

Cabinet

Wednesday 26 September 2012 at 2.00 pm

**To be held at the Town Hall,
Pinstone Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillor Julie Dore
Councillor Harry Harpham
Councillor Isobel Bowler
Councillor Leigh Bramall
Councillor Jackie Drayton
Councillor Mazher Iqbal
Councillor Mary Lea
Councillor Bryan Lodge
Councillor Jack Scott

Chair/Leader of the Council
Deputy Leader/Homes & Neighbourhoods
Culture, Sport & Leisure
Business, Skills & Development
Children, Young People & Families
Communities & Inclusion
Health, Care & Independent Living
Finance & Resources
Environment, Waste & Streetscene

PUBLIC ACCESS TO THE MEETING

The Cabinet discusses and takes decisions on the most significant issues facing the City Council. These include issues about the direction of the Council, its policies and strategies, as well as city-wide decisions and those which affect more than one Council service. Meetings are chaired by the Leader of the Council, Councillor Julie Dore.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday, or you can ring on telephone no. 2734552. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Cabinet meetings. Please see the website or contact Democratic Services for further information.

Cabinet meetings are normally open to the public but sometimes the Cabinet may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

Cabinet decisions are effective six working days after the meeting has taken place, unless called-in for scrutiny by the relevant Scrutiny Committee or referred to the City Council meeting, in which case the matter is normally resolved within the monthly cycle of meetings. Further information on this or any of the agenda items can be obtained by speaking to John Challenger on 0114 273 4014.

If you require any further information please contact committee@sheffield.gov.uk or call us on 0114 273 4014.

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**CABINET AGENDA
26 SEPTEMBER 2012**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest**
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting**
To approve the minutes of the meeting of the Cabinet held on
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Items Called-In For Scrutiny**
 - (a) The Chief Executive will inform the Cabinet of any items called in for scrutiny since the last meeting of the Cabinet.
 - (b) The Chief Executive to report on the outcome of the meeting of the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee on 17th September, 2012 which scrutinised the Cabinet decision of 22nd August, 2012 relating to the Sheffield Bus Agreement.
- 8. Retirement of Staff**
Report of the Deputy Chief Executive
- 9. A City for All Ages - Making Sheffield a Great Place to Grow Older**
Report of the Executive Director, Communities.
- 10. Older People's Accommodation - Stocksbridge**
Executive Director, Communities.
- 11. Proposed Sheffield City Council (Former Steel Works, Stocksbridge) Compulsory Purchase Order**
Report of the Executive Director, Place.

NOTE: The next meeting of Cabinet will be held on Wednesday 17 October 2012 at 2.00 pm

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

A new Standards regime was introduced on 1st July, 2012 by the Localism Act 2011. The new regime made changes to the way that your interests needed to be registered and declared. Prejudicial and personal interests no longer exist and they have been replaced by Disclosable Pecuniary Interests (DPIs).

The Act also required that provision is made for interests which are not Disclosable Pecuniary Interests and required the Council to introduce a new local Code of Conduct for Members. Provision has been made in the new Code for dealing with “personal” interests.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously, and has been published on the Council’s website as a downloadable document at -<http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests>

If at all possible, you should try to identify any potential interest you may have before the meeting so that you and the person you ask for advice can fully consider all the circumstances before reaching a conclusion on what action you should take.

Further advice can be obtained from Lynne Bird, Director of Legal Services on 0114 2734018 or email lynne.bird@sheffield.gov.uk

Cabinet

Meeting held 12 September 2012

PRESENT: Councillors Harry Harpham (Deputy Chair), Isobel Bowler,
Leigh Bramall, Mazher Iqbal, Mary Lea, Bryan Lodge and Jack Scott

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1. APOLOGIES FOR ABSENCE

1.1 Apologies for absence were received from Councillors Julie Dore and Jackie Drayton.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 No items were identified where resolutions may be moved to exclude the public and press.

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting held on 22nd August 2012 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Number 66 Bus Route/Bin Collection – Angram Bank

5.2 Mr Barry Bellamy asked why his questions asked at the last Cabinet meeting held on 22nd August 2012 in respect of proposed changes to the Number 66 Bus Route had not been answered. The response provided by Roy Mitchell of the South Yorkshire Passenger Transport Executive (SYLTE) he believed had been wholly inadequate.

5.3 He further commented that a response to his questions from Councillor Leigh Bramall (Cabinet Member for Business, Skills and Development (including Transport)) had told him what he already knew. A request for a private meeting with Councillor Bramall had not yet been responded to.

5.4 Mr Bellamy believed that, as a 2000 signature petition had been submitted by the residents of High Green in respect of changes to the No. 66 route, residents deserved a fair hearing and this was not the case thus far.

5.5 Mr Bellamy asked a further question regarding bin collections on Angram Bank. He commented that for the last two weeks and as of 12.30pm on the day of this meeting the bins had not be collected on Angram Bank. He therefore asked

whether they would be collected on their due date in the future or if the date would be changed and would this be communicated to local residents?

5.6 In response Councillor Leigh Bramall apologised that no response had been given to a request for a private meeting. This had been because he had been on holiday but he would follow this up now he had returned. Following the last Cabinet meeting he had spoken to the Integrated Transport Authority in attempt to resolve the issue. The issue in relation to access to educational opportunities in Rotherham he believed had now been resolved. He understood that, as a result of the changes, the High Green Action Group were concerned about students having access to Hillsborough College. However, he believed that the changes would result in students only having to walk a few minutes further and would not be a significant hardship.

5.7 In response to the question about the bin collection on Angram Bank, Councillor Jack Scott (Cabinet Member for Environment, Waste and Streetscene) reported that local Ward Members had contacted him to inform him of the problems. Following his investigations he had established that one of the collection wagons had broken down on the due date of collection which had caused the problem. He believed that the problems had now been resolved and requested that Mr Bellamy contact him if this wasn't the case.

5.8 Community Heating Metering Project – Tendering Process

Mr Nigel Slack referred to the report on the Community Heating Metering Project, on the agenda for the meeting, and commented that the report seemed to suggest that the decision to outsource the project had already been taken. As the foundations for the project had been underway for around six years, this had allowed a significant amount of time to examine the possibility of looking at an in house solution. He therefore asked whether the decision to outsource the project had been taken, or whether there was still the possibility of decision to keep the project in house? He also asked which companies had been identified to undertake the project and whether they would be making a profit on the fuel costs?

5.9 In response, Councillor Harry Harpham (Cabinet Member for Homes and Neighbourhoods) reported that such a decision had not yet been taken. As was usual with similar tendering processes he expected between 6-8 companies would tender for the project if a decision was taken to outsource. He also confirmed that any company who undertook the project would not make a profit on the billing of fuel.

5.10 Community Heating Metering Project - Consultation

5.11 Mick Watts asked, in reference to the Community Heating Metering Project, when meaningful consultation would take place with tenants to ensure a fair and reasonable outcome. He further referred to the consultation on target rents for re-let properties and commented that he was surprised that in the current tough economic times Members were consulting on such a proposal which he believed would negatively impact on some tenants.

5.12 In conclusion, Mr Watts highlighted the underspend on the capital programme and commented that Members needed to reach a decision on how to spend that money soon or risk the Government attempting to claw back the money.

5.13 Councillor Harry Harpham acknowledged that it would be advantageous to have extra money in the Housing Revenue Account. However, it was important to gain an understanding on tenants' views on proposals for target rents for re-let properties. Initial conversations that he had had with tenants had been mixed. At the present time tenants could be paying different levels of rents for houses with the same amount of bedrooms depending on a number of factors. If the tenant response was that they did not approve of the idea then that would be dropped. Cabinet were trying to involve tenants more in the decision making process and higher levels of consultation would be a way of achieving that.

6. ITEMS CALLED-IN FOR SCRUTINY

6.1 The Deputy Chief Executive reported that there had been no items of business called in for scrutiny arising from the meeting of the Cabinet held on 22nd August 2012.

6.2 The Cabinet noted the information reported.

7. RETIREMENT OF STAFF

7.1 **RESOLVED:** That this Cabinet :-

(a) places on record its appreciation of the valuable services rendered to the City Council by the following staff in the Portfolios below:-

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
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Children, Young People and Families

John David Else	14-19 Programme Manager	40
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Place

Angela Prime	Assistant Head, Business Services	28
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8. COMMUNITY HEATING METERING PROJECT

8.1 **RESOLVED:** that Cabinet:-

- 8.2 (1) approves the approach set out in this report to install individual property heat metering and implement associated billing arrangements at the Council's community heating sites and set the Community Heating charges; and
- 8.3 (2) delegates to the Director of Housing, Enterprise and Regeneration and the Director of Commissioning, Communities authority to put in place detailed arrangements to implement the matters approved in (1) above as follows:-
- 8.4 (a) the Director of Housing, Enterprise and Regeneration is authorised to finalise procurement processes and evaluate tenders on such terms as he considers appropriate;
- 8.5 (b) the Director of Commissioning, Communities is authorised to conduct a consultation programme, set the Community Heating charges (in accordance with the arrangement set out in the HRA Business Plan and the budget setting process for 2013/14) and make proposals to leaseholders and freeholders affected by the changes on such terms as he considers appropriate;
- 8.6 (c) the Director of Housing, Enterprise and Regeneration and the Director of Commissioning, Communities are each individually authorised generally to take such further steps within the scope of their own service areas as they consider appropriate to progress the Community Heating Heat Metering Project, or to safeguard the Council's interests in relation to it;

Provided that:-

- 8.7 (i) the Director of Housing, Enterprise and Regeneration and the Director of Commissioning, Communities must, where appropriate, exercise this delegated authority in consultation with the Cabinet Member for Homes and Neighbourhoods, the Cabinet Member for Environment, Waste and Streetscene, and each other; and
- 8.8 (ii) further Cabinet approval must be obtained prior to the letting of any contract or contracts for the installation heat metering, controls and payment equipment, and any associated billing and communication services connected with these.

8.9 **Reasons for the Decision**

- 8.9.1 Installing heat meters will enable households served by community heating to have the same facility to control their heating costs and comfort levels as households with individual boilers. This will also support the wider Council strategy to modernise community energy provision, reduce environmental impacts and fuel poverty, and is recommended as a fairer way to control heating costs.
- 8.9.2 Officers working on this modernisation programme are recommending a full roll out of the next generation of heat metering and billing arrangements. Initially a

pilot ahead of a full roll-out had been considered however, the procurement of a larger contract was assessed as representing better value for money.

8.10 **Alternatives Considered And Rejected**

8.10. **Option 1 ‘Do Nothing other than modernise existing metered sites’:**

1 An alternative approach to maintain the current heat metered sites was also considered. This would have the advantage of keeping an arrangement that households are currently used to, and it would have reduced the capital costs required for metering as only the older metered sites would have required investment. Feedback from tenant meetings was strongly in support of metering to help households reduce bills so this option would not provide households with an opportunity to do this or for the associated reductions in carbon emissions to be achieved.

8.10. **Option 2 ‘ Introduce heat meters, but with an initial pilot’:**

2 This approach was initially thought to be a strong option as it would allow for equipment to be tested, and for the effects on bills to be assessed before a wider roll out. The assessment of this option however, was that we would gain better competitive interest from the market for a full roll out. The scale of the programme would achieve better unit prices, and the cost of the billing and communication equipment would be spread over a larger number of installations. In addition, it was felt that the pilot process would have extended the programme too long, when feedback was generally in support of metering. The recommended approach for a full roll out is similar to that adopted in other cities which have switched to full heat metering. It will however, be possible to allow for a review period within the install programme to adjust any details, and in particular to ensure communications with affected households is effective in minimising any negative impacts from these changes.

9. **REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2012-13 (MONTH 3)**

9.1 **RESOLVED:** That Cabinet:-

9.2 (a) Notes the updated information and management actions provided by this report on the 2012/13 budget position.

9.3 (b) Approves the carry-forward requests as detailed in paragraph 10 within the Children Young People and Families section.

9.4 (c) In relation to the Capital Programme:

(i) the proposed additions to the capital programme listed in Appendix 1, including the procurement strategies and delegations of authority to the Director of Commercial Services or Delegated Officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;

- (ii) the proposed variations in Appendix 1; and note
- (iii) that there were no variations approved by Directors under their delegated authority;
- (iv) the Emergency Approvals in Appendix 1.
- (v) the latest position on the Capital Programme

9.5 **Reasons for the Decision**

- 9.5.1 To formally record changes to the Revenue Budget and the Capital Programme and gain Member approval for changes in line with Financial Regulations and to reset the capital programme in line with latest information.

9.6 **Alternatives Considered and Rejected**

- 9.6.1 A number of alternative courses of action are considered as part of the process undertaken by Officers before decisions are recommended to Members. The recommendations made to Members represent what Officers believe to be the best options available to the Council, in line with Council priorities, given the constraints on funding and the use to which funding is put within the Revenue Budget and the Capital Programme.



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Deputy Chief Executive

Date: 26th September 2012

Subject: Staff Retirements

Author of Report: John Challenger, Democratic Services

Summary: To report the retirement of staff across the Council's various Portfolios

Recommendations:

Cabinet is recommended to:-

- (a) place on record its appreciation of the valuable services rendered to the City Council by members of staff in the various Council Portfolios and referred to in the attached list;
 - (b) extend to them its best wishes for the future and a long and happy retirement; and
 - (c) direct that an appropriate extract of the resolution now made under the Common Seal of the Council be forwarded to those staff above with over twenty years service.
-

Background Papers: None

Category of Report: OPEN

REPORT TITLE: RETIREMENT OF STAFF

1. To report the retirement of the following staff from the Council's Service and to convey the Council's thanks for their work:-

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<u>Children, Young People and Families</u>		
Margaret Gray	Senior Teaching Assistant Level 3, St Mary's Catholic Primary School	20
Joyce Spooner	Supervisory Assistant, Arbourthorne Community Primary School	23

2. To recommend that Cabinet:-

- (a) place on record its appreciation of the valuable services rendered to the City Council by the above – mentioned members of staff in the Portfolios stated :-
- (b) extend to them its best wishes for the future and a long and happy retirement; and
- (c) direct that an appropriate extract of the resolution now made under the Common Seal of the Council be forwarded to those staff above with over twenty years service.



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Richard Webb, Executive Director Communities (sponsor)
John Mothersole, Chief Executive
Simon Green, Executive Director Place
Laraine Manley, Executive Director Resources
Jane Ludlam, Executive Director Children, Young People
and Families

Date: 26 September 2012

Subject: A City for All Ages:
Making Sheffield a great place to grow older

Author of Report: Julia Thompson, Strategic Commissioning Manager

Summary:

The 'city for all ages' Framework (**Appendix A**) proposes an ambitious 'active ageing' vision to make Sheffield a great place to grow older:

'Sheffield will be a city for all ages in which people live healthy, active, independent lives and enjoy everything the city has to offer'

The framework complements the Joint Health and Wellbeing Strategy by looking at improving some of the more tangible issues which undermine our aspiration to be an age-friendly city.

A 3 month public consultation is planned to begin on the 1st October to coincide with Older People's Day. Following this the strategic framework and actions will be finalised.

A Board has been convened to lead and advocate Sheffield's approach to active ageing and to scrutinise progress in implementing the framework.

Recommendations:

That Cabinet:

- Confirms its commitment to making Sheffield an age-friendly city and endorses the strategic approach set out in 'city for all ages'
- Authorises a 3-month consultation exercise to gain public endorsement for the approach and to develop further with partners the key priorities for action

- Delegates responsibility for finalising the Sheffield's city for all ages action plan to the Executive Director for Communities (in consultation with the Cabinet Member for Health, Care and Independent Living, Cabinet Member for Culture, Sport and Leisure and the Chair of the City for all ages Board).

Background Papers:

- A city for all ages: making Sheffield a great place to grow older
- Sheffield's [Joint Health and Wellbeing Strategy](#)
- [National Dementia Strategy, 2009](#)

Category of Report:

Open

Statutory and Council Policy Checklist

Financial implications
NO
Legal implications
NO
Equality of Opportunity implications
YES Cleared by: B Coukham
Tackling Health Inequalities implications
YES
Human rights implications
YES
Environmental and Sustainability implications
NO
Economic impact
YES
Community safety implications
YES
Human resources implications
NO
Property implications
NO
Area(s) affected
Relevant Scrutiny Board if decision called in
Health and Community Care Scrutiny Committee
Is the item a matter which is reserved for approval by the City Council?
No
Press release
NO

1.0 INTRODUCTION

- 1.1 The 'city for all ages' framework (Appendix A), sets out a vision for the future of the city where individuals, society and organisations respect and meet the needs of people throughout their lives:

'Sheffield will be a city for all ages in which people live healthy, active, independent lives and enjoy everything the city has to offer'

- 1.2 The framework proposes an 'active ageing' approach to develop an 'age-friendly' Sheffield where people are able to maximise their physical and mental wellbeing at every stage of their lives. Evidence shows that focusing on improving wellbeing throughout life can improve the likelihood of people enjoying better health in their older years. The active ageing approach applies to all ages of people, ensuring we have a flexible approach which aims to improve the outcomes for both current and future generations of people in the Sheffield, extending healthy years of life and valuing the contribution that 'older' people play in the city.
- 1.3 It also describes the key areas where public, private and voluntary sector partners in Sheffield must lead and support fundamental strategic changes to make Sheffield an age-friendly city.
- 1.4 There is a clear relationship between this work and the aspirations of Health and Wellbeing Board as set out on the [Joint Health and Wellbeing Strategy 2013-18](#) (JHWS). The JHWS establishes an explicit focus on the need to address the wider determinants of health in Sheffield to make a real impact on improving the health and wellbeing of people in the city. This means addressing some of the 'causes of the causes' of poor health, such as poverty, poor housing, worklessness and low educational attainment. The JHWS makes clear that Sheffield's health and wellbeing system needs to change to improve wellbeing and make the system affordable and capable of meeting the needs of future generations. This means focusing on preventing wellbeing problems occurring in the first place; intervening early to stop problems getting worse; supporting people to be as independent as possible at all stages of life and reducing the need for acute hospital and residential care services. The aspirations in the Sheffield: A city for all ages framework complement and contribute to the wider aspirations in the JHWS but focus on improving some of the more tangible, physical, social and economic issues which currently undermine our aspiration to be an age-friendly city.
- 1.5 A public consultation on 'a city for all ages' is scheduled to be launched on the 1st October to coincide with Older People's Day and will take place for 3 months. Following this consultation the strategic framework and actions (at individual, organisational, city-wide and city region level) will be finalised.

