identified that in '*making a strong and visible connection between the regeneration of the 'place' to meet the needs of the 'people' the council can create greater social value and demonstrate the tangible impact it is making on improving the quality of life of residents.*' A Growth Plan and framework will directly address this recommendation.

- 1.1.4 Having no current growth plan or narrative at present to therefore build upon, SCC officers proposed a two-phase process in which to develop these key documents:

Phase 1 focuses on creating a 'growth framework' and responds to the LGA Peer Review recommendation. The Growth Framework includes:

- a) A set of principles for growth that the council and partners can use to focus growth policies and plans.
- b) A series of place-based themes that strategies and plans will align to and help us (and partners in the city) promote the area to attract people to Sheffield, encourage inward investment and visitors, create jobs and support existing businesses in the area.

- 1.1.5 These principles and themes have been developed following in-depth interviews and focus groups with key stakeholders in the city. The aim of this has been to ensure they reflect as best as possible the needs and aims of partners in the city who will be vital in helping deliver strategies and plans within the plan. These interviews and focus groups mean we have principles and themes that are not simply Council led or created.

- 1.1.6 This report focuses on the outputs of this Phase 1 – the principles and themes for growth for which we are seeking approval of in order for officers to then develop the full Growth Plan.

- 1.1.7 Development of the full Growth Plan will be Phase 2. It will set out in detail how we will deliver against the framework, including actions to be taken over a 10-year period. It will include:

- a. Case studies
- b. Deliverable actions
- c. Strategies to be adopted and delivered
- d. Performance metrics
- e. Communications and a way of presenting the themes to a range of audiences –ie. local to national
- f. Any proposed new ways of working to oversee the delivery of the Growth Plan in the future

1.2 Development of the principles and themes

- 1.2.1 In producing the Growth Framework, we are not starting from scratch. We already have a lot of evidence gathered through the development and city-wide consultation of the City Goals, as well as a wide range of economic research and analysis that has been used to inform the framework. This includes an [Economic Evidence Base for Sheffield](#) which was commissioned to inform the City Goals work, and [statistical](#) and [lived experience](#) data from the extensive first phase of engagement.

1.2.2 We also have the adopted Council Plan 2024-2028 which the Growth Plan will be key in delivering and to which principles and themes need to align. The Growth Plan will be a vital mechanism by which the Council looks to increase prosperity and deliver against strategic outcomes on:

- A creative and prosperous city full of culture, learning and innovation.
- A city on the move – growing connected and sustainable.
- Great neighbourhoods that people are happy to call home.

1.2.3 Finally, we wanted to go further and ensure principles and themes were informed and built on the views of the place. For this reason, we worked with the consultancy Thinkingplace to run engagement with key stakeholders across the city, including the development of a Growth Plan Reference Group to provide feedback throughout the process. Further detail of this is set out in section 3 of the report. This will not be a 'once and done' round of engagement and we want to continue to work with partners in the city through this process.

1.3 Proposed Principles for Growth

1.3.1 We have developed 5 principles that we are proposing as the foundation for our Growth Plan. They will act as a 'test' for new growth strategies, policies and programmes to ensure they align with how we want to grow as a city.

1. **We build on the city's uniqueness and maximise our assets.** As an example, this means harnessing our role as international leaders on Advanced Manufacturing, showcasing the city's entrepreneurs and start-ups, promoting our world-class universities, leaning into our growing set of national events like the MOBO Awards and continuing to be the greenest city in the UK. We need to have more confidence in promoting and building on these assets and use them as drivers of growth. Importantly, this isn't just about conventional economic assets, but also our cultural and heritage ones too.
2. **Fair and prosperous for all.** The more people succeed, the more Sheffield will succeed. We know there are still disparities in outcomes across the city, most notably in levels of employment, health and wages and inclusive growth is vital to addressing these issues, if harnessed in the right way. Strategies and policies shouldn't leave any communities behind: they should enable and support a fair, inclusive and creative local economy. This was a key message from engagement with stakeholders.