2.0 BACKGROUND

- 2.1 Work on the Framework began in late summer of 2010 when a population survey was conducted which asked a random sample of people of all ages questions about growing older to understand the issues which most concern people and what people aspire to in their older age. The survey delivered a whole range of findings, particularly in comparisons between the expectations of current 'older' people and future 'older' people. In short, people expressed that their main priorities for their later years (in addition to good health) were having enough money to get by, being able to live independently in their own home, being active and able to travel and being able to get around to see family and friends.
- 2.2 In 2011 further progress was made by building on this body of intelligence. The New Economics Foundation 'Five Ways to Wellbeing' were used to structure a gap analysis which was then supplemented by additional information collected from professionals, consultation with older people and national research covering what we already know about older people and active ageing.¹
- 2.3 This material was used as the basis of discussion at an event held on the 23 February 2012 involving over 50 delegates to articulate the strategic vision and define priorities. From this, five themed areas were proposed:
- Where I live (physical environment and infrastructure)
 - Part of the community (networks and inclusion)
 - Finance, employment and learning for life
 - Better health and wellbeing
 - Excellent care and support
- 2.4 During spring and summer 2012 several informal consultation meetings have been held with members of the community as well as with strategy and stakeholder groups to raise wider awareness of the principles of active ageing and to discuss the themed approach.
- 2.5 A Reference Group which includes a cross section of the city's population has been convened to provide a focal point for citizen engagement and dialogue. The Reference Group have helped to shape the draft Sheffield: a city for all ages framework. Its influencing role on delivery will be reviewed and expanded following the conclusion of the consultation when the framework is finalised.

¹ New Economics Foundation (2011) *Five Ways to Wellbeing: new applications, new ways of thinking*. http://www.neweconomics.org/sites/neweconomics.org/files/Five_Ways_to_Wellbeing.pdf

3.0 GOVERNANCE

- 3.1 Strong leadership and governance will be essential if we are to make a real difference and make Sheffield an age-friendly city. There are clearly some things which the city's partner organisations can actively do now, but the framework recognises that being an age-friendly city is a long-term ambition which requires a fundamental shift in the way that everyone in Sheffield makes decisions and acts. There is a clear need for high level strategic leadership to advocate, to challenge and to influence the city to become more age-friendly.
- 3.2 A Board has been established, chaired by Professor Alan Walker, and includes 2 Council Members, Sheffield City Council Directors, partners from Sheffield First Partnership and Health and Wellbeing Board representation.
- 3.3 The Board will:
- Lead Sheffield's approach to becoming an age-friendly city,
 - Provide rigor and challenge in the delivery of Sheffield's age-friendly city's implementation plan
 - Be Sheffield's advocates of active ageing, championing our drive to being an age-friendly city and the opportunities which demographic change brings to society, the economy and the city as a whole
 - Challenge age discrimination and encourage a positive attitude to ageing and wellbeing in Sheffield.
- 3.4 Discussions are taking place with Sheffield Executive Board in order to secure broad involvement across all sectors including economic and commercial. **It is proposed that the final version of the framework following consultation will be endorsed as a city strategy.** From Sheffield City Council's perspective, the Executive Directors from each portfolio area will jointly lead on the 'city for all ages' Framework, demonstrating the need for holistic commitment and focus from across the Council.
- 3.5 A diagnostic tool is also being developed to assess the extent to which Sheffield is an age-friendly city. This will establish the current baseline (against WHO's age-friendly cities policy framework), and help to identify specific targets and high level indicators to monitor progress. These will be used to assess how effective the approach is to making Sheffield an 'age-friendly city'.

4.0 CONSULTATION

- 4.1 The formal consultation period will begin on the 1st October 2012 (International Older People's Day) and will last 3 months. The Reference Group have been fully involved in designing the consultation including identifying the main groups with whom we need to consult, the barriers

which may be encountered and how these can be overcome. There are existing mechanisms for involving people and a core of third sector organisations have been identified who are willing to assist in engaging with customers/service users. People of all ages will be actively engaged in the consultation as the concept of a lifecourse approach is fundamental to the framework.

4.2 Many people have already participated in earlier consultation opportunities about this work and their contributions have fundamentally informed the content of the Sheffield: A city for all ages framework. The emphasis for the public consultation to commence in October will be on the following:

- ensuring that from the public's perspective we have now identified the right priorities for achieving the greatest impact on people's experience of ageing in Sheffield
- engaging in dialogue with delivery partners to establish what they will do to help the city deliver change

4.3 The consultation methodology used will vary depending on the individuals or groups which are being consulted and a range of opportunities to feedback will be given, including face to face and online contact with individuals.

4.4 Links will be created with other consultation/involvement processes which have taken place over the summer to ensure that issues or actions which relate to Sheffield: A city for all ages have been captured and addressed.

4.5 The outcome of the consultation will be used to finalise the framework and agree key priorities for action. Implementation will commence February 2013 and will be overseen by the Sheffield: A city for all ages Board.

5.0 FINANCIAL IMPLICATIONS

5.1 No financial implications have been identified at this stage. The framework is intended to improve the effectiveness of existing investment to improve wellbeing and to reduce demand on long term care and support.

5.2 The focus of the age-friendly cities framework is, alongside the Joint Health and Wellbeing Strategy (JHWS), to improve the long-term wellbeing of the city. This includes the long-term financial sustainability of the city's services, in particular health and social care services. As projections have shown (for example: the Barnet 'Graph of Doom' and the LGA's recent financial projections for local authorities), increased

longevity has the potential to have a financially unviable level of increased demand for health and social care services.²

- 5.3 Therefore, the emphasis placed on improving wellbeing across the lifecourse, preventing health and wellbeing problems occurring and reducing demand for acute care has mutual benefits for the health and wellbeing of individuals and major financial implications for the long-term sustainability of the city's organisations.

6.0 LEGAL IMPLICATIONS

- 6.1 No legal implications have been identified in connection with the framework.

7.0 HUMAN RESOURCES IMPLICATIONS

- 7.1 No human resource implications are associated with the framework.

8.0 ENVIRONMENTAL AND SUSTAINABILITY IMPLICATIONS

- 8.1 It is not anticipated that there will be any negative impact upon the environment caused by these proposals.

9.0 EQUALITY OF OPPORTUNITY IMPLICATIONS

- 9.1 An Initial Equalities Impact Assessment (EIA) has been completed **(See Appendix B)**
- 9.2 The involvement exercise will:
- Follow good practice to ensure it is accessible and representative.
 - Monitor engagement with protected groups throughout the process, and address gaps where required
 - Carry out equality monitoring of responses where appropriate.
 - Carry out equality analysis of findings/key themes/issues etc, by protected groups where appropriate.
- 9.3 The EIA concludes that the issues to be considered as part of the involvement exercise do not adversely impact our statutory equality or human rights duties

10.0 RECOMMENDATIONS

It is recommended that Cabinet:

² LGA (2012) *Funding outlook for councils from 2010/11 to 2019/20*, http://www.local.gov.uk/c/document_library/get_file?uuid=01a7770d-ed32-4bac-ae43-8fb4090e5d65&groupId=10171

- Confirms its commitment to making Sheffield an age-friendly city and endorses the strategic approach set out in 'Sheffield: A city for all ages '
- Authorises a 3-month consultation exercise to gain public endorsement for the approach and to develop further with partners the key priorities for action
- Delegates responsibility for finalising the Sheffield's city for all ages action plan to the Executive Director for Communities (in consultation with the Cabinet Member for Health, Care and Independent Living, Cabinet Member for Culture, Sport and Leisure and the Chair of the City for all ages Board).

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A city for all ages: making Sheffield a great place to grow older

Foreword

We are delighted to commend this new framework for a city for all ages. Sheffield is one of the first cities in the country to adopt such a comprehensive strategic approach to ageing. We already have one of the largest proportions of older people compared to other major cities in the UK and, in the coming decades, this will increase further. Everyone should be happy about the fact that people are living longer on average, but this does present challenges that must be addressed. That is what this framework is about.

Ageing was one of the three ‘grand challenges’ identified by the last Government and it is something that affects all of us. From before the point of birth we are all ageing until death. Rather than seeing this life long process as leading inevitably to loss of function and frailty, this framework builds on the latest research evidence which shows that how we experience old age is determined largely by factors that occur at earlier stages of the life course such as employment, living standards, housing and environment. This means that we can all take action to try to maximise the chances of active and healthy ageing and, therefore, a high quality of life in old age. The framework is also the product of extensive consultations with local people and groups, including older people who told us what they value about their lives and their communities.

Although there is much that individuals can do for themselves we will not succeed in achieving the goal of active ageing for all unless the whole city is involved. **So, the framework shows how the key participants – people, organisations and the city – can all play their parts in achieving the best outcomes for all of us as we age. This will also make the city a better place to grow up and grow old in. In fact, we aspire to be the most age-friendly city in the country.**

As well as taking a life long approach to ageing and emphasising the key role of prevention in the creation of active ageing, this framework includes all generations. In other words the issue of ageing is a matter for *all ages*, not just older people. It is in the interest of all generations that the ageing process results in the most positive outcome: that ill-health, loss of function and frailty are pushed as close to the end of life as possible. Therefore all generations in the city have an equal stake in this framework and all must be involved in its implementation if it is to succeed.

Over the coming months we will consult with the major stakeholders in the city on how this ambitious framework can be implemented. There will also be a reference group of local people and community organisations to review progress and help to identify the key priorities.

Please join in and help us to make Sheffield the age-friendliest city.



Councillor Mary Lea
Cabinet Member for Health, Care and
Independent Living,
Sheffield City Council



Professor Alan Walker
Professor of Social Policy & Social
Gerontology,
University of Sheffield

An age-friendly Sheffield

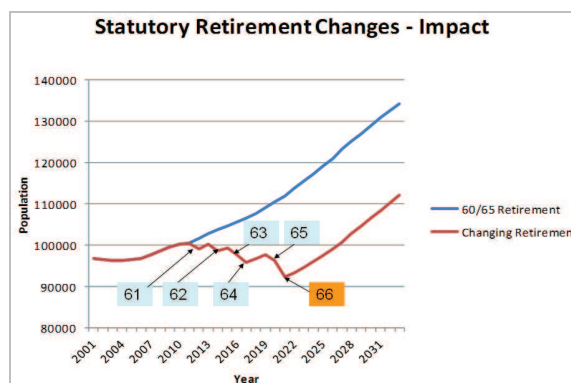
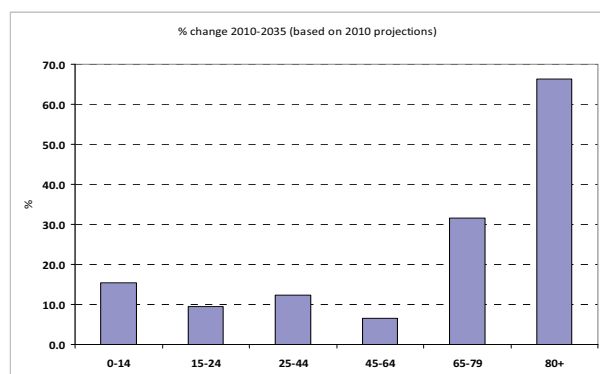
Ageing society: a cause for celebration

Ageing is one of the major demographic changes affecting the world in the 21st Century. It is caused by a combination of falling birth rates and rising longevity.

While there are now over 7 billion people on the planet, birth rates across the world have declined over the last century, but improvements in health, lifestyles and living standards have meant that people are generally living much longer.¹ People aged over 60 are the fastest growing age group and by 2050, over 2 billion people worldwide will live into their seventh decade.²

This is something we should celebrate. It is a **triumph** for human social and economic development which now means that of children born in the UK in 2011, 1 in 3 girls and 1 in 4 boys are likely to live to be 100 or more.³ It is a major achievement and represents a great opportunity for Sheffield with people living longer, healthier lives and able to play key roles in our communities, our society and our economy.

Sheffield already has a larger proportion of older people than most of the major cities in the UK, and in the last 10 years, the number of people aged over 85 in Sheffield increased by **139%**.⁴ Over the coming years, that proportion is expected to rise still further with the number of people aged over 85 seeing the greatest increase: there are now 11,800 people in the 85+ age group, but by 2020 this will have increased to 15,000 and by 2030 it will be around 21,000.



Older people are not and never have been a homogeneous group, and will become increasingly diverse over the coming decades. Reflecting changes in the whole of Sheffield's population, future generations of older people will include more BME older people, and more lesbian, gay, bisexual and transgender people. Those classified as 'older' range from people in their 50s to those over 100. Older people both now and in the future will have an important role to play in the economic, social and cultural success of the city. As the statutory retirement age changes, people will have longer

¹ UN (2009) *World Population Ageing*, December 2009, p1
http://www.un.org/esa/population/publications/WPA2009/WPA2009_WorkingPaper.pdf

² UN (2009) *World Population Ageing*, December 2009, p10
http://www.un.org/esa/population/publications/WPA2009/WPA2009_WorkingPaper.pdf

³ DWP (2011) *Differences in Life Expectancy between those aged 20, 50 and 80 in 2011*,
http://statistics.dwp.gov.uk/asd/asd1/adhoc_analysis/2011/diffs_life_expectancy_20_50_80.pdf

⁴ Sheffield First Partnership (2012) *State of Sheffield 2012*, p7 <https://www.sheffieldfirst.com/key-documents/state-of-sheffield>

working lives, are more likely to have multiple careers and be keen to retrain and gain new skills to remain in employment.

However, with increased longevity comes the increased potential for poorer health and frailty, and currently, the 85+ age group tends to have the highest health and social care needs. For example, dementia rates in the adult population increase dramatically in advanced old age, and currently around one in six people over the age of 80 have dementia (Alzheimer's Society, 2012). There are also significant differences between the least and most deprived groups of older people Sheffield including significant differences health and life expectancy.

A city for all ages: why is it important?

All people are ageing from (or before) birth and therefore, ageing affects everyone. But, **'age' itself is not the issue:** in a diverse city, people's life experiences vary significantly and the impact of some of the city's major challenges, such as poverty, can mean that some communities in Sheffield feel 'older' at very different ages.

When thinking about 'growing older' or 'older people', organisations and society as a whole too often just focus on health and social care issues, suggesting that older people are all dependent on these services. Clearly, this is not the case – in fact, the majority of people in Sheffield enjoy their older years and have very little involvement with Council or NHS care services.⁵ People have a huge range of opportunities to have an active, fulfilling life in Sheffield and we want all people in the city to have the same high expectations of what they can do, achieve and contribute throughout life.

As different generations become 'older', expectations, needs, preferences and life experiences will vary considerably. Imagine the different life experiences of an 85 year old person in Sheffield today and someone who will be in their 80s in 30 or 40 years' time. Children, young people and those of working age today will at some point become 'older' and each generation will be different from the next, with differing experiences of accessing and consuming services, using technology and obtaining the products and services they need. Society today is more mobile and people are more likely to travel and less likely to stay in their place of birth than has ever been the case in the past, with the result that families and friends are often dispersed across the country and the world.

[Sheffield's City Strategy](#) sets out our ambition to be an inclusive, sustainable city where all generations are valued and the city's environment, communities and services are protected for future generations to use. We have to be realistic and acknowledge that we are living and working through difficult economic times and for the foreseeable future, public services are going to have significantly less money to spend while the demand for some services is increasing. Sheffield already spends too much money on high end or 'acute' health and social care services such as hospitals, special schools, out of city placements, and children's care homes. Levels of emergency hospital admissions and inappropriate attendances at A&E in Sheffield are significantly higher than the national average and we have longer waiting times for social care assessments than the national average, with a high proportion of assessments taking longer than three months.⁶ Similarly, Sheffield

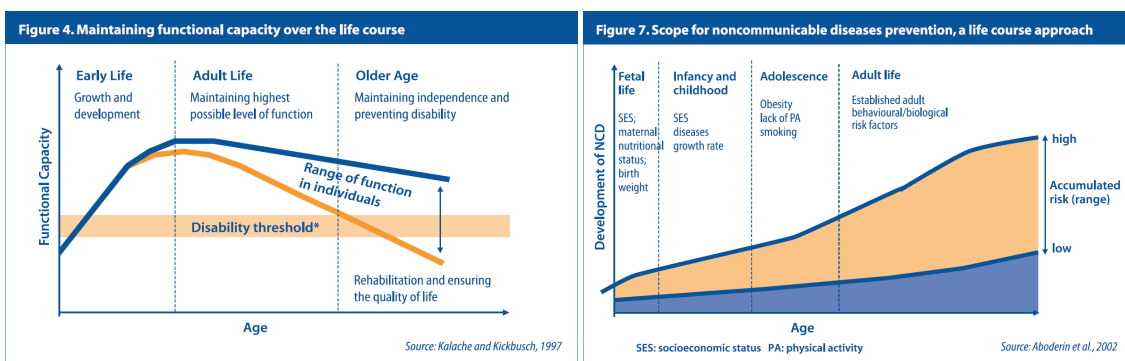
⁵ The Audit Commission's report '[Under Pressure: Tackling the Financial Challenge for Councils of an Ageing Population](#)' indicates that nationally, 85% of older people don't use council care services but "they may use other services such as housing, leisure and adult education" which are essential to keep people active, empowered and independent (Audit Commission, 2010). In Sheffield, only 34% of people aged over 85 use social care services.

⁶ Sheffield Health and Wellbeing Board (2012) *Joint Health and Wellbeing Strategy 2013-18*, <https://www.sheffield.gov.uk/dms/scc/management/corporate-communications/documents/care-health-wellbeing/health/Joint-Health-and-Wellbeing-Strategy0/Joint%20Health%20and%20Wellbeing%20Strategy.pdf>

already spends an unsustainable amount of money on high level older people’s care and support services.

As the population ages, the city will not be able to afford to carry on doing the things we have always done in the way we have always done them. Nobody wants to be ill or spend years needing care and support in later life, and they should not expect to have to do so. Ill health and disability are not inevitable in later life. **Ageing is much more adaptable than people think.** It can be changed, shaped or adjusted by how a person lives their life, the choices they make, the services they access, and the way the surrounding physical, social and economic environment impacts on them. Therefore, problems such as poverty, low incomes, low levels of qualifications, smoking or drinking too much do significantly increase the chances of poor health and wellbeing in later years. But the wider environment also plays a major part in a person’s wellbeing so poor quality housing, living in neighbourhoods which feel unsafe or have poor transport connections and no sense of ‘community’ can lead to loneliness and isolation, and lead to people feeling ‘older’ than in areas where the environmental quality is better.

Whilst challenging, **this is a major opportunity** because it means that there are things we can do in lots of different areas to reduce the risk of ill-health at all stages of life and increase the chance of people having healthy, fulfilling later years. It also represents a significant opportunity for Sheffield, with people making positive contributions in social, economic, cultural, civic and spiritual life in the city, improving the wellbeing of local communities.



A city for all ages: what do we need to do?

Our goal is to create an **age-friendly Sheffield** where people age well and maintain the highest possible level of activity, independence and quality of life throughout their life, reducing the potential for long-term ill-health in later years and reducing health inequalities. We want Sheffield to be a World Health Organisation (WHO) **age-friendly city** where decisions are taken for the long-term, are intended to prevent future problems, and take full consideration of the implications for people living in the city both at present and in the future.

As a life-course approach to ageing is affected by everything, there is an obvious danger that this framework risks having to cover everything the city does. This Framework cannot and does not attempt to take account of everything that happens in Sheffield or indeed does not rewrite all existing strategies and plans. It is intended to influence and shape the way that existing and future

⁷ World Health Organisation (2002) *Active Ageing: A Policy Framework*, http://whqlibdoc.who.int/hq/2002/WHO_NMH_NPH_02.8.pdf

plans, policies and strategies are implemented to make them smarter. To be an age-friendly city, we need to make better decisions so that actions today and tomorrow enable people to live and age well in Sheffield. We also acknowledge that there can be ‘trade-offs’ in the way that age-friendly policies are implemented. For example, we want people to be economically active for longer, keeping physically and mentally active but it is often assumed that this can prevent young people from finding work. We want to find the appropriate balance that is right for an age-friendly Sheffield by implementing and encouraging approaches which support the needs of people of all ages.

The city for all ages Framework has three main goals:

1. To **influence and shape decision making** in Sheffield using a clear vision and ten principles which decision makers and organisations should apply to deliver better long-term wellbeing in the city and improve the quality of life for older people in Sheffield today.
2. To **challenge and engage** all individuals, organisations and society as a whole to take a more positive, planned and reasoned approach to lifelong wellbeing and greater health equity based on the knowledge that better wellbeing during life can support a healthier, enjoyable older age. Sheffield should be a positive place to grow up and grow older and the contributions of all generations should be valued in the city’s communities.
3. To **implement a delivery plan** shaped by the city for all ages Framework which will aim to make real, tangible differences to the way the city operates. The actions will be prioritised to focus on the things that can make the biggest difference to Sheffield being an age-friendly city.

The ambition to be an age-friendly city is a work in progress. We know it will take time to achieve but we also are not starting from scratch. The Framework complements Sheffield’s new draft **Joint Health and Wellbeing Strategy (JHWS)** which has recently been developed by the city’s new shadow Health and Wellbeing Board.⁸ The JHWS aims to transform health and wellbeing in Sheffield by tackling the root causes of poor health throughout people’s lives. The JHWS also aims to deliver a step change in the way health, social care, housing and children’s services are provided in Sheffield with a focus on preventing health problems occurring, stopping problems getting worse and supporting people to be independent with access to the services they need in or close to their home.

The a city for all ages Framework shares the ambitions of the JHWS and through the delivery plan, will look to make a real difference to the wellbeing of people of all ages in Sheffield.

⁸ Sheffield Health and Wellbeing Board (2012) *Joint Health and Wellbeing Strategy 2013-18*, <https://www.sheffield.gov.uk/dms/scc/management/corporate-communications/documents/care-health-wellbeing/health/Joint-Health-and-Wellbeing-Strategy0/Joint%20Health%20and%20Wellbeing%20Strategy.pdf>

Our mission

Our mission is to transform Sheffield into the leading age-friendly city in the UK. In short:

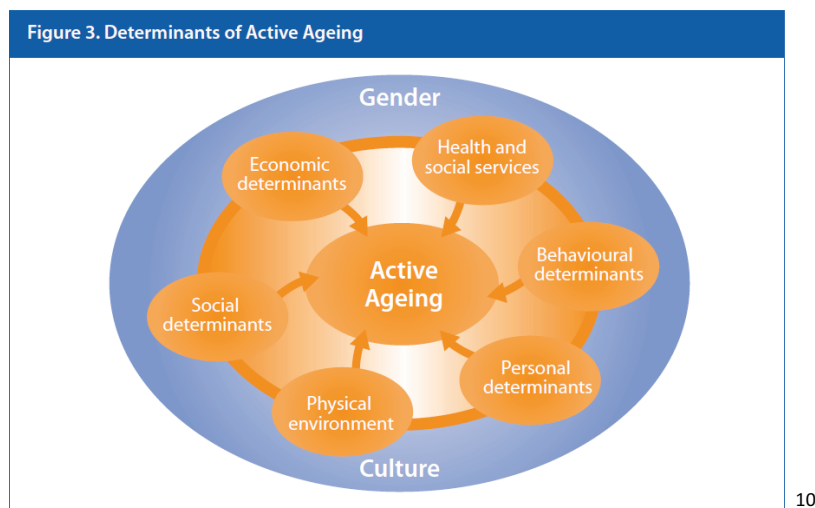
Sheffield will be a city for all ages in which people live, healthy, active, independent lives, and enjoy everything that the city has to offer.

It is crucial to establish this vision now and recognise that it is an ambitious but achievable aim for Sheffield. This vision has been agreed by **all** agencies (public, private, and voluntary, community and faith sector) to ensure that Sheffield is a place where people experience a good quality of life, where people are able to be physically and mentally active and play full, valued roles in their communities throughout their lives.

Active ageing: turning theory into practice

To achieve the vision of making Sheffield a city for all ages we will take an ‘active ageing’ approach to everything we do. Active ageing is internationally recognised as the best approach to make places age-friendly and help people and communities experience healthy, active lives. The World Health Organisation (WHO) describes active ageing as follows:

Active ageing applies to both individuals and population groups. It allows people to realise their potential for physical, social and mental wellbeing throughout the life course and to participate in society according to their needs, desires and capacities, while providing them with adequate protection, security and care when they require assistance.⁹



Active ageing is about extending healthy years of life, improving quality of life and reducing the time that people spend in poor health or in need of care. It is possible to take actions and decisions which extend healthy and independent years of life but this is a **shared responsibility between people and the city:**

⁹ World Health Organisation (2007) *Global Age-friendly Cities: A guide*
http://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf

¹⁰ Ibid

Active ageing should be a comprehensive strategy to maximise participation and well-being as people age. It should operate simultaneously at the individual (lifestyle), organisational (age management), and societal (policy) levels and at all stages of the life course.¹¹

Through this framework and the associated delivery plan, will be working to make active ageing an approach which shapes decision making in Sheffield. The intention of the City for All Ages framework is not to identify lots of new services or policies which need new money. Active ageing is about people and organisations making better decisions and in many ways, if we can make more age-friendly decisions as a city, it is likely we can save money and improve people's quality of life. We will set out some areas where we need to implement new actions but the mission is to use the active ageing concept to change mind-sets to make better decisions which will make Sheffield age-friendly for the long term.

¹¹ Walker, A. (2009) 'The Emergence and Application of Active Ageing in Europe' in *The Journal of Aging and Social Policy* Vol. 21, p.86.

Principles for all ages

To make Sheffield a city for all ages using an ‘active ageing’ approach, there are a number of values which will underpin everything the city does and that people growing older in Sheffield should expect to see in their interactions with people and organisations in the city.

Aspiration

People should have high aspirations and expectations about the opportunities available to them throughout their lives in Sheffield. They should expect to play an active role in the community, have fun and enjoy life for as long as possible. People should have a voice and be able to access services which best meet their needs and give them greater control in decisions about meeting their needs. Sheffield’s aspiration for older people living in the city has to catch up and keep up with the aspirations of present and future generations of older people themselves.

Fairness

Everyone should get a fair chance to succeed in Sheffield. We recognise that some people and communities need extra help to reach their full potential, particularly when they face multiple layers of deprivation. We will provide extra help where it is needed to improve the wellbeing and resilience of local communities. We will ensure a ‘core offer’ of services is available to everyone growing older in the city. Tackling inequality is crucial to increasing fairness and social cohesion, reducing health inequalities, and helping people to have independence and control over their lives. It will underpin all that we do.

A long-term view

When making decisions as a city, we should look beyond the short term and take a long term view about what is the right thing to do. If we, as a city, make better decisions for the long term now, we can improve the length and quality of life for people growing older in the city. This applies both to people making decisions about their lives and to organisations making decisions which affect people and the city as a whole. Our approach will involve considering the long term economic, social and environmental impacts of our actions on the city and its communities.

Prevention throughout people’s lives

Part of taking a long term view is to take decisions which are preventative – thus stopping problems arising in the first place. We will, of course, strive to get better at tackling issues but evidence shows that preventing problems from occurring is much better for the individuals and communities concerned and can also reduce costs in the longer term – a preventative approach will also help lead to a fairer city. Prevention is not just applicable in health or care, it can be applied across all areas, including community safety, transport, planning and housing.

Dignity and respect

Everyone in Sheffield should experience dignity and respect in the city and in any interactions with services. Sheffield City Council has endorsed the Dignity Code for the services it delivers but in an ageing Sheffield, older people should expect to be treated with dignity and respect in all situations by the local community and organisations. Sheffield will celebrate the achievement of people living longer lives by ensuring that older people are valued, included and treated as individuals with consideration for their personal circumstances and needs. This should occur both *within* and

between generations as better quality of life in older age is interdependent with the actions and relationships with the wider community.

Independence

The ability of people to look after themselves in their daily lives should be prioritised in the way services are delivered. The majority of people have limited involvement with services but where interventions are needed, they should be delivered with the explicit intention of supporting people to regain the greatest level of independence for their circumstances. Where more intensive care and support is needed, it will be structured around individual needs and aim to maximise independence.

People should be able to make up their own minds and take their own decisions about the things that affect them.

A key part to play

All people in Sheffield should be able to have an influence, get involved and have a say in the things that matter to them and to the city. This includes having access to and taking opportunities to give and share time, expertise and abilities with local communities through volunteering, civic and democratic involvement. Older people have a crucial role to play in the functioning of an age-friendly, resilient city and such activity has positive benefits to individual and community wellbeing and is therefore an important part of active ageing.

Working better together

To create a Sheffield that is a great place to grow up and grow older, there is a responsibility on everyone to do their bit. It is not just about services, it is about individuals, organisations and the city making the right decisions and working together to ensure people have extended, healthy years of life. This means organisations working better together in partnership with local people and other agencies to find solutions together but also means individuals making good decisions to prepare themselves for older age.

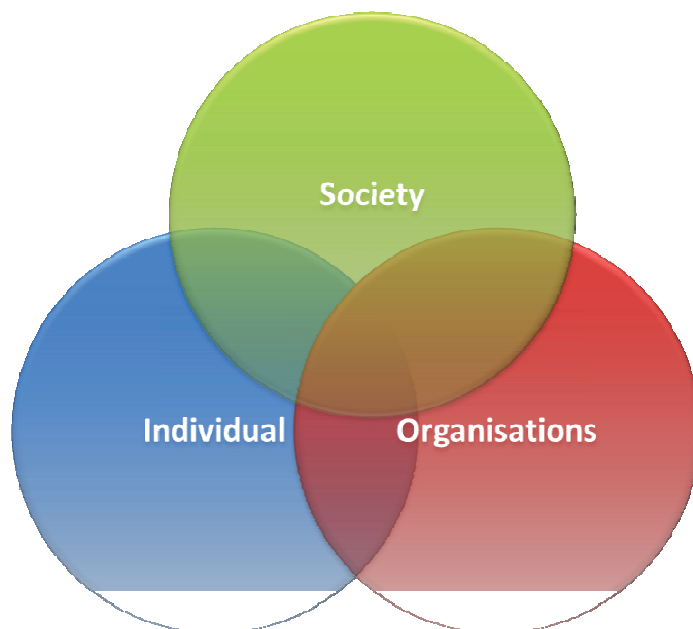
Cultural diversity

Sheffield will value a diverse population, challenging the traditional stereotypes associated with age and championing the increasingly diverse needs of older people living in Sheffield.

A shared responsibility

As ageing affects us all we all have a role and a responsibility in making Sheffield a better place to live. Studies have shown that the environments in which people live and the choices they make during their lives have the greatest impact on quality of life in older age rather than genes or loss of physical or mental ability in older age. Therefore, people can have longer lives with less ill-health in later years by making good decisions and taking steps throughout life to prepare for being older. But this is not just about individuals: to be effective, it is something that needs to be done jointly with society and the organisations that work within the city which need to empower and support the independence of people whilst challenging ageism and breaking barriers to active ageing.^{12 13}

Having healthier, independent and active people in Sheffield is a good thing for everyone. **For individuals**, it means that they are more likely to feel well for longer with reduced years of ill-health and are able to make full use of their lives to do the things they want to do. **For the city**, it means that there are resilient, positive, active people who can play a vital role in their families, their communities and the city's economic, cultural, political and social life. **For organisations and services**, it means delivering services which in every possible instance ensure the extension of independence and wellbeing including flexible and preventative interventions thereby reducing dependence on services and focusing more intensive support on those who need it most.



We all have a shared responsibility as a city to do the things which are both best for ourselves but also best for the wellbeing and sustainability of city as a whole. The table below identifies examples of the responsible things the city can do to be more age-friendly.

¹² World Health Organisation (2002) *Active Ageing: A Policy Framework*, http://whqlibdoc.who.int/hq/2002/WHO_NMH_NPH_02.8.pdf

¹³ Walker, A. J. (2012) *Active Ageing: Sheffield First Rethinking Age*

Individuals

There are things which individuals can do to improve their wellbeing through the different stages of life and improve their quality of life in older age. These include:

Pre-birth – *good antenatal wellbeing for mothers and babies*

- Accessing high quality antenatal care
- Taking health and wellbeing choices to support unborn children

Younger years – *getting the best possible start in life*

- Making the most of school and getting a good education to maximise life chances and understand that learning should be lifelong
- Understanding that ageing is lifelong
- Understanding the importance of living as healthily as possible and the health dangers of risky lifestyle choices (smoking, drinking)
- Being educated about the importance of older people to communities and the city and the negative impact of age discrimination

Working age – *managing your own ageing*

- Continuing to learn after formal education has ended
- Saving and setting up a pension to financially prepare for later life
- Being an active citizen, taking cultural, social and spiritual opportunities to be involved in the life of communities and the city
- Making good health choices, being physically and mentally active and accessing health services quickly with health concerns
- Have a structured, gradual approach to retirement
- If a manager or business person, encourage flexible retirement for staff, encourage retraining and tackle barriers to employees remaining in work for longer.

Retirement (or semi-retirement) – *continuing activity and taking new opportunities*

- Maintaining and maximising health and independence by being as physically and mentally active as possible
- Taking new opportunities to be an active citizen, mixing community activity, family commitments and leisure
- Planning and where necessary, investing to ensure that housing, transport and other key elements of life support needs in older age

Older years – *supporting independence and maximising activity*

- Maintaining physical and mental activity to the greatest degree possible
- Taking opportunities to participate, learn and contribute to communities
- Where additional help, care and support is needed, ensuring independence is maintained to the greatest degree possible, limiting dependency and making full use of technology and personalised services
- Where more acute care is needed, it is crucial that people are supported to be active and have fulfilling lives.

Organisations

Organisations in Sheffield have a key responsibility to shape the environment in which people live and work to make the city age-friendly. This should include:

- Age-proof decision making and policy development in Sheffield, using the city for all ages policy framework to shape decisions
- Creating opportunities for people of all ages to engage in decision making and take active roles in their communities
- Developing and maintaining open, inclusive, attractive urban and other public spaces which are accessible to all with appropriate facilities and infrastructure (toilets, seating, dropped kerbs).
- Supporting the development of neighbourhoods and communities for all ages including diverse, safe and sustainable housing which is appropriate for people's needs
- Limiting dependency on acute health and care services by prioritising independence, reablement and individual autonomy in service delivery
- Tackling poverty and inequality which severely impact on the wellbeing of too many people in Sheffield
- Actively promoting public health, better wellbeing and the tackling of health inequalities
- Enabling people to get around and be involved in what the city has to offer through available, affordable, seamless public transport
- Combating age discrimination in all walks of life
- Promoting and supporting employment, lifelong learning, retraining and flexible opportunities for older people to play an active role in a thriving Sheffield economy
- Delivering affordable, accessible, high quality health and care services for those that need it

Society

If Sheffield is to be an age-friendly city, there must be a significant shift in how we all think about ageing and how older people are valued in our communities.

- Be aware of older people and value the role older people play in the life of the city
- Value and listen to the views of older people
- Encourage full participation of people of all ages in cultural and social life with integrated and intergenerational events, activities and opportunities for all
- Confront and challenge ageism and inspire positive perceptions of older people
- Understand and celebrate the diversity of Sheffield's communities and the diversity of older people in the city
- Encourage positive contributions of older people through volunteering, civic and democratic involvement opportunities.

How do we become a city for all ages?

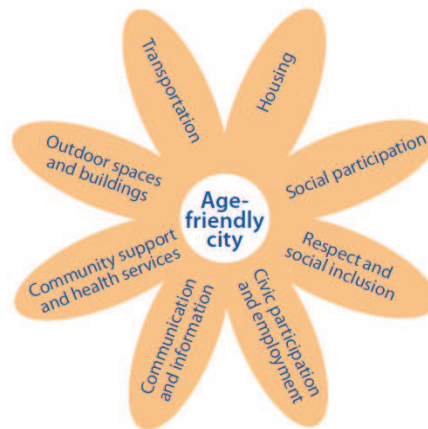
Sheffield's approach to ageing aims for better preparation for older age throughout life so that ageing is considered in everything that happens in the city.

We will focus on **five priority themes** which will support active ageing and improve the experience of people living and ageing in the city. These theme areas have been developed following consultation with Sheffielders over the last year, starting with a major survey which asked a random sample of people of all ages questions about growing older in the city in order to understand the issues which most concern people and what people aspire to in their older age. People said that their main priorities for their later years (in addition to good health) were having enough money to get by; being able to live independently in their own home; being active; able to travel; able to get around to see family and friends; and that safe, physical and social neighbourhood environments were important.