3. **We work in partnership together with the community, voluntary, public and private sector to get things done.** There is expertise and passion across the city that needs to be leveraged in order to enable growth. Our strategies need to utilise and work with business and community groups and build on successful partnerships such as the Olympic Legacy Park, with Homes England on our house building, the South Yorkshire Mayoral Combined Authority with the Investment Zone and our communities such as city events and sports and leisure programmes
4. **Foster our dynamic business base and become the UK city for start-ups and scale-ups.** We need to build on being recognised as the ‘Best city to run a start-up’, supporting ‘spin-outs’ from the universities, attracting new companies to the city and helping those businesses already here to scale-up. We need to ensure businesses know that Sheffield is a place where they can grow and will be supported to do so.
5. **Meet our climate ambitions and readiness.** As Sheffield continues to grow and prosper, we must protect and invest in its unique environment and minimise its environmental impact as we prepare for a changing future. However, we need to ensure this isn’t just about setting targets, but ensuring businesses and individuals have the right support as the city transitions to a new lower carbon economy.

1.4 **Themes for growth**

1.4.1 The aim of these themes is to provide a strategic direction under which we set out strategies and plans for growth. They help provide a concise narrative and ambition to which we can align our growth work over the course of the Growth Plan. We have also outlined below what strategies and plans might sit under each theme to help give an initial indication of the practical activities and actions that may sit underneath them. The detail below is not exhaustive. Some activities, such as improving transport infrastructure and housebuilding, will sit under multiple themes for example.

1.4.2 ***Our Economy: Global, Green and Growing***

1.4.3 We have world-class universities, global brands and world-leading businesses in Sheffield, many of which are focused on the green economy and whose continued growth will only serve to support the city and increase our reputation nationally and internationally. Work is already ongoing on the next phase of the Innovation District, the development of an Innovation Spine and delivery of the South Yorkshire Investment Zone and we need to continue to build on this over the next 10 years. This Committee has recently also agreed new priorities of International Partnerships from 2024 and a new Partner City Policy to engage with global markets.

- 1.4.4 We want to be the place to start and/or scale-up a business, harnessing the entrepreneurial spirit that exists within the city. This isn't just about digital and health science, but other areas of the economy like food and hospitality, tourism, social enterprises and cultural enterprise. Our support for a new Innovation Spine, providing places for spin-outs from the universities is an example of this. The Growth Plan should look to consolidate our position as the best place to start a business in the UK and to celebrate and scale-up at pace our considerable successes within some economic markets. We want to make it clear within the plan that where businesses want to grow, we will do what we can to support and help them thrive in partnership.
- 1.4.5 We must also recognise the importance of both physical and social infrastructure that enables and supports a growing economy. As well as transport, energy and other utilities, we should ensure we have people with the right skills to help drive growth. We also need to support people who face barriers to employment, whether that is because of long-term illness or other issues, such as childcare.
- 1.4.6 In practice, we expect the plan to include the following in support of this theme:
- The development of an international strategy to support our already approved Partner City Plan.
 - A new Employment and Skills Strategy, including support for green skills for the future.
 - Partnership working to support the development of the Innovation Spine in the city centre.
 - Approval and then implementation of the city's new Local Plan to support spatial planning for growth.
 - Continued support and partnership working with the Advanced Manufacturing Research Centre, Sheffield Olympic Legacy Park and the Innovation District.
 - Partnership working with the South Yorkshire Mayoral Combined Authority to deliver the Investment Zone over the next 10 years and the benefits that will bring to the region.
 - Provision of business support to help start-ups grow and scale-up.
 - Delivering our Destination Management Plan to support the visitor economy and hospitality in the city.
 - A refreshed Transport Strategy that supports growth and provides connections to key economic districts across the city – connecting residents to jobs and education centres.
 - Linking to the new Health and Wellbeing Strategy to address links between health and the economy, for example the impact of long-term sickness on economic inactivity.

- Food production and sustainable urban food industry strategies to support local sourcing and agri-business.
- A new Business Climate Change Routemap.
- A Local Area Energy Plan that builds capacity to power the city and future growth in a low-carbon way including renewable energy.

1.4.7 *Celebrating and Growing a Vibrant Cultural and Creative Sheffield*

1.4.8 Sheffield is a place with performance, culture and creativity in its DNA. We have the largest regional theatre complex in the UK, we are the Home of Football, we have the English Institute of Sport, we have a musical legacy we are all proud of and a diverse range of communities and cultures that we need to harness and grow. Sheffield is unique in having such a multi-textured and authentic cultural offer encompassing theatre, music, sport, museums, arts and all at a leading and often international level. The successful regeneration of the city centre needs culture and creativity at its heart; it is why people will choose to live, work and study here. This isn't just about creating jobs, new businesses (in line with our ambitions on start-ups) and growing the economy in these sectors, but about being a place where people want to be, visit and enjoy themselves, creating happier, healthier communities.