We then built upon this evidence by talking to people through a range of events and forums, asking further questions and checking whether we were focusing on the right things. Based on everything people have told us, we've identified five key themes for the Framework to look at:

Five key themes:

- **Where I live**
- **Part of the community**
- **Finance, employment and learning for life**
- **Better health and wellbeing**
- **Excellent care and support**¹⁴



Where I live

The physical environment in which people live, work and enjoy life has a major impact on the wellbeing people. Things such as housing, transport and the streets and neighbourhoods in the city should support people to have active, healthy lives and enable people to do the things they want to do.

This is an area where organisations in the city have a major role to play and we will work with the relevant partners to shape the physical environment to create an age-friendly city made up of 'Lifetime Neighbourhoods'. Most of the things we need to do to create an age-friendly environment support the needs of people of all ages – for example high streets with good quality, clean pavements; clear signage; good street lighting; accessible toilets; and enough well-placed seating are good for people of all ages.

We also need to ensure that the housing and transport offer in the city support the long-term needs of communities.

¹⁴ 'Flower' diagram - World Health Organisation (2007) *Global Age-friendly Cities: A guide* http://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf

Things we want to do

Transport

- Improve bus service quality:
 - consistent and reliable
 - affordable
 - structured around the needs of the city and residents, including reaching key services
 - service changes are consulted upon and citizens are informed of changes
 - integrated transport options within the city
 - public transport employees champion age-friendly services supporting all customers to use services safely.
- Improve transport accessibility:
 - vehicle accessibility (low floors etc)
 - bus/tram stops designed to enable vehicles to pull up to the curb reducing step/tripping hazards
 - vehicles have clear signage (destination, service etc)
- Parking is available in and around the city's centres and services with designated spaces for disabled people
- Increase reliability of Community Transport
- Improve safety on public transport in the city
- Increase the number of cycle and walking routes

Housing

- Enable access to 'appropriate' housing:
 - people have access to home which support their long term needs
 - homes are adaptable to enable people to remain in their own home even when experiencing poorer health or frailty
 - reform lettings policy to improve accessibility to social housing and support diverse, 'lifetime communities'.
- Increase and improve support available to people to help them stay independent in their own homes
- New homes are 'lifetime homes' which are adaptable and meet the needs of all generations of residents (eg. door frames wide enough for prams and wheelchairs)
- Widen the choice of housing
- 'Help younger people access housing
- Increase use of equipment and adaptations based on what best meet needs of person
- Improve conditions in private rented sector housing
- Improve the environmental sustainability and energy efficiency of housing in the city
- Improve understanding of housing needs of BME community (particularly as low take-up of sheltered and extra care housing in BME community)
- Increase satisfaction with landlords

Street environment

- Improve road environment:
 - improve road surface quality
 - age-friendly design with appropriately placed crossings options (including traffic light crossings with timings long enough to cross the road and visual and audio signals)
- Improve pavement quality:
 - reduce the potential for slips, trips and falls
 - kept clear of obstructions and are wide enough for prams and wheelchairs
 - kept clean of litter and hazards
 - appropriately placed drop curbs
- Improve street lighting to increase safety and visibility
- Provide well-maintained, regular and appropriately placed street furniture (especially seating)
- Improve physical accessibility of the city's buildings, facilities services and shops:
 - step and ramp access
 - appropriately placed handrails, stairs, escalators, lifts etc to help people get around the building
 - clear signage in all public buildings
- Improve access to public toilets in local centres, the city centre and public spaces
- Ensure communities have a fair access to high quality, well-maintained and safe greenspaces
- Create dementia friendly communities (dementia proofing communities and neighbourhoods is good for all the population)

Part of the community

An essential part of active ageing is that people in Sheffield should both feel able to participate in the life of communities and recognise that being an active citizen throughout life can have significant physical and mental wellbeing benefits that are vital to the wellbeing of communities.

This is about supporting people to feel able to go out and participate in communities by helping people feel safer when out and about in their local areas. It is also about individuals taking opportunities to contribute to their local communities through volunteering, participating in decision-making and playing a role in local democracy.

As part of this, we want Sheffield to be a place that respects people of all ages, challenges the outdated stereotypes of 'old people' and 'young people' and tackles the ageism that exists in society.

Things we want to do

Community safety

- Reduce the fear of crime and ASB amongst older and younger people
- Improve home security

Community facilities

- Focus on the needs of all people:
 - promoted to encourage community involvement
 - designed and delivered by and with local people

Respect and social inclusion

- Tackle ageism and value contributions of people in the city:
 - lack of trust and negative perceptions of younger people
 - perceived lack of respect for older people by younger people
 - challenge traditional stereotypes of 'older people' ('road sign' image of 'elderly')
 - Sheffield should be a city that values people and values older people

Access to information

- Balance in communication methods with information tailored to the needs of communities

Digital inclusion

- improve communication through IT
- intergenerational opportunities for young to teach old
- Wi-Fi in care homes

Active citizenship

- Opportunities to participate, engage and contribute are encouraged and supported across the lifecycle:
 - people's skills and talents are valued by communities
 - people are consulted and engaged in decision-making
 - volunteering opportunities enable people to contribute physically and mentally to their communities
 - opportunities for intergenerational engagement

Finance, employment and learning for life

The economic wellbeing of people is vital to support active ageing because not only does employment provide people with an income, it also enables them to be physically and mentally active. With the abolition of default retirement at 65 and the increase in the state pension age over the coming years, people will be able to choose to stay in work for longer. We want to work with employers to tackle ageism in the workplace, encouraging the development of flexible retirement and retraining opportunities as people age. Through the Health and Wellbeing Board and Sheffield's Employment and Skills Partnership, we will deliver a Health and Work Plan for the city to tackle the health issues associated with employment and unemployment.

Individuals also have a key role in improving their own economic wellbeing to improve their quality of life. In addition to getting a good education at school, college or university, it is important that people keep mentally active throughout life, accessing adult education and training opportunities both for employment and enjoyment.

Where possible, people should financially prepare for retirement and older age through savings and pensions. Throughout the consultation work, Sheffielders told us that having enough money to have a good quality of life in older age is one of the things that most worries them about growing old. Sheffield is a city that already experiences a significant level of inequality and poverty which has a profound impact on people's physical and mental health and ultimately, their experience in older age.

Sheffield has established a [Fairness Commission](#) which has looked at the nature, extent, causes and impact of inequalities in the city and is developing recommendations for tackling them. In addition, the City Council has a focus on Tackling Poverty and Increasing Social Justice in Sheffield, with the intention of supporting the needs of those experiencing poverty in the city.

Lifelong learning

- People are encouraged to continue learning, training and being mentally active throughout life:
 - improved participation in education and training across all ages
 - retraining opportunities supported
 - learning for enjoyment is encouraged
 - skills transfer and intergenerational opportunities

Incomes and savings

- Increase incomes of people in Sheffield, particularly those on the lowest incomes
- Promote and encourage pensions

Employment

- People are supported to be employed throughout life:
 - people have access to jobs with good incomes and work in safe environments
 - people out of work due to health issues are supported to find appropriate work
 - People have access to workplace learning opportunities to continue learning and skill enhancement throughout life
 - businesses value the expertise of experienced employees
 - businesses offer flexible opportunities for older workers (part time, retraining etc) to ensure retirement is a choice rather than mandatory

Welfare

- Improved uptake and access to welfare entitlements (raising awareness)

Better health and wellbeing

Sheffield's Health and Wellbeing Board has set out its mission in the Joint Health and Wellbeing Strategy JHWS to transform health and wellbeing in the city by:

- Tackling the main reasons why people become ill or unwell and in doing so reduce health inequalities in the city
- Putting people at the centre of services – services should be there to best meet the needs of people, not the organisations that provide them
- Valuing independence – stronger primary care, community-based services and community health interventions will help people remain independent and stay at or close to home
- Ensuring that all services are high quality and value for money

The city for all ages policy framework will help to achieve the aspirations set out in the JHWS, supporting people to live healthier lives and improve their wellbeing in older age.

A healthy city is a successful city

- Tackling the wider determinants of ill-health, particularly poverty, inequality, improving educational attainment, employment and quality of life of communities

Health inequalities are reducing

- targeted interventions to improve outcomes of disadvantaged children and adults in the city

The health and wellbeing system in Sheffield is affordable, innovative and delivers excellent value for money

- care and support is provided at or as close to home as is possible with the amount of hospital and residential care reducing.

Health and wellbeing of people in Sheffield is improving all the time

- improve children's health, reduced childhood obesity, reduced child poverty, improved child and parent wellbeing
- reduce poverty
- reduce smoking prevalence, alcohol consumption, obesity, poor diets and increase physical activity
- improve mental health and wellbeing
- increasing physical and mental activity at all stages of life
- improve housing stock quality in Sheffield

People can get health, social care, children's and housing services when they need them, and they're the sort of services they need and want

- people get care and support at or as close to home as possible and can carry on with their lives as far as is possible

Excellent care and support

Whilst only around 12% of people over 65 use Sheffield's social care services, it is a reality that some people will need extra care and support in their later years. The main intention of this framework is to create a Sheffield-wide approach which will improve people's wellbeing throughout life but particularly in older years. We know people don't want to have to rely on social care and health services when they get older but we need to start to take steps now.

When people do need care and support services, Sheffield's will be of a high quality and will use the principles set out in this framework to ensure that people receive services which aim to maintain as much independence as possible, give people the choice over the services they use and to the greatest extent possible, enable people to carry on their lives, doing the things they enjoy.

Even if people are frailer in older years, active ageing is still vital and people will be supported to participate mentally and physically in the social, cultural, spiritual and political life of the city.

Care and support

- Reduce the demand for acute hospital and residential care by:
 - helping people to stay in their own home with appropriate support, equipment and adaptations
 - emphasis on prevention and early intervention to stop problems getting worse or stop them occurring in the first place
 - improve primary care and community level services
- Increased use of personal budgets (supported by information)
 - reablement and rehabilitation
- Increase the use of Self Directed Support to enable people who need care and support to access the right services which help them do the things they enjoy
- Better information of care options available to all care users
- Better quality care homes with services which enable people to maximise their wellbeing and to the greatest extent, do the things that they enjoy doing

Consultation and next steps

This Framework is about the future of Sheffield. It is about people who grow up and grow older in Sheffield having independent, active and fulfilling lives; it is about organisations focusing on prevention, making decisions for the long term and delivering affordable services which meet individual needs; and it is about Sheffield becoming an age-friendly city that celebrates, supports and provides great opportunities for all older people.

Here's what we're going to do to start making a difference and creating **a city for all ages**.

The city for all ages delivery plan

We have outlined five key themes and some specific actions under each which will make steps towards making Sheffield a city for all ages. This has been created based on the views of Sheffielders and informed by some of the leading academic and scientific research into population ageing.

We now need to consult and work with the organisations who can make the actions against these themes happen. Over the coming months, we will identify the best ways to achieve our ambitions and identify the specific actions we can do as a city.

We will also work with the [WHO](#) to become a recognised 'age-friendly city'.

The city for all ages board

If we are to become an age-friendly city, we will need strong leadership to champion the city for all ages framework and challenge people and organisations in Sheffield to think differently about ageing.

We have established a city-level Board chaired by [Professor Alan Walker](#), an international lead in the study of ageing, social policy and social gerontology. The Board includes two Sheffield City Council Cabinet Members, Directors from Sheffield City Council, public sector partners from Sheffield First Partnership and a GP from Sheffield's Health and Wellbeing Board. Following the consultation, when we are clearer on the specific actions we will deliver as a city, we shall identify if any other key partners need to join the Board. It is the Board's responsibility to oversee the city's work on ageing and work with the relevant organisations in the city to deliver our priorities.

The city for all ages reference group

We will establish a group of local people and community organisations to challenge the Board to deliver its objectives and ambitions. It is vital the people of all ages are able to participate and challenge the city to be more age-friendly check that we are still focusing on the right things.

Understanding ageing – checking our progress

Over the coming months, we will develop an innovative tool to assess our progress towards becoming an age-friendly city and identify new issues which should be tackled.

APPENDIX B: Equality Impact Assessment



Name of policy/project/decision:
Sheffield: A city for all ages

Status of policy/project/decision: New

Name of person(s) writing EIA: Julia Thompson

Date: 7/8/12

Service: Commissioning

Portfolio: Communities

What are the brief aims of the policy/project/decision?

'Sheffield : A city for all ages' outlines Sheffield's ambition for achieving the strategic changes required to develop an 'age-friendly' city where people are able to maximise their physical and mental wellbeing at every stage of their lives.

Are there any potential Council staffing implications, include workforce diversity?

Yes

Areas of possible impact	Impact	Impact level	Explanation and evidence
Age	Positive	High	By taking an active ageing approach this work is designed to ensure people have high aspirations and expectations as they grow older. The emphasis is on extending healthy years of life, improving quality of life and reducing the time people spend ill or in need of long term care. A positive impact is required for both current and future generations of older people
Disability	Positive	Medium	People should have high aspirations and expectations about the opportunities available to them as they grow older. The challenges in later life faced by people who have a disability in achieving this outcome will need particular attention
Pregnancy /maternity	Neutral		No disproportionate impact anticipated
Race	Positive	Medium	Sheffield is becoming an increasingly diverse city and the range of expectations, needs and preferences will increase over time. The consultation will include people from BME communities and related organisations to identify how needs are expected to change over time so that we can plan how these might be addressed
Religion/belief	Positive	Medium	Recent prevention work with the Muslim Elders Support project has

Areas of possible impact	Impact	Impact level	Explanation and evidence
			identified the effectiveness of preventative approaches to improve health and wellbeing. By taking an active ageing approach, we will increase older people's voice and influence over how different individual needs are responded to.
Sex	Positive	Medium	There are currently more older women than men and this is expected to increase over time. Work to promote active ageing will take this into account and in particular how carers (who are often women) are supported to live actively and experience good health and wellbeing outcomes.
Sexual orientation	Positive	Medium	Research indicates that lesbian, gay, bi-sexual and transgender people will be open about their sexuality in older age. This will create an opportunity to understand different needs (including care and support) more fully and improve individuals' outcomes.
Transgender	Positive	Medium	As above
Financial inclusion, poverty, social justice, cohesion or carers	Positive	High	Some people and communities may need extra help to reach their full potential, particularly where they face multiple deprivation. We aim to provide extra help where this is needed to improve the wellbeing and resilience of local communities to reduce health problems and help people maintain independence and control
Voluntary, community & faith sector	Positive	Medium	We want the city (individuals and orgs) to value the role that people can play in contributing to the wellbeing of their communities. Communities need this but there are also clear health benefits for individuals keeping physically and mentally active. Ageing is therefore a major opportunity for the VCF sector.
Other/additional: Existing service users	Neutral		No disproportionate impact anticipated

SHEFFIELD CITY COUNCIL

Report of: Richard Webb Executive Director Communities

Date: 26 September 2012

Subject: Older People Accommodation - Stocksbridge

Author of Report: Eddie Sherwood Director of Care and Support Communities

Summary:

This report relates to older people's accommodation in Stocksbridge and includes proposals for the following units;

- Newton Grange residential care home
- Balfour House sheltered accommodation
- Sweeney House sheltered accommodation
- Approximately 50 units of new build development for older people

Newton Grange

In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.

In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependent on securing significant capital funding for a development of this size.

The options for redevelopment of the site were subject to a period of consultation which began in 2006 and ended in 2008.

The consultation was, as far as possible, aimed to capture a wide and varied audience. It provided an opportunity for people to express their views and concerns on the options appraisal, the preferred option, and an opportunity to offer any alternative solutions.

Unfortunately over recent years the capital funding made available for Extra Care Housing has diminished. This and issues around the long term commitment of supported housing subsidy have prevented the realisation of the original vision. The current economic climate and no guarantee of funding has meant that this vision may not be realised for many years, if indeed ever.

Recently however an opportunity has arisen to develop new older people's accommodation on the site of Newton Grange. The realisation of the plan is dependent upon the decommissioning of Newton Grange.

Balfour House and Sweeney House

In February 2007 Cabinet approved proposals for the long term closure and subsequent demolition of 6 sheltered housing schemes for older people, including Balfour House and Sweeney House at Stocksbridge. Cabinet also made decisions to put into effect proposals for 4 sheltered schemes but this did not include the two Stocksbridge schemes. The report also indicated that replacement provision would be needed in Stocksbridge and that vacant properties in the two schemes should continue to be re-let until reviewed on the occasion of a further report to Cabinet.

New accommodation for Stocksbridge

Sheffield's Local Investment Plan, as approved by Cabinet on 24 August 2011, included the provision of new housing for older people in Stocksbridge. Funding has now been secured by Sanctuary Housing, a registered provider of social housing, to develop approximately 50 high quality lifetime homes for Affordable Rent in the Stocksbridge area. The proposed location for this development is the site of Newton Grange. The accommodation will be specifically for older people to allow them to live independently at home. Older people with an assessed need will have access to flexible models of care and support to enable them to remain in their own homes for as long as they wish to do so.

The original vision to redevelop the site of Balfour House, as well as that of Newton Grange, required more funding than could be secured in the current climate. Therefore, we have revisited the possibility of investing in Balfour House and the nearby sheltered housing scheme at Sweeney House. It was recently ascertained that Balfour House could be brought up to decent homes standards and remodelled. Unfortunately the problems at Sweeney House are too severe; this scheme cannot be upgraded and will need to be decommissioned as planned. The City Council proposes to use decent home investment funding to upgrade Balfour House and to demolish Sweeney House.

The report therefore requests that the decision to close, and subsequently demolish, Balfour House is rescinded, that the plan to close and demolish Sweeney House is now implemented, and that priority rehousing, along with the required discretionary payments, is awarded to the residents of Sweeney House.

Reason for the recommendations

- The City Council no longer provides long term residential care and Newton Grange is the last remaining Council run home.
- Older people, their families and carers have told the City Council that they want to be supported in their own homes or as close to home as possible. Furthermore they have indicated that they want high quality care and support services that treat them with dignity and respect at all times
- The City Council has given a commitment to secure alternative care services within improved facilities and services which will deliver better value for money and better outcomes for people.
- Balfour House has the potential to be brought up to the Sheffield Decent Homes Standard (Capital Programme funding has been identified from the Investment Plan and subject to approval of a Capital Approval Form (CAF). Work will commence to upgrade the scheme in 2013.

- Sweeney House, due to the poor layout and nature of the structural problems affecting the building should be decommissioned as planned. (Capital Programme funding has been identified from the Investment Plan and is subject to approval of a Capital Approval Form (CAF).
 - Newton Grange is well-located in terms of accessibility to local facilities and the site is the best available to the Council in Stocksbridge for the provision of housing for older people.
-

Recommendations

That Cabinet:

- Agrees to decommission Newton Grange Care Home to facilitate the development of purpose built lifetime standard older people's accommodation.
- Acknowledge that the Council will secure appropriate alternative provision of long term care from the independent sector.
- Agrees that approval granted on 28 February 2007 to the proposals for the long term closure of 6 sheltered housing schemes be rescinded insofar as it relates to Balfour House.
- Agrees that priority for rehousing be awarded to all residents at Sweeney House in accordance with the Council's Lettings Policy.
- Agrees that discretionary home loss (under section 32 of the Land and Compensation Act 1973) be paid to tenants of Sweeney House who have been in occupation for 12 months at the time of displacement, and discretionary payments be made to all tenants to cover any removal expenses (under Section 26 of the Housing Act 1985).
- Agrees that the site shown edged in red at **Appendix 7** be declared surplus to the Council's requirements and leased to Sanctuary Housing Group for a period of 250 years at nil consideration for use as social housing.
- Notes that the aforementioned site will be used for the development that has approved funding from the HCA
- Authorises that the Director of Property & Facilities Management, in consultation with the Director of Housing, Enterprise and Regeneration to negotiate and agree terms for the disposal of the site for the purpose set out in the report and the Director of Property & Facilities Management be authorised to instruct the Director of Legal Services to complete the necessary legal documentation.
- Authorises the Director of Property & Facilities Management to vary the exact extent of the land disposed of to facilitate the development set out in the report.
- Agrees that consideration can be given to residual funding, as a result of the decommissioning of Newton Grange, for two care provider manager posts to focus on care home and domiciliary care provider leadership and quality (including, for example, direct support where there is market failure)

Background Papers

See Appendices:

- Appendix 1 - Alternative Sites Considered**
- Appendix 2 - Profile of Stocksbridge**
- Appendix 3 - Profile Older People Stocksbridge**
- Appendix 4 - Project Timeline**
- Appendix 5 - Communication Plan**
- Appendix 6 - Equalities Impact Assessment**
- Appendix 7 - Site Plan**

Category of Report

OPEN

Statutory and Council Policy Checklist

Financial implications
YES
Legal implications
YES
Equality of Opportunity implications
YES
Tackling Health Inequalities implications
NO
Human rights implications
YES
Environmental and Sustainability implications
YES
Economic impact
NO
Community safety implications
NO
Human resources implications
YES
Property implications
YES
Area(s) affected
ALL
Relevant Scrutiny Board if decision called in
Health and Community Care Scrutiny Committee
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

1.0 Report Summary

1.1 Newton Grange

- 1.1.1 In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.
- 1.1.2 In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council's and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependant on securing capital funding for a development of this size. As no suitable developments were forthcoming for several years Newton Grange was allowed to remain operating as a care home under a special agreement with the CQC (Care Qualities Commission). Technically Newton Grange does not meet the required standards for a residential care home but has been allowed to remain in operation on the understanding that the local authority maintains the responsibility for the home. A transfer of responsibilities would immediately cause a revocation of the licence to operate, meaning that the local authority cannot sell the home as a going concern or transfer it to another care provider for ongoing use.
- 1.1.3 Sheffield's Investment Plan, approved by Cabinet on 24 August 2011, includes provision of new housing for older people in Stocksbridge. In September 2011, Sanctuary, a registered provider of social housing, was allocated social housing grant from the Homes and Communities Agency to develop around 50 new affordable rented lifetime homes for older people. A condition of the subsidy is that the units must be completed by March 2015 in order for Sanctuary to claim the grant.
- 1.1.4 In November 2011 Council officers commenced an undertaking of further work to determine whether or not any alternative sites (to Newton Grange) could be made available in Stocksbridge for the Sanctuary scheme. Work was duly undertaken but no alternative suitable sites were found. **Appendix 1** provides further details.
- 1.1.5 In order to progress with the new build schedule and ensure that the April 2015 funding deadline is met there is now a pressing need to progress with the decommissioning of Newton Grange:
- 1.1.6 The residents in the care home were reminded about the instigation of the decommissioning plan on 28 June 2012. All residents have been offered individual one to one support for themselves and their relatives to consider alternative care homes. Some of the residents require specialist support, e.g. dementia or nursing care and an individual assessment is being undertaken that will determine which resource is

best able to meet their needs. No resident will be financially adversely affected by a move to a new care home. All residents are being fully supported from the point at which they received the information about the future of the home, throughout their re-settlement process, to relocation to a new care home in the city or elsewhere and at a review some weeks after their move. Where residents have expressed a preference they are being relocated closer to relatives,

1.2 Balfour House and Sweeney House

1.2.1 In February 2007 Cabinet approved proposals for the long term closure and subsequent demolition of 6 sheltered housing schemes for older people, including Balfour House and Sweeney House at Stocksbridge. Cabinet also made decisions to put into effect the proposals for 4 of the schemes but not for those in Stocksbridge. The report explained that replacement provision would be needed in Stocksbridge and so vacant properties in these two schemes would continue to be re-let until plans for a replacement had been developed. This position would then be reviewed on the occasion of a further report to Cabinet. Cabinet are now being asked to rescind the decision to decommission Balfour House to allow the upgrade of the unit to decent home standards.

1.3 New Build Development of Older Peoples Accommodation

1.3.1 Funding has now been secured to develop approximately 50 one and two bedroomed units of affordable, high quality, lifetime home standard, self contained accommodation for older people. The accommodation will be specifically for older people in that the minimum age limit will be 50 years of age and will allow the tenants to live independently at home. Older people with an assessed need who require care and support will have access to flexible models of care to enable them to remain in their own homes for as long as they wish to do so. This could include the future tenants agreeing to pool their individual budgets to develop a virtual extra care model of care and support.

1.3.2 Given there was insufficient funding to redevelop older persons housing on the site of Balfour House, the two sheltered schemes have been reconsidered from a structural point of view to establish if they can be retained. It is now recommended that Balfour House has the potential to be brought up to the Decent Homes Standard (funding for this has been allowed for within the capital programme). Unfortunately, due to the nature of the structural problems affecting Sweeney House, as well as the poor layout and less suitable location, the recommendation to decommission this scheme still stands.

1.3.3 The report therefore requests that the decision to decommission Balfour House is rescinded and that priority rehousing, along with the required discretionary payments, is awarded to residents of Sweeney House.

1.4 Current capacity and levels of occupancy in the three schemes

- Newton Grange capacity includes 23 permanent residential care beds and 7 respite care beds.
- Newton Grange hosts a small day centre 3 days a week which is run by Age UK. This offers day support to 10 older people on each day.
- Balfour House currently has 35 units.
- Sweeney House currently has 39 units, however, a number of the flats at Sweeney House have very poor access and layout and have been vacant for a very long time as a result.

This represents a total of 97 units of permanent capacity across the three schemes.

1.4.1 Current occupancy in the three schemes

- There are currently 55 residents in the two sheltered schemes and there were 23 people in Newton Grange at the end of June 2012 (the current occupancy in Newton Grange as at 30 August 2012 is 12 people). A total of 78 people will have been affected by the changes.

1.4.2 Capacity in new and remodelled accommodation

- After the decommissioning of Sweeney House and upgrade of Balfour House there will be 50 new and 29 remodelled sheltered units (total 79) which represent a loss of 18 units from the current sheltered housing capacity. However, given the low occupancy in the sheltered schemes (55 tenants) the 79 units (many of which will be two bedroomed) will increase the number of units of accommodation for the current tenants and for older people overall.

1.5 Background to plan for Newton Grange

1.5.1 In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.

1.5.2 In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council's and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependant on securing capital funding for a development of this size. As no suitable developments were forthcoming for several years Newton Grange was allowed to remain operating as a care home under

a special agreement with the CQC (Care Qualities Commission). Technically Newton Grange does not meet the required standards for a residential care home but has been allowed to remain in operation on the understanding that the local authority maintains the responsibility for the home. A transfer of responsibilities would immediately cause a revocation of the licence to operate, meaning that the local authority cannot sell the home as a going concern or transfer it to another care provider for ongoing use.

1.6 Background to plan for Sweeney House and Balfour House

- 1.6.1 In July 2002 Cabinet approved a strategy for older people's housing in Sheffield. The key priority was to establish a programme to deliver a range of Extra Care Housing Schemes and a retirement village in the city. A number of areas were identified for the proposed developments, one of which was Stocksbridge.
- 1.6.2. The 2002 strategy was superseded by the older people's housing strategy approved by Cabinet in 2007. It reiterated the intention to provide replacement accommodation for residents living in Stocksbridge, including Newton Grange.
- 1.6.3 Balfour House is closer to the local shopping area, community facilities and new development. The building has level access at two levels making it more suitable for those with mobility issues. The existing lift will be refurbished to meet the requirements of the Equalities Act as part of this proposal. Rescinding the decision to decommission Balfour House, and bringing it up to the Sheffield Decent Homes Standard, will allow for a reduced new build scheme without reducing choice. It will enable older people to choose from a range of accommodation that is more appropriate and accessible and of a better quality.
- 1.6.4 The refurbishment of Balfour House will include an element of conversion work which may necessitate the need for some decant properties. Ceasing lettings at both schemes would allow residents to be decanted temporarily within Balfour House, or move to Sweeney House, to allow this work to go ahead. The work on Balfour House will be externally procured and is anticipated to start in the summer of 2013.
- 1.6.5 Sweeney House is made up of two separate blocks linked by an indoor corridor which is built on a steep incline - some residents with mobility issues have found this difficult to negotiate and, as a result, have been unable to access the communal areas. The scheme is further away from the Stocksbridge centre and the amenities there and, whilst there are public transport links, there are fewer bus services that serve the development. In addition Sweeney House has been experiencing steadily increasing amounts of tilting and cracking to its structure, both internally and externally, which is consistent with subsidence. The Coal

Authority is investigating and fortnightly monitoring of the cracks has been ongoing since December 2011.

1.6.5.1 There has been movement since the monitoring began however there are no immediate concerns and the building is still considered habitable in the short term.

1.6.6 The award of priority rehousing to tenants at Sweeney House will give tenants the opportunity to be considered for Balfour House, or the new build development, before other applicants. They would also be able to use the award to seek general needs housing in the area or find alternative social rented accommodation in other parts of Sheffield if they so wish. The resident's charter approved by cabinet in 2007 will apply to these tenants.

2.0 What does this mean for the people of Sheffield?

2.1. Stocksbridge is a town that, although it is part of Sheffield is geographically located quite a long way from the city centre (11 miles). The proposed changes in accommodation are likely to have a limited impact on the general population of Sheffield residents who do not live in or near Stocksbridge. For example an older person living in Millhouses would be unlikely to choose Stocksbridge as a preferred place to move to, unless they have close links to the community.

2.2 Whilst the decommissioning of Newton Grange reduces the permanent care home places in the city by 23, two new residential care homes have opened in Sheffield this year which have increased capacity by 107 places.

2.3 The decommissioning of Sweeney House will remove 39 sheltered units from the City Council's portfolio and the remodelling of Balfour House will reduce the numbers in that unit from 35 to 29, a reduction of 45 units overall. However, the new build scheme will introduce approximately 50 new one and two bedroomed units compensating for the reduction and increasing capacity by 5. The new scheme will increase choice and quality of accommodation and provide long term viable tenancies for older people.

3.0 What does this mean for the people of Stocksbridge?

3.1 Whereas the plans are unlikely to significantly affect the people of Sheffield they will have a significant impact on the people of Stocksbridge.

3.2 The topography in Stocksbridge is very steep and generally makes it difficult for anyone who suffers from mobility problems or a physical disability to access some areas and local facilities. Whilst there is a range of housing for older people in the area, much of this is inaccessible with steep inclines, stairs and step access (the bungalows

on the periphery all have a number of steps and high thresholds to their front door).

Therefore there is a pressing need to provide long term accessible housing solutions to enable older people to remain in their own homes for as long as they wish to do so.

- 3.3 Newton Grange is sited on a relatively flat site at the bottom of a large and steep hill, with easy access to the main Manchester Road which links it to the city and local shops.
- 3.4 The residents and staff of Newton Grange have been aware of the planned decommissioning of the home for many years and there have been numerous consultations and meetings about the pending decommissioning.
- 3.5 Newton Grange is the only registered residential care home in Stocksbridge. There are two other care homes in Stocksbridge, namely Alpine Lodge and Belmont House, both of which are care homes with nursing registrations. This means that these homes can accommodate older people with either a need for residential care or a need for nursing care. The capacity of the two homes is 110 places in total and all rooms have en-suite facilities, unlike Newton Grange which has shared toilets and bathrooms, accessed by narrow corridors.
- 3.6 Alpine Lodge and Belmont House do not, as a rule, carry many vacancies. To date only one resident from Newton Grange has moved to Alpine Lodge since the start of the decommissioning process, and this was due to her existing need for nursing care rather than the decommissioning.
- 3.7 Within a few weeks of being advised that the decommissioning plan had become a reality half of the Newton Grange residents had chosen to move to recently opened new build care homes, one of which is only a few minutes' drive away in Penistone, the other near Hillsborough. Other residents are planning to move to other parts of Sheffield and some have used this as an opportunity to move to other parts of the country to be nearer to their relatives. The availability of two new care homes, both with a number of vacancies has provided opportunities for friendship groups in Newton Grange to move home together and this opportunity has been realised.
- 3.8 Balfour House is sited part way up the same hill as Newton Grange and although it has some access issues remains popular. The tenants were delighted to be told that the scheme could be upgraded and are now looking forward to having much improved facilities in the future.
- 3.9 Sweeney House is situated at the top of the same hill and is relatively inaccessible to all but the fittest of older people. It is also split into two sites with a sloping corridor joining them and is not a popular development for older people to reside in. The decommissioning of this unit will affect the 26 residents who currently reside there but as there

is no urgency to transfer the residents they could remain living in the building for some time to come.

It is in fact possible for the new building to be constructed before the tenants need to move out. Any remaining Sweeney House tenants could be offered priority rehousing into the new scheme on completion. Alternatively the tenants could make a choice to move out of Sweeney House earlier or perhaps to the refurbished Balfour House site.

4.0 Summary of population profile of Stocksbridge

- 4.1 The population of Stocksbridge is currently 7,979 of whom 1,654 are over the age of 65. This represents around 15% of the population in the area, which means that Stocksbridge is a neighbourhood with an above average proportion of people aged over 65 compared with the rest of Sheffield. Based on current projections, the growth of this population will increase to 17% by the year 2030. The projected growth in prevalence of dementia in the population of Stockbridge over the next 18 years is also estimated to increase. Current data does however rely on previous census statistics and we will be better informed about the Stocksbridge population, including those who are suffering from dementia, when the 2011 census statistics are available. Stocksbridge already has two care homes with nursing that can care for older people with dementia, namely Alpine Lodge and Belmont House but it lacks good quality accommodation for older people who wish to remain in their own homes and receive their care and support at home. There is therefore a need for high quality lifetime standard accommodation that will enable people to age well and remain in their own homes. For additional information on the Stocksbridge profile please refer to **Appendix 2 and Appendix 3**

5.0 Outcomes and Sustainability

- 5.1 We know that if we are able to arrange the right kind of support, within the right setting and at the right time, we have better chance of helping older people's longer term ambition of remaining independent and healthy for as long as possible.
- 5.2 For older people who require long term residential provision the new care home in Penistone can offer spacious bedrooms with high quality en-suite and communal facilities.
- 5.3 The proposals for Stocksbridge increase the accommodation choices for older people due to the retention of Balfour House and the new development. The investment work will mean that the accommodation will be brought up to the Decent Homes Standard offering more high quality, accessible housing. The programme of investment work to be delivered at Balfour House will increase the long term sustainability of the building. In its present condition Balfour House does not meet the Sheffield Decent Homes Standard and will ultimately deteriorate over time if no work is undertaken. Whilst funding is available at this time it may not be in future years.

5.4 Our ambition is to continue to develop models of care and support closer to home. Any proposals for commissioned care and support services will be co-produced with service users and carers.

6.0 National and Local Policy Drivers

6.1. Sheffield City Council is in the process of implementing the Government's vision of transforming adult social care by providing services that are personalised and meet the needs of local citizens. These proposals support these principles by offering updated and modern facilities and opportunities for more individualised care and support.

6.2 The proposals also link to and support the priorities and ambitions set out in the City Council's corporate plan 'Standing up for Sheffield' by supporting and protecting communities. This means we will be investing in efficient services that people and local communities *really need*.¹

6.3 The growing demographic pressures are also a significant driver for change so that our proposals and commissioning activity deliver services which are more personalised, efficient and effective. These proposals are designed to do this and at the same time deliver high quality support that improves individual outcomes and aspirations.

6.4 There will be opportunities for making better use of the funding that has been historically used to fund the Council run care home. For the City Council, recent reductions in central government funding have raised numerous challenges to budgets. The release of Newton Grange will provide opportunities for reductions in Council expenditure along with an ability to invest in quality care and support services closer to home.

6.5 Although it has been necessary to extend the Decent Homes programme in the city, the City Council has reiterated its commitment to bring all homes up to the Sheffield Decent Homes standard by end March 2014. Balfour House will be the only sheltered scheme left in the city that does not meet that standard and this proposal will address this commitment.

6.6 The Great Place to Live business framework vision indicates that Sheffield will be a city that has successful places and sustainable, thriving communities, with desirable homes, access to local facilities and services, social and economic activity, and a safe and sustainable transport infrastructure. The quality of life will be high and Sheffield people will feel content with, and proud of, where they live. The Stocksbridge redevelopment proposals have the opportunity to incorporate user led quality care and support at home that is also

¹ Standing up for Sheffield Corporate Plan 2011-2014

delivering Health and Wellbeing outcomes and will use the Great Place to Live vision and model to ensure the physical environment supports people whatever their level of need.