1.4.9 We expect the plan to include the following in support of this theme:

- A new city Cultural Strategy.
- A plan to deliver and be known for hosting Major international events, building on the success of the UK MOBO Awards, Womens Euros and Eurovision Regional Host City through a new Major Events Commissioning Plan and a diverse and inclusive seasonal events programme, such as Lunar Festival.
- Details on how the City Centre Vision and delivery of Heart of the City II can provide space for more events, hospitality and culture.
- Delivery of the Heritage Strategy.
- The support that is on offer for creative enterprise start-ups.
- As with the economy, ensuring that Sheffield is a great place to visit through the delivery of the Destination Management Plan, supporting tourism and the night-time economy.

1.4.10 *Growing our Neighbourhoods Together*

1.4.11 Sheffield needs to be a fantastic place to both live and work, not just to support growth, but as a condition of it. While some areas of the

city have already seen big positive changes in recent years, we know other areas have not.

- 1.4.12 We want great neighbourhoods that people are happy to call home. This means high quality places, spaces and homes that support a healthier population to enjoy where they live. We need to ensure all can access employment opportunities, housing that works for them, good quality outdoor space, be better connected to other places in the city and feel safe at all times.
- 1.4.13 This will make Sheffield a better place to live for those here and provide an attractive proposition to people and families who want to come to Sheffield to raise a family, for employment and to start a business.
- 1.4.14 We expect the plan to include the following in support of this theme:
- How we will deliver 20,000 homes in the city centre and 36,000 homes across the city in our Housing Growth Delivery Plan.
 - Details of a new Health and Wellbeing Strategy developed by the Joint Health and Wellbeing Board.
 - Plans to deliver major housing sites in partnership with Homes England – such as Moorfoot, Furnace Hill, Neepsend and Attercliffe Waterside.
 - Delivery of further Active Travel infrastructure across the city.
 - How we will improve our blue waterways and infrastructure.
 - How we will continue to improve safety in our city, building on receiving the ‘Purple Flag’ Award for late-night safety for the 11th year running.
 - A nature recovery strategy that supports sustainable growth, biodiversity, ecology and nature resilience.
 - A refreshed Transport Strategy that sets out plans to improve bus and tram patronage and connectedness.
 - Continuing support for District Centres, such as continued delivery of the Gleadless Valley Masterplan and Stocksbridge Towns Fund.
 - Considers our community assets and buildings to support district centres and community services and support.

1.5 Turning the principles and themes into the Growth Plan 2024-2035

- 1.5.1 As this plan incorporates a wide range of activity, continued engagement and consultation will be key to ensuring it is a success and represents activity being undertaken across the Council and city. We are proposing the below actions over the coming months:

March-April 2024 – SCC Officers to develop an initial ‘skeleton plan’, with details of key activities and key metrics for measurement and assessment of performance.

May 2024 – Plan to be tested with Reference Group and key partners and community groups in the city.

June-July 2024 – Consultation with Council Policy Committees before final approval to be taken at Strategy and Resources Committee late summer. There has been a clear steer from Members that engagement should be as wide as possible for the next phase of work.

July/August 2024 – Growth Plan Launch event with key partners, community groups and investors invited to the city. Following this we expect to take the plan on a ‘UK roadshow’ of events and conferences to publicise the work and opportunities in the city

1.5.2 In development of the framework and following feedback from the Reference Group, there are some areas we still need to develop our thinking on:

- A. Ownership of actions and governance – We are seeking to produce a plan that supports partnership working, and as such need to set out what this means in terms of governance.
- B. Joint communications and launch of the plan – We want to ensure we are speaking with one voice with the city and as such need to consider how we do this within our communication of the plan.

We will provide updates and recommendations on these points when the Growth Plan is brought back to Strategy and Resources Committee for final consideration.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 Establishing a framework for Sheffield’s Growth Plan will be a vital step to bring together all our ambitious economic and regeneration strategies to take out to partners, investors, community groups and citizens. This work will give coherency to the Council’s economic and regeneration activity, providing partner organisations and Sheffield citizens with a shared understanding of the city’s plans and how they fit together.

2.2 Developing the Growth Framework and Growth Plan ensures that we are delivering against the commitments made in the LGA Peer Challenge Action Plan.