6.7 The draft '*Sheffield: A city for all ages*' framework proposes an ambitious 'active ageing' vision:

'Sheffield will be a city for all ages in which people live healthy, active, independent lives and enjoy everything the city has to offer'

The recommendations in the cabinet report scheduled for 26th September 2012 seek to:

- Confirm the commitment to making Sheffield an age-friendly city and endorse the strategic approach set out in '*Sheffield: A city for all ages*'
- Authorise a 3-month consultation exercise to gain public endorsement for the approach and to develop further with partners the key priorities for action.
- Delegate responsibility for finalising the Sheffield's city for all ages action plan to the Executive Director for Communities (in consultation with the Cabinet Member for Health, Care and Independent Living, Cabinet Member for Culture, Sport and Leisure and the Chair of the City for all ages Board).

6.8 For Stocksbridge this means that there will be opportunities to contribute to this consultation, whilst also taking account of the broader plans for the town and the opportunity to influence the new housing developments.

6.9 Stocksbridge tenants and residents will be able to embrace the aspirations expressed in '*Sheffield: A city for all ages*' through their involvement with Sanctuary, Sheffield Homes, Council officers, the NHS and the voluntary and private sector. Partnership working will be actively promoted with local people at the heart of the decision making, influencing developments to ensure that Stocksbridge becomes 'a town for all ages'

6.10 The developments in Stocksbridge therefore support the strategy '*Sheffield: A city for all ages*'² in that the new and remodelled facilities will enable people to continue to age well in their own homes.

² Sheffield: A City for all ages

7.0 Proposals

June 2012	
Date	Action
June 2012	Commence consultation about the decommissioning process with residents and staff in Newton Grange and tenants in Sweeney House.
June 2012	Commence consultation with staff and tenants about the retention and remodelling of Balfour house
July 2012	Commence individual re-assessment of all residents in Newton Grange Cease lettings at the Sheltered Schemes under delegated authority from cabinet report of 2007
August 2012	Commence placement of residents from Newton Grange into their new homes of choice
Oct 2012	Award priority rehousing to residents at Sweeney House in order to enable them to bid for properties (under the Choice Based Lettings process) with the assistance of Sheffield Homes staff, if they wish.
Nov 2012	Commence dialogue with residents in Balfour House and Sweeney House on the Decent Homes proposals. Start the process of tendering the work for Balfour House
Spring 2013	Demolition of Newton Grange and preparation of site for new development
Summer 2013	Improvement works to Balfour House to be started – decanting residents where appropriate either within the scheme or temporarily to Sweeney House if required. In order to deliver to these timescales the resources already identified in the 2012/13 to 2016/17 HRA Business Plan, This will be re-profiled and the designated funding will be brought forward to 2012/13 and 2013/14.
Dec 2013	Rehouse Sweeney House residents to Balfour House if they wish and if there are sufficient vacancies to allow this to happen.
Oct 2014	Rehouse any remaining Sweeney House residents into the new SHG housing.
2014/15	Demolition of Sweeney House. The future of the vacant site will be considered at a later date.

* These dates are indicative and are subject to change however the funding for the new build accommodation is time limited and the construction must be completed by the end of March 2015.

7.1 In addition a detailed project timeline is attached at **Appendix 4**.

8.0 Summary of consultation

8.1 Newton Grange

8.1.1 Since the original proposal to decommission Newton Grange there have been a number of meetings to update residents and staff about future proposals. The wider redevelopment of the area including the decommissioning of the housing and redevelopment of the sites have been subject to a number of consultations.

A formal period of consultation commenced in 2006 until 2008 when it was requested by residents and tenants that the consultations cease until the funding had been secured and there were agreed proposals for the site and the new development.

- 8.1.2 In October 2011 confirmation was received that Sanctuary Housing had the funding for a new development. Discussions began again with lead members in relation to the proposals and impact on residents, tenants, organisations and the wider community
- 8.1.3 In November 2011 Council officers commenced an undertaking of further work to determine whether or not any alternative sites (to Newton Grange) could be made available in Stocksbridge for the Sanctuary scheme. Work was duly undertaken but no alternative suitable sites were found. See **Appendix 1**.
- 8.1.4 Following discussion with the cabinet member for Health and Communities about the implementation plans all affected residents, tenants, relatives and carers were invited to meetings where the proposals for the decommissioning and new development were announced.
- 8.1.5 In addition meetings took place with affected staff and other key stakeholders. In general there was a mixed response to the proposals. Whilst there was some support and acknowledgement of the long term issues facing the City Council and the need to secure long term accommodation options there were also concerns which people felt should be taken into account. Concerns were raised about
- The excellent reputation that Newton Grange has for providing quality care services
 - The proposals being related only to costs and the need to make savings
 - The lack of capacity at other local residential and nursing homes to provide appropriate re-provision for existing and future residents.
 - The rationale for the need for en-suite facilities
 - The re-provision of respite for carers in Stocksbridge and the local area
 - The loss of skilled staff and the future of the workforce from a personal perspective and as a valuable residential resource for the area.
 - The impact of a move for the very elderly and frail residents
- 8.1.6 For all residents and relatives affected by the closure and proposed changes a number of guarantees have been given by the City Council.
- No one individual would be financially disadvantaged or left vulnerable as a result of the closure. All residents will be treated

fairly and equal in line with procedures and choice about the reprovision of services and offered choice.

- All residents will receive an individual reassessment of their needs. Residents and relatives will be supported to find a new home of their choice appropriate to meet their individual needs.
- There will be regular communication with residents and staff to share information and receive regular updates as proposals progress.

8.1.7 Discussions are now underway with the staff team affected at Newton Grange in consultation with Trade Unions, Human Resources (HR) and management. For all staff affected by the closure and proposed changes a number of guarantees have been given by senior management and HR:

- No one will be disadvantaged or left vulnerable, all staff will be treated fairly and equal in line with procedures.
- There will be access to HR advice and trade union representation on a regular basis
- There will be regular staff meetings to share information
- There will be opportunities to apply for VER/VS schemes and continued advice and support would be given
- There will be a skill audit of staff to help them find suitable alternative outcomes.

8.1.8 It is acknowledged that the Age UK day centre is an important local resource for older people. The group has been offered reassurance that the City Council will support Age UK to find an alternative venue to host the day centre.

8.1.9 Sheffield City Council are fully committed to ensuring that all concerns raised are fully considered and embedded as part of any new model for care and support. This includes any future procurement of care and support services, ensuring that the quality of those services is embedded as part of internal monitoring processes.

8.2 Balfour House & Sweeney House

8.2.1 Sheffield Homes Investment Team will work closely with the residents on both Balfour and Sweeney Sheltered Schemes through the Sheltered Housing Board on the refurbishment proposals and support required during the work on Balfour House.

8.3 Future Consultation

8.3.1 All Future consultation and communication will include all key stakeholders and be an opportunity for local people to express their views and concerns on the future options and models of care and support.

- 8.3.2 We intend to provide Stocksbridge residents in the community with an opportunity to work with the developers 'Sanctuary Housing' to influence the design and development of the new scheme as well as an opportunity to influence the decent homes refurbishment of Balfour House. The plan is to encourage and enable local people to influence the development of the interior spaces, the external communal spaces and landscaped areas. The City Council will take responsibility for brokering meetings with Sanctuary and supporting the local community to influence the buildings and surrounding landscaping.
- 8.3.3 The Council's Care and Support and Commissioning services, the Housing Independence Service, Sheffield Homes and the local NHS services will all work closely with the local community to develop the building infrastructures and a model of care and support that best meets the needs of the community, particularly those directly affected by the decommissioning and decent home developments. We anticipate close co-operation between the remodelled Balfour House and the new Sanctuary development, perhaps considering a hub and spoke model of flexible care and support that will be designed with the influence of the local residents. The introduction of personal budgets also provides more opportunities to respond innovatively to individual needs.
- 8.3.4 We also intend to work closely with voluntary sector providers in developing services that have a strong focus around social capital, prevention and tackling loneliness and isolation via a range of activities and support solutions. In doing this we will use the lessons learnt from Shirecliffe and Low Edges, Batemoor and Jordanthorpe.
- 8.3.5 We will also update the audit of existing formal and informal care and support services in the Stocksbridge area to incorporate and integrate these into our model for care and support where appropriate.
- 8.3.6 In delivering the vision for Stocksbridge we will work with the local community to ensure that we focus on the outcomes for older people that are a priority for the city and which are encompassed in our draft strategy '*Sheffield: A city for all ages*'.

8.4 A copy of the full communication plan is attached at **Appendix 5**.

9.0 Risks

9.1 Newton Grange

- 9.1.1 There is always a risk associated with the decommissioning of any residential unit as this brings with it a degree of anxiety and uncertainty for the residents and relatives affected. In addition the lack of an alternative residential care home in the immediate vicinity has raised concerns and the community is particularly concerned that the needs of older people requiring residential care in the future will not be met.

9.1.2 This has been acknowledged and officers from the Commissioning Service are working with the adult social care team and local care home providers to consider how the future needs of the existing residents and the local community can be met. The new unit at Penistone and near Hillsborough are already proving to be a popular alternative for long term care.

9.1.3 Officers continue to handle the decommissioning sensitively and professionally and are using the Best Practice Guide for decommissioning, learning from previous consultation and decommissioning of homes. Regular communication and support are being provided to those individuals affected which is critical to successful decommissioning.

9.2 Balfour House and Sweeney House

9.2.1 The risks for tenants at Balfour House and Sweeney House are similar to those at Newton Grange. Sheffield Homes are working closely with individuals and providing ongoing support to ensure that their outcomes are positive and beneficial.

10.0 Financial Implications

10.1 Newton Grange

The unit cost for care in Newton Grange is significantly higher in comparison to other residential care homes in the independent sector. At a time when the Council is facing significant reductions in its purchasing budgets there is the need to make efficiency savings and secure better value for money whilst still providing the residential care services that people need.

10.1.1 The costs set out below are the full year costs in 2012/13 attributed to services at Newton Grange

Expenditure	2012/13
Staff	810,200
Premises	71,000
Supplies & Services (including transport)	55,800
Total Gross	937,000
Income from residents contributions	210,000
Total Net	727,000

10.2 Re-provision Costs

10.2.1 There will continue to be recurrent investment in the re-provision of the long term residential care by the City Council as a result of this decommission.

The re-provision costs will be determined by where people choose to relocate and the costs of the long term care being provided in the Independent sector.

10.2.2 There may also be other costs in relation to third party top ups. Although Sheffield has negotiated its standard fee rates the very distinct character and location of Stocksbridge, its distance from the city centre would suggest that it is reasonable to agree to fund 'top ups'. This will enable individuals to remain as close as possible to relatives and friends in Stocksbridge. This could also involve out of city placements, for example to Penistone in Barnsley, where the Sheffield standard rate would not apply.

10.2.3 Council officers are working closely with residents and their families to ensure that as a result of the closure no individual is left financially disadvantaged and any additional costs incurred due to different standard fee levels or third party top ups as a result of the closure are reasonable.

Reprovision Costs	2012/13
Residential care ¹	£362,232
Nursing care ²	£101,660
Respite care ³	£102,299
Top Ups*	£18,720
Total Gross	£585,911
Income from residents contributions (2011/12)	£210,000
Total Net	£375,911

¹Residential costs based on 18 residents' high dependency residential care. Rate of £387 per week

²Nursing costs based on 5 residents requiring standard nursing care. Rate of £391 per week.

³Respite care based on reprovision of 7 beds at 90% occupancy/46 weeks per annum. Rate of £353 per week.

*Estimated Top Up fees based on 12 placements at a rate of £30 per week.

10.3 Investment in Quality Improvement – Care Provider Manager Posts

10.3.1 Sheffield City Council wants to ensure that services commissioned either on behalf of, or by vulnerable / older people themselves, promote high quality care and dignity in the provision of care and support. Quality and dignity in care provision is of equal importance to people living in registered care homes as for people living in their own homes.

10.3.2 The Quality in Care Homes Executive Board already focuses on initiatives to drive up quality in care homes and consideration is being given to introducing a quality premium scheme for care homes to support higher quality care. A similar board is now being considered for driving up quality in the provision of care and support to people living in their own homes.

- 10.3.3 Sheffield has 85 residential/ nursing units for older people as well as number of smaller units to support people with a learning and/ or physical disability. Sheffield also has 86 care providers, (who can deliver care at home), on the Sheffield provider framework. Our ambition is to ensure that all these providers meet a very high standard in care delivery and also meet the requirements of the dignity code. In order to achieve this we need to support all care providers by providing strong leadership, supporting them to improve their practice and working with providers to develop contingency plans as and when care services experience problems.
- 10.3.4 City Council contracts officers have traditionally monitored care homes and care and support agencies. In addition to undertaking regular routine monitoring they have also investigated complaints resulting in robust action plans for the provider. Some of the work has, by necessity, been reactive and about responding to various issues, with a smaller portion of the work being proactive to drive up quality. With an increasing number of care providers in the city there is now a need for additional capacity to ensure that services that exceed the standard minimum are delivered to Sheffield residents.
- 10.3.5 This issue is particularly important in terms of providing leadership and support in the context of potential care market failure – for example, if a care provider is unable to continue delivering a service, then the Council has, on occasions, stepped in to provide additional support until the situation has stabilised. This remit requires suitably qualified and registered care provider managers and it is therefore proposed that two care provider manager posts are retained by the Council for this purpose. These posts will play a vital part in supporting the City Council in developing robust contingency plans should a market failure situation arise. Detailed job descriptions, person specifications and grading will be drawn up at a later date and as and when the funding has been agreed.
- 10.3.6 It is recommended that the funding for these two posts be obtained through the savings realised as a result of the decommissioning of Newton Grange. The cost of the investment in the creation of the care provider manager posts is estimated to be £87,200 (including all on costs)

10.4 Future Savings

- 10.4.1 The costs below set out the savings after all re-provision and investment costs have been considered. Compared to the current gross investment of £937000 per annum currently required to provide services at Newton Grange this decommission will achieve a future net annual saving of £253,522.

Current Costs	2012/13
Total Gross Budget	£937,000
Reprovision Costs	-£596,278

Investment in care provider manager posts	-£87,200
Net Savings in future years	£253,522

10.5 Balfour House and Sweeney House

10.5.1 The sum of £1,281,000 is required to undertake the investment work to Balfour House and pay discretionary payments to those residents of Sweeney House who are eligible. The amount was agreed in the five year HRA Business plan by Cabinet in January 2012:

Scheme	2012/13	2013/14	2014/15	Total
Balfour House	75,000	-	800,000	875,000
Sweeney House	-	406,000	-	406,000
Total	75,000	406,000	875,000	1,281,000

10.5.2 In order to bring the funding forward the budget is to be re-profiled to:

Scheme	2012/13	2013/14	2014/15	Total
Balfour House	50,000	825,000	-	875,000
Sweeney House	250,000	156,000	-	406,000
Total	300,000	981,000	-	1,281,000

10.5.3 This activity is funded by what was originally the Major Repairs Budget (MRB), which is now the depreciation charge under Self Financing, and is therefore approved and fully funded.

10.5.4 In accordance with Financial Regulations a capital approval form will be submitted to Cabinet for approval at the meeting of 17 October 2012.

10.5.5 As a result of these proposals there will be a reduction in potential rental income of £150,000 per annum due to demolition and the conversion of the bedsit accommodation on Balfour into one bedroom flats. This will have an impact on the HRA business plan. However, as a result of the existing high volumes of vacant properties on the two sheltered schemes, the rent collected is lower than the gross debit and so the impact will be negligible. Elsewhere in the city the improvements that have been made to sheltered housing accommodation has reduced the number of empty homes and therefore rent loss, it is anticipated the same positive effect will apply to Balfour House.

10.6 Disposal to Sanctuary at nil consideration

- 10.6.1 During the formulation of the Local Investment Plan, the HCA made clear government's expectation that local authorities would maximise the use of their own resources to provide affordable housing. The grant rates available under the Affordable Homes Programme for 2011/15 are significantly lower than for the previous period, and would not allow the provision of affordable housing without the addition of substantial internal subsidy from housing associations' own resources. Given the challenges inherent in delivering a viable programme under the new regime, this scheme will not move forward without the Council contributing the value of its land.
- 10.6.2 Disposing of the land to Sanctuary for nil consideration would equate to a Council contribution to the scheme of £455,000 which was the estimated market value of the land as at September 2012.
- 10.6.3 No provision has been made within the Neighbourhoods Investment Programme for a capital receipt being generated from the sale of this asset, so there is no direct impact on the planned capital programme.

11.0 Human Resources Implications

11.1 Newton Grange

- 11.1.1. There are currently 31 staff based at Newton Grange appointed on various contract hours. It is recognised that the decommissioning of Newton Grange has raised concerns for staff and Trade Unions. Staff and Trade Unions have been fully consulted on the proposals for the decommissioning and the proposals for the site.
- 11.1.2 The decommissioning of Newton Grange could result in a reduction in the number of Council managed staff, currently employed at Newton Grange. It is the intention of the Council to first seek alternative appointments for staff through redeployment opportunities however; the Council at present has limited options for redeployment of all affected staff. Therefore the decommissioning of Newton Grange could potentially result in the Council having to explore other options through voluntary severance, early retirement or redundancy.
- 11.1.3 The Council will follow their agreed HR procedures for consulting and implementing the changes. Trade Union representatives will also be invited to actively participate in the process of redeployment of staff, where this is available and practicable.
- 11.1.4 Discussions are underway to determine the level and impact of the reductions and explore all other options to mitigate the need for redundancies. This includes options for staff to consider recruitment opportunities in the new build care homes in the independent sector homes at Penistone and Hillsborough, as well as the NHS.

11.1.5 A proposal is being made for the creation of two new posts from savings identified as a result of the decommissioning of Newton Grange. The Sheffield City Council wants to ensure that services commissioned either on behalf of, or by vulnerable / older people themselves, promote high quality care and dignity in the provision of care and support. Quality and dignity in care provision is of equal importance to people living in registered care homes as for people living in their own homes. (Ref 10.31 to 10.38)

11.2 Sweeney House and Balfour House

11.2.1 Sheffield Homes is currently implementing a new model of service in sheltered housing, under which wardens will work in small teams providing a support service to a cluster of sheltered schemes, rather than having one dedicated warden per scheme. There is no intention to change the proposed clustering, which has already been agreed with the Trade Unions, prior to the closure of Sweeney House. The clustering may be reviewed following the closure but because of the numbers involved, it is unlikely that this alone would result in any reduction in staffing for the service.

11.2.2 The Decent Homes investment at Balfour House will ensure that the scheme has a long-term future and will continue to require staffing to provide management, support and caretaking services at the site.

12.0 Reasons for Recommendations

12.1 The City Council no longer directly provides long term residential care and Newton Grange is the last remaining Council run home

12.2 Older people, their families and carers have told the City Council that they want to be supported in their own homes or as close to home as possible. Furthermore they have indicated that they want high quality care and support services that treat them with dignity and respect at all times

12.3 The City Council has given a commitment to secure alternative care services within improved facilities and services which will deliver better value for money and better outcomes for people

12.4 Balfour House has the potential to be brought up to the Sheffield Decent Homes Standard (Capital Programme funding has been identified from the Investment Plan and subject to approval of a Capital Approval Form (CAF). Work will commence to upgrade the scheme in 2013.

12.5 Sweeney House, due to the poor layout and nature of the structural problems affecting the building should be decommissioned as planned. (Capital Programme funding has been identified from the Investment Plan and is subject to approval.

12.6 Newton Grange is well-located in terms of accessibility to local facilities and the site is the best available to the Council in Stocksbridge for the provision of housing for older people

13.0 Legal Implications

13.1 Tenants of Sweeney House will be rehoused in accordance with the Lettings Policy made under Part 6 of the Housing Act 1996; they will receive compensation under the Land Compensation Act 1973 and the Council will use its powers in the Housing Act 1985 to pay removal expenses.

13.2 The disposal of land at Newton Grange to Sanctuary Housing Group at nil consideration will constitute financial assistance in connection with privately let housing accommodation and will require consent under section 25 of the Local Government Act 1988. A general consent has been issued for financial assistance or gratuitous benefit consisting of disposal of land to registered providers of social housing for development as housing accommodation to be let as social housing. There is a limit on the aggregate value of assistance under this consent in any financial year. It is not thought that this limit will be exceeded as a result of this disposal but if necessary specific consent will be sought. No further consent for disposal of the land under s123 of the Local Government Act 1972 will be required.

13.3 When deciding whether to dispose of a site at a discount to its market value it must be considered whether the proposed disposal would be in the interests of the City and its inhabitants as whole and Council taxpayers and would be consistent with the effective, economic and efficient discharge of the Council's functions.

13.4 The National Assistance Act 1948 requires the council to make provisions so that services can be given to those who have been assessed and who upon assessment found to be eligible. According to the National Health and Social Community Care Act 1990 the council must decide whether to provide the identified services or make arrangements for services to be provided. The information acquired during the assessment must be used to determine whether an individual has an entitlement to the service and will inform the ways in which the council can discharge obligations under the Act in respect of provision of the services. Decisions are taken in consultation with the service user.

13.5 The council's powers to intervene in a service user's decision about their care will depend on the service user's capacity and will only consider taking decisions on behalf of the service user if the service user lacks capacity to take such decisions. In such instances the decision would take into account the views of others, such as those authorised to make decisions on their behalf (Deputy, Attorney) or indeed family members; in any event the decision is taken in the service user's best

interests. These principles continue to apply where services are being decommissioned.

- 13.6 Residents of Newton Grange care home have already been assessed under Sheffield's fair access to care criteria and have been deemed to have either critical or substantial care needs. The City Council will therefore be responsible for supporting each individual resident to find alternative suitable care.

14.0 Environmental & Sustainability

- 14.1 The new flats will be built to comply with the Homes and Community Agency's current design and sustainability standards. These require new homes to be designed and constructed in a sustainable manner using products and processes that reduce environmental impact, better adapt to climate change, with lower running costs and incorporating features that enhance the health and wellbeing of constructors, occupiers and the wider community.

- 14.2 The Decent Homes work on Balfour House will include the upgrade of the central heating to an A grade energy efficient boiler and cavity wall and loft insulation will be brought up to current standards providing residents with lower running costs and reducing carbon emissions.

- 14.3 As part of the improvement work all residents will benefit from level access showers should they choose and the lift on the scheme will be upgraded to meet the requirements of the Equalities Act.

15.0 Equality of Opportunity and Equalities Impact Assessment (EIA)

- 15.1 An Equality of Opportunity and Equalities Impact Assessment was completed in 2007 for the Older People's Housing Strategy (Cabinet 28 February 2007). This was updated in July 2012.

- 15.2 The Council's communication process has been planned appropriately (including considering equality issues) with those who will be affected by the proposals ensuring that they are offered the opportunity to comment on the proposals and that the Council responds to the issues raised.

- 15.3 The Council must have regard to the public sector equality duty under the Equality Act 2010 to eliminate discrimination that is unlawful and to promote equality of opportunity. The Duty to Promote Disability Equality: Statutory Code of Practice recognises that it will not always be possible for authorities to adopt the course of action which will best promote disability equality but when making the decision due regard must be given to the requirement to promote disability equality alongside other competing requirements. The Initial Equality Impact Assessment attached addresses the need to ensure that the reorganisation will not have a disproportionate impact on any one

group of people has and this will be further considered during the consultation period.

15.4 An Equalities Impact Assessment (EIA) has been completed this is attached at **Appendix 6**.

16.0 **Reasons for Exemption**

16.1 The status of the report is Open therefore there is no exemption.

17.0 **Recommendations**

17.1. That Cabinet:

- Agrees to decommission Newton Grange Care Home to facilitate the development of purpose built lifetime standard older people's accommodation.
- Acknowledge that the Council will secure appropriate alternative provision of long term care from the independent sector.
- Agrees that approval granted on 28 February 2007 to the proposals for the long term closure of 6 sheltered housing schemes be rescinded insofar as it relates to Balfour House.
- Agrees that priority for rehousing be awarded to all residents at Sweeney House in accordance with the Council's Lettings Policy.
- Agrees that discretionary home loss (under section 32 of the Land and Compensation Act 1973) be paid to tenants of Sweeney House who have been in occupation for 12 months at the time of displacement, and discretionary payments be made to all tenants to cover any removal expenses (under Section 26 of the Housing Act 1985).
- Agrees that the site shown edged in red at **Appendix 7** be declared surplus to the Council's requirements and leased to Sanctuary Housing Group for a period of 250 years at nil consideration for use as social housing.
- Notes that the aforementioned site will be used for the development that has approved funding from the HCA
- Authorises that the Director of Property & Facilities Management, in consultation with the Director of Housing, Enterprise and Regeneration to negotiate and agree terms for the disposal of the site for the purpose set out in the report and the Director of Property & Facilities Management be authorised to instruct the Director of Legal Services to complete the necessary legal documentation.
- Authorises the Director of Property & Facilities Management to vary the exact extent of the land disposed of to facilitate the development set out in the report.
- Agrees that consideration can be given to residual funding, as a result of the decommissioning of Newton Grange, for two care provider manager posts to focus on care home and domiciliary care provider leadership and quality (including, for example, direct support where there is market failure)

Author: Angela Rowland
Job Title: Strategic Commissioning Manager
Date: 30th August 2012

Appendix 1

Alternative Site Considered May 2012.

<p>Sites</p>	<p>Investigate Victoria Road site, who owns it, can it be built on for OP?</p>	<p>SC</p>	<p>Victoria Road</p> <ul style="list-style-type: none"> • Planning has advised... The site is part of Bracken Moor Playing Fields. It is designated Open Space and there is currently a shortage of open space in the area. If evidence can be provided that it is not contrary to open space policies after full consultation, then acceptability in principle is subject to certain policy requirements. In addition to this the site is not large enough for the 50 units required – the density for the site would be 29 units. • The site is opposite residential owner occupied properties, some of which are bungalows. As the site is on an incline any development would rise above these properties. <p>Victoria Street</p> <ul style="list-style-type: none"> • Planning has advised... The land is zoned as part of the District Shopping Centre and is currently used as two separate car parks. Development Services have previously suggested that the use of the site should be retained as such. Housing development may well be acceptable in principle but the loss of these important shoppers car parks, without replacement in the immediate vicinity or within the principle shopping area is contrary to policy. The loss of these two car parks to housing development will have a detrimental affect on the long term vitality of the primary shopping area in conflict with Core Strategy policy CS33 and is not recommended. In addition there is insufficient space for 50
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			<p>units of accommodation – the maximum number would be 18.</p> <ul style="list-style-type: none"> •
Sites	Pick up with Planning what's happening with Outokumpu site?	NN	<p>There are two Outokumpu sites at Stocksbridge which lie adjacent to each other – the residential site and the mixed use site:</p> <ul style="list-style-type: none"> • Residential site (previously indicated as being within a flood plain) A planning application has been lodged by the Stocksbridge Regeneration Company (SRC) which is pending a decision. (Ref: 11/00384/FUL) • Mixed use site The majority of this site is owned by SRC (the remaining land is owned between the Duke of Norfolk, Outokumpu and various other companies). SRC have planning approval to develop the site which is valid up to 22/07/12 – after this date they will have the opportunity renew the approval which it is believed they will do. (Ref: 08/02703/FUL).

Communities Commissioning

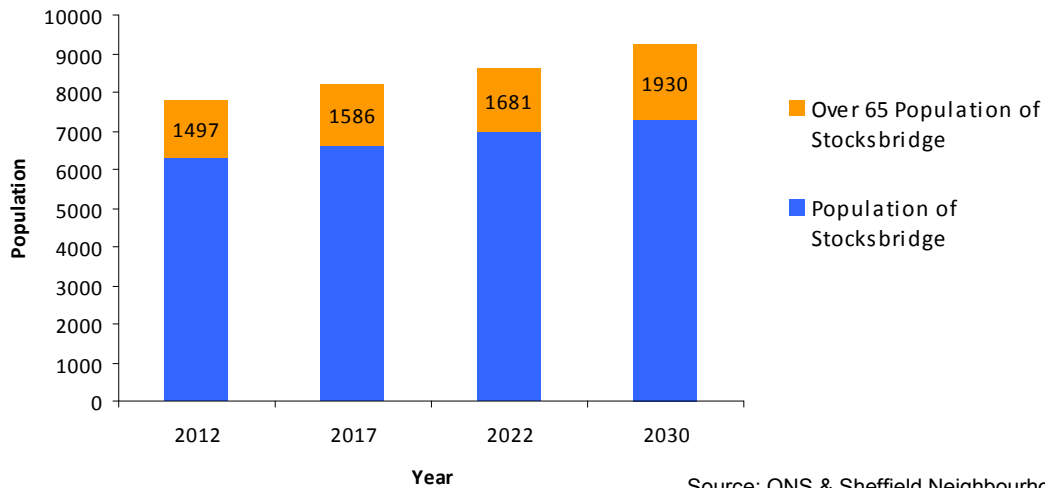
Ward Profile: Stocksbridge Older People

July 2012

Population

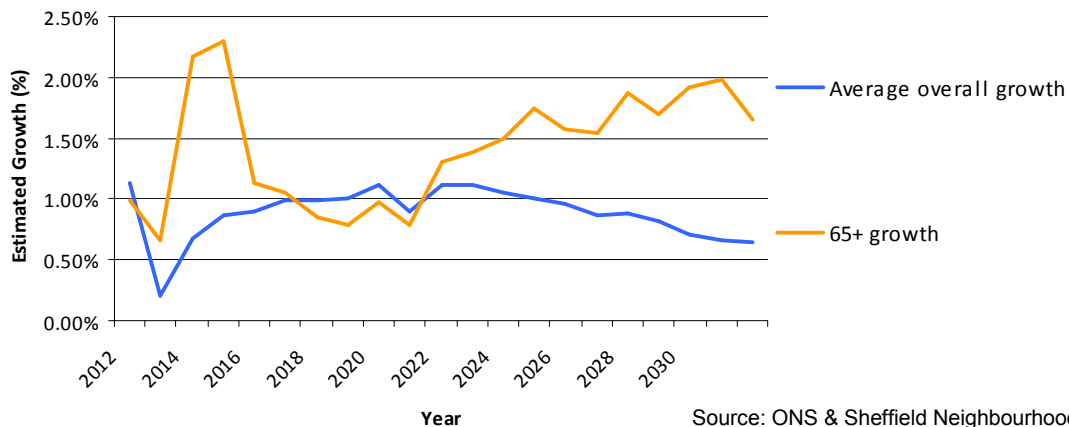
The chart below shows the current estimate and projected growth in the population of Stocksbridge over the next 18 years. The over 65 age group has been highlighted separately. These estimates are based on the Office for National Statistics projections for growth in the Sheffield population in future years.

Projected growth of the population of Stocksbridge



Source: ONS & Sheffield Neighbourhood Health Profile 2008/09

Projected growth of the 65+ age group in the Stocksbridge area compared against the estimated growth of the total population of the Stocksbridge area



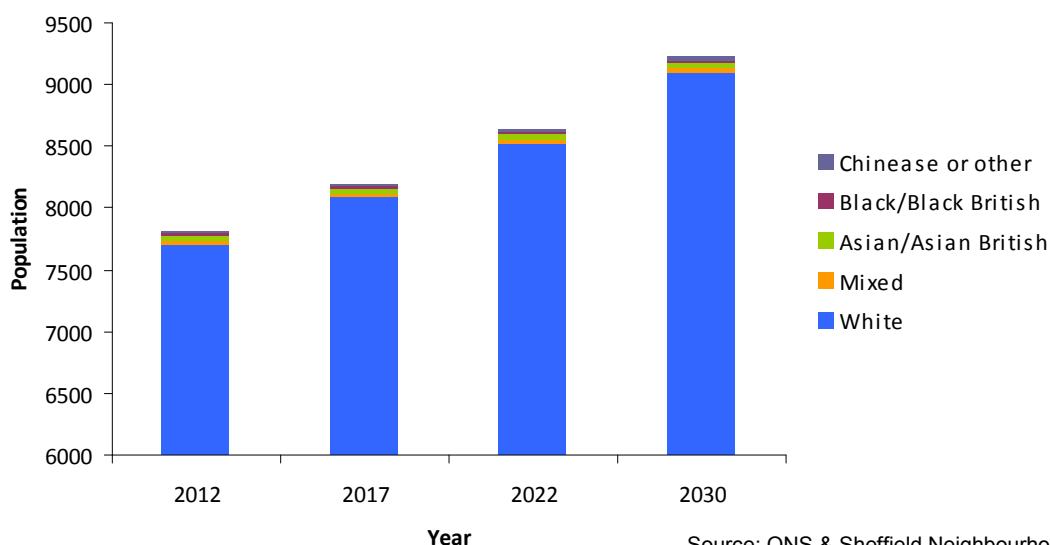
Source: ONS & Sheffield Neighbourhood Health Profile 2008/09

The chart above highlights the change in the rate of growth between the 65+ age group and the total population of Stocksbridge. As can be seen through the chart, projections indicate that growth in the 65+ age group will initially jump ahead of that of the average growth (primarily due to a projected 5% – 6% growth in the 65 – 69 age group), but from 2020 onwards the 65+ population is projected to grow at a rate ahead of the total population in Stocksbridge.

Ethnicity

The Chart below shows the current estimate and projected growth in the population of Stocksbridge over the next 18 years by ethnic group.

Projected growth of the population of Stocksbridge by ethnicity

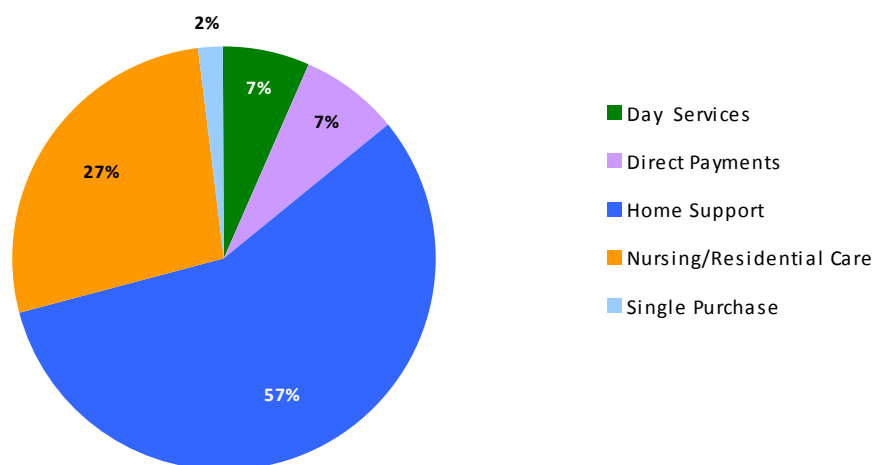


Source: ONS & Sheffield Neighbourhood Health Profile 2008/09

Older People

The chart and accompanying table below shows the usage of Sheffield City Council services by the 65+ age group in the Stockbridge area.

Service Usage for 65+ age group in the Stocksbridge Area

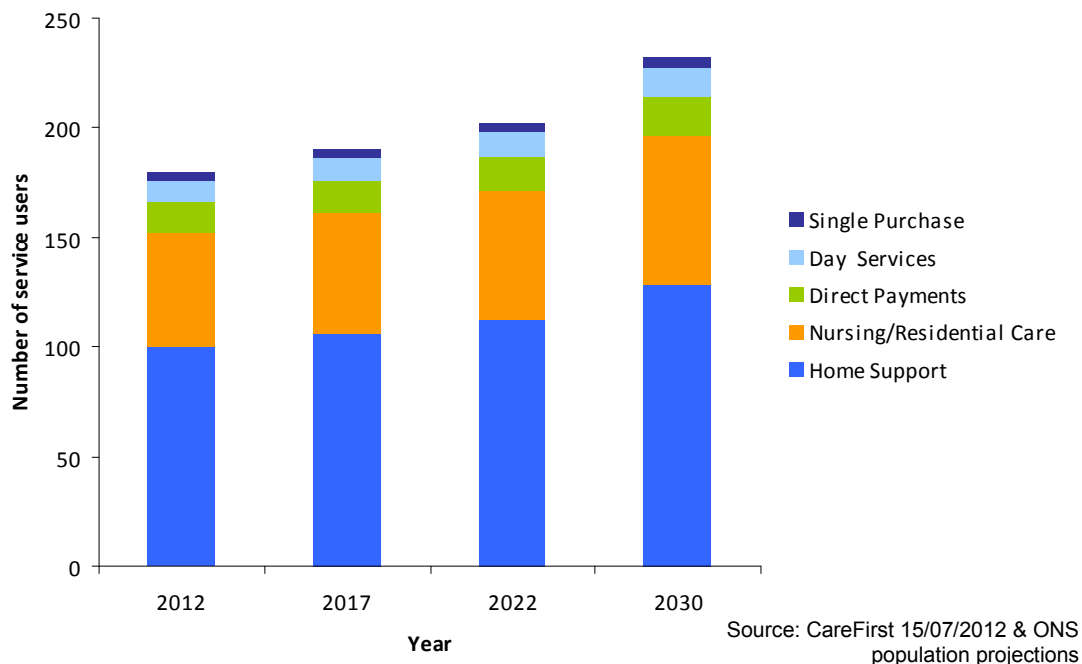


Source: CareFirst 15/07/2012

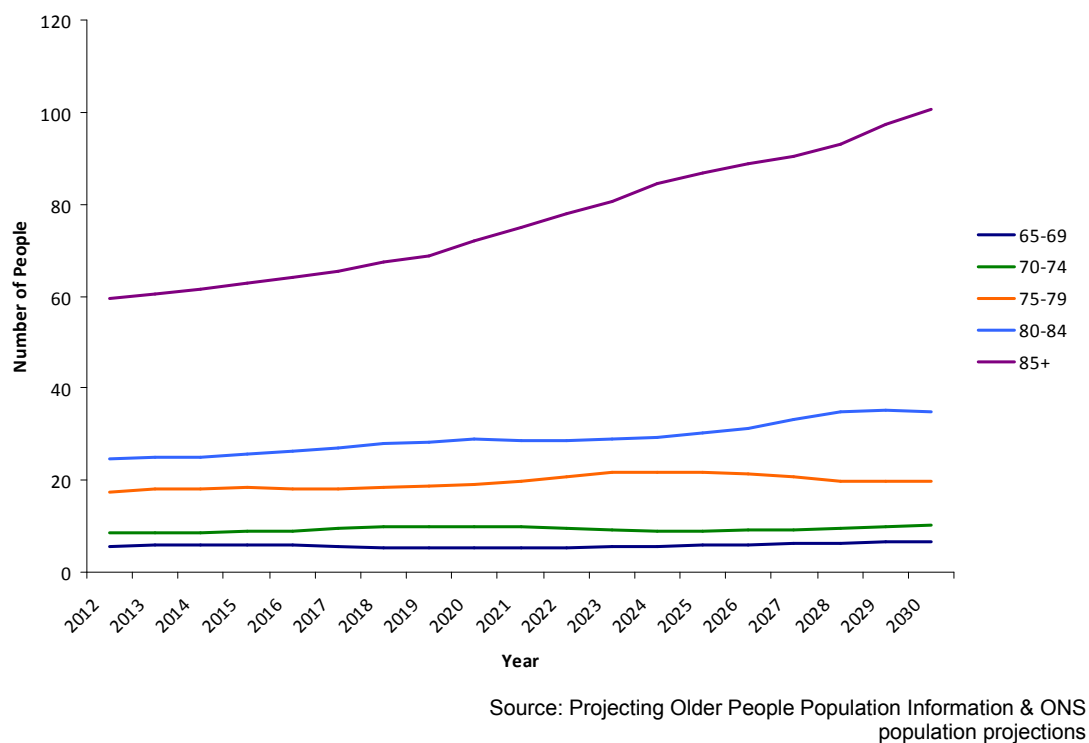
Service Types	Number of Service Users
Day Services	10
Direct Payments	14
Home Support	100
Nursing/Residential Care	51
Single Purchase	4
Grand Total	192

Source: CareFirst 15/07/2012

The chart below shows a projected usage of adult social care services in Stocksbridge over the next 18 years.



The Chart below shows the current estimate and projected growth in prevalence of Dementia in the population of Stocksbridge over the next 18 years.



The Sheffield Help Yourself is an online directory of community groups, support groups, health and social care organisations in Sheffield. It can be used to help plan your care and support and find home care/home support, residential care, respite care, lunch clubs and support if you receive an individual budget or direct payment.

The following table shows a few of the support options that are available in the Stocksbridge area. Please go to the link below to search for further options.

Assistance Type	Number of providers
Home Support	68
Day Care	4
Transport	7
Supported Living	6
Support Planning	9
Respite Care	21
Personal Assistant Recruitment	10
Palliative Care	3
Nursing	5
Managing Direct Payment Budgets	9
Lunch Clubs	3
Day Centre	4
Brokerage for Direct Payment Holders	3
Befriending	35
Advocacy	4

Sheffield Help Yourself database

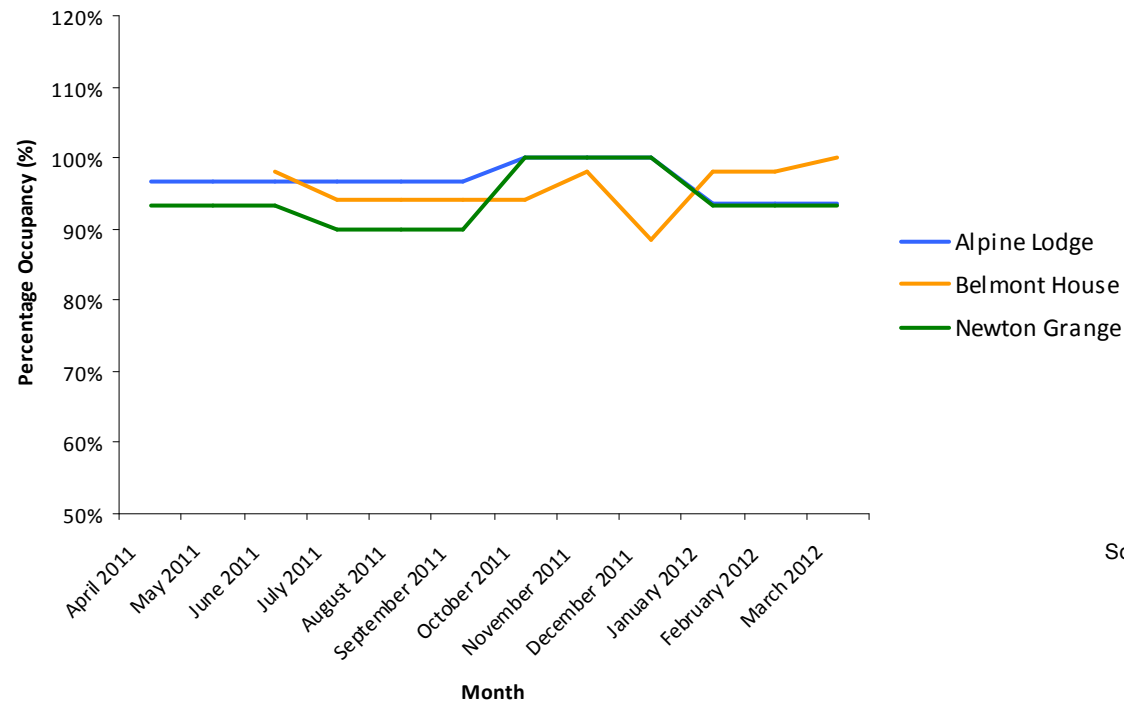
www.sheffieldhelpyourself.org.uk

Care Homes

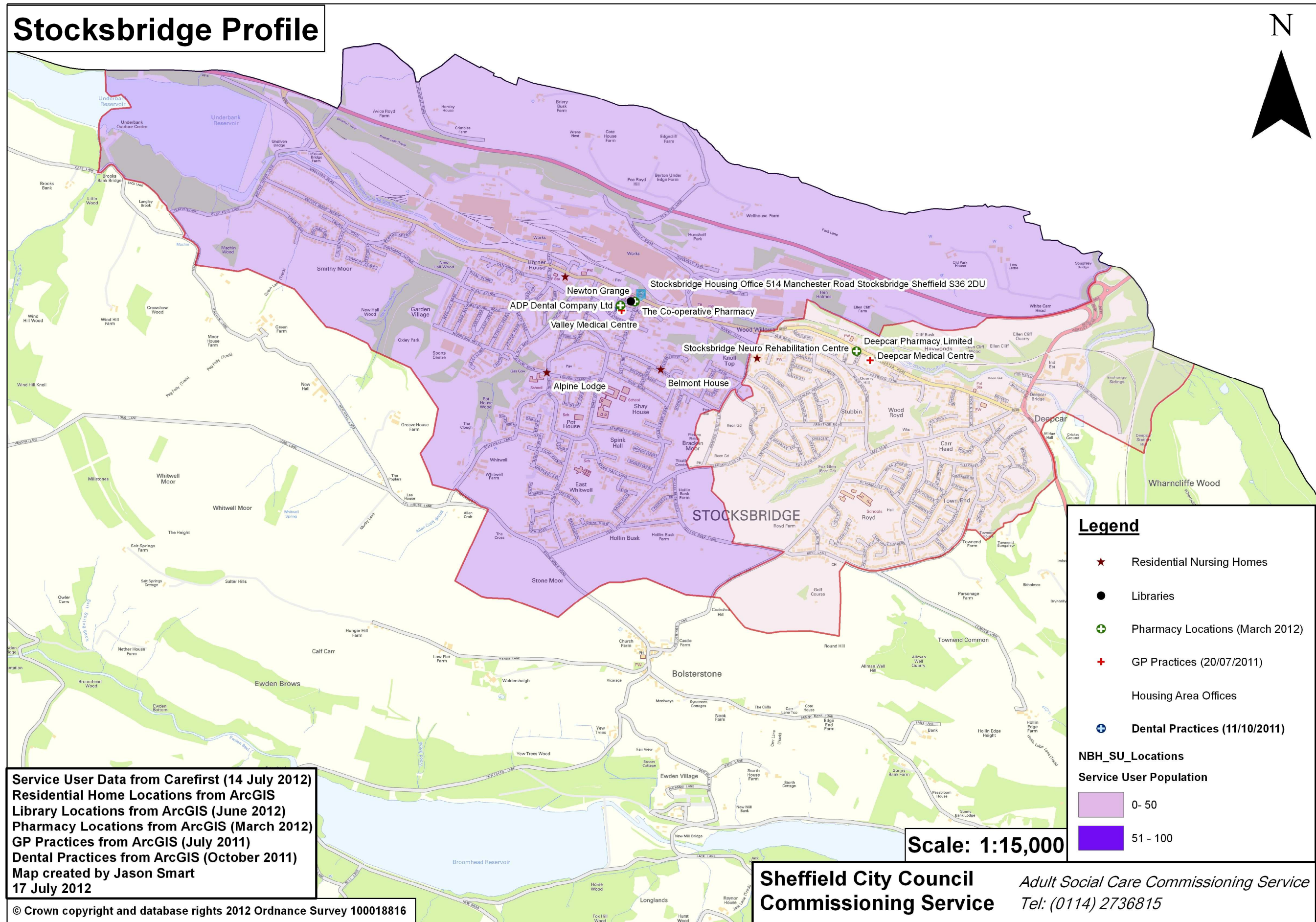
The table below identifies the current care homes within the Stocksbridge area, as well as their capacity and the clients that they can facilitate.

Name of Care Home	Postcode	Ward	Ward Name	Capacity	CQC type	Specialism's/Services
Belmont House	S36 1AH	16	Stocksbridge	52	Care home with nursing, Care home without nursing	Dementia, Diagnostic and/or screening services, Mental health conditions, Physical disabilities, Caring for adults over 65 yrs, Caring for people whose rights are restricted under the Mental Health Act
Newton Grange Care Home	S36 1LN	16	Stocksbridge	30	Care home without nursing	
Alpine Lodge	S36 1AD	16	Stocksbridge	61	Care home with nursing	Dementia, Diagnostic and/or screening services, Mental health conditions, Physical disabilities, Caring for adults over 65 yrs

The chart below is based on information reported by the care homes. It shows the reported occupancy that the care homes experienced over the last reported year.



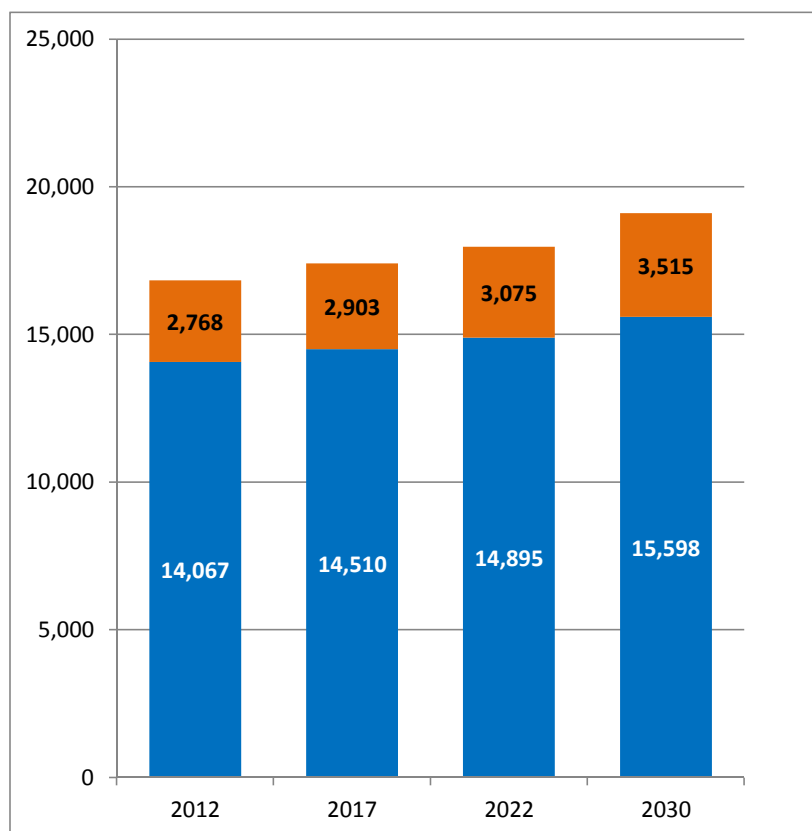
Source: Quarterly Monitoring Returns 2011 - 2012



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Stocksbridge and Deepcar

		2010 LSOA	2012	2017	2022
Stocksbridge	Total Popn	7,864	7,979	8,230	8,448
	65+	1,601	1,654	1,734	1,837
Deepcar	Total Popn	6,001	6,089	6,280	6,447
	65+	1,079	1,114	1,169	1,238
Total	Population of	13,865	14,067	14,510	14,895
	Over 65 Popul	2,680	2,768	2,903	3,075



2030				
8,847	0.0328	0.0831	0.1475	0.3115
2,100	0.0146	0.0465	0.0743	0.1250
6,751				
1,415				
15,598				
3,515				

| Over 65 Population of
Stocksbridge and Deepcar

| Population of Stocksbridge and
Deepcar

		Financial Year												2014				2015				
		2012	2012	2012	2012	2012	2012	2012	2012	2012	2012	2012	2012	2013	2013	2013	2013	2014	2014	2014	2014	2015
		Month	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Q1	Apr	May	Jun	Q3	Q4	Q1	Q2	Q3	Q4	Q1		
STOCKSBRIDGE OLDER PERSONS HOUSING																						
Ref No.	Relevant Event	Notes																				
1	Officer decision to cease lettings																					
2	Obtain Cabinet Approval																					
3	Communications Plan for Sweeney & Balfour residents																					
4	Sheffield Homes commence tenant consultation	Will be timed to co-incide with Newton Grange letter																				
5	Sheffield Homes decant and rehousing Sweeney/Balfour tenants	Extent of decanting for Balfour depends on extent of refurb & tenant needs																				
6	Sheffield Homes Balfour House Decent Homes Work contract on site	Start depends on extent of refurb and Stage 5																				
7	Balfour House relet																					
8	Sweeney remains open for tenants wanting new devt. at Newton Grange	This is an assumption at present																				
9	Decommissioning of Sweeney House																					
10	Demolition of Sweeney House																					
11	Communications Plan for Newton Grange																					
12	Care4you start consultation with residents & families	Letter will be sent out in advance of this in liaison with Sheffield Homes																				
13	Care4you relocate Newton Grange residents																					
14	Brief to Sanctuary H.A																					
15*	Sanctuary H.A. devt lead-in																					
16	Decommissioning of Newton Grange																					
17	Council disposes of site to Sanctuary H.A.																					
18	Demolition of Newton Grange	Demolition to be part of SHA contract																				
19	Sanctuary H.A. building contract on site	Demolition and newbuild contract																				
		Activity																				
		Milestone																				
		Lead-in																				
		Delayed																				

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**Project: Stocksbridge Older Peoples Accommodation
Communication Plan: Updated 21st August 2012**

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Who to communicate with	Purpose	What to communicate	Type of communication	By When	By whom	Priority	Update
EMT	To secure agreement to proceed.	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme Impact to residents Reprovision plans Consultation Plan	Briefing paper	14/06/12	AR	H	Completed 14/06/12
			Email				Ongoing
			Report to Director	25/06/12	AR	H	
Cabinet Member Mary Lea	To secure in principle agreement to proceed with the consultation about the proposals for the area and the impact to residents and wider community.	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme	Briefing paper and Cabinet report to rescind decision to demolition of Balfour House SH scheme	23/05/12	Ann Ellis, Angela Rowland	H	Complete

**Project: Stocksbridge Older Peoples Accommodation
Communication Plan: Updated 21st August 2012**

		Briefing to Mary Lea		25/06/12	AR	H	
Elected Members as determined by Cllr M Lea	To inform of the proposals and the planned consultation with residents, key stakeholders and wider community. To advise members of the impact to all residents and wider community.	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing scheme. Proposals for decent home upgrade to Balfour House SH scheme and new accommodation	Meeting with Cabinet Lead and members Briefing paper	23/05/12	Lead: Ann Ellis/ Angela Rowland Support: Sharon Marriott/ Sandra Capewell	M	Complete
MP's	To inform of the proposals and the planned consultation with residents, key stakeholders and wider community. To advise members of the impact to all residents and wider community.	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing scheme. Proposals for decent home upgrade to Balfour House SH scheme and new accommodation	Briefing session with Angela Smith MP for Stocksbridge	w/c 04/06/12 Ongoing as plans progress	Lead: Ann Ellis/Angela Rowland	H	Mary Lea advised Complete
Service Managers in Communities	To inform of the proposals and Communication Plan	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour	Email, briefing paper and Comms plan	11/06/12	Lead: Angela Rowland Support: Sharon Marriott Lead ACM Celia	H	

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		House SH scheme			Jackson Chambers		
		Secure resources from ACM to support reassessment of residents and ongoing support through closure	Meeting		Team Manager: Julie Proseti		Completed 15/06/12
Service Managers in Sheffield Homes	To inform of the closure and advise and agree Communication Plan	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme Secure resources to support Sheltered Housing residents