2.3 The Growth Framework for Sheffield, as the interim step towards the full Growth Plan, will be a significant tool in the delivery of both the City Goals and the Council Plan. In setting out the principles and themes for the city's growth ambitions, it will contribute most strongly towards the 'prosperity' driver of the Council Plan and the strategic outcomes of 'A creative and prosperous city full of culture, learning, and innovation' and 'A city on the move – growing, connected and sustainable'. It will also contribute towards the delivery of the City Goals, in particular Goals within the 'Creative and Entrepreneurial Sheffield' and 'A Green and Resilient Sheffield' stories.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Throughout January and February 2024, Thinkingplace undertook 65 in-depth interviews with stakeholders from the business community, central government, local community and voluntary sector and the culture sector. They also ran 8 Focus Groups with the below groups:

- The Culture Consortium
- Sheffield Property Association
- The Diverse Business Board
- The Chamber of Commerce
- The Community Sector
- The Voluntary and Charity Sector Employment and Skills Group
- Sheffield BID High Street Forum
- Sheffield Digital

3.2 A Growth Reference Group was also created to provide feedback and input at the start and end of Phase 1. As we develop the Growth Plan this Growth Reference Group will continue to meet.

3.3 City-wide engagement from the City Goals and other consultation, such as the Local Plan, have also been used to inform the shaping of the Growth Framework and themes.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 The development and delivery of the Growth Framework and future Growth Plan are expected to have a positive impact on equalities. Engagement on the Growth Framework so far has been diverse and inclusive, with future plans for this to continue and extend further.

A growing city, if harnessed correctly, can provide security, safety and opportunity for all of its residents. One of the Growth Framework's priorities is 'Fair and prosperous for all' in order to reduce disparities in economic and social outcomes as part of a more inclusive economy. By setting this as a priority, it will influence future activity that helps to reduce economic inequalities across the city. The Growth Framework's emphasis on partnership working recognises the needs for partners to work together to maximise the benefits of growth, so the whole is greater than the sum of its parts.

The importance of healthy neighbourhoods under the 'Growing our neighbourhoods together' theme is recognised in the Growth Framework, helping to ensure that growth in the city improves people's lives and acknowledging the role the economy plays as a wider determinant of people's health.

4.2 Financial and Commercial Implications

4.2.1 There are no direct financial implications arising from this report. Resources have been aligned to support the development of the Growth Framework and Growth Plan and have been designated from funding already allocated to SCC from South Yorkshire Mayoral Combined Authority. This was as part of its Feasibility Fund to support the development of a growth plan. Any financial implications related to the delivery of the Growth Framework and Growth Plan will be considered in a separate decision.

4.3 Legal Implications

4.3.1 There are no legal implications arising directly from this report. As the strategies, plans and actions described in the report are developed they 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 The Growth Plan will be an adopted strategy for Sheffield City Council and as such will provide strong strategic direction on activity to address climate change and reduce emissions. It is not possible to accurately quantify the impacts of the high-level principles and themes set out in the initial phase of the Growth Framework, but one of the principles is to 'Meet our climate ambitions and readiness' and one of the three themes of the framework is 'Our Economy: Global, Green and Growing'. These have the potential to have a positive impact on how the city responds to the climate emergency.

4.5 Other Implications

4.5.1 NA

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Do nothing

This was rejected due to the needs of the city, and the need identified in the LGA Peer Review, for a strong and visible statement of ambition that brings together the city's regeneration plans for partners, investors, elected members and citizens.

5.2 Continue with a suite of strategies and action plan with no narrative

This was rejected due to the opportunity to create a coherent narrative across various areas of economic and regeneration activity. In doing so, the narrative can connect the city's growth ambitions, partnerships, investment and community engagement to better support and improve the quality of life of the people of Sheffield.

6. REASONS FOR RECOMMENDATIONS

6.1 Sheffield has ambitious plans for the future of its economy across a range of different policy areas. Bringing this together into a coherent narrative to communicate the city's priorities benefits the city's partners, investors and Sheffield citizens. It helps to identify areas of joint working and investment opportunities and sets out the Council's commitment to the city's prosperity.

6.2 The Growth Framework, as the first vital step towards a Growth Plan, establishes the draft principles and themes for the plan, beginning a conversation with stakeholders about the kind of economy they want to see in the city.

6.3 The Growth Plan will build on this initial engagement, connecting the city's economic and regeneration activity to the wider social and environmental objectives of the Council Plan and the City Goals.

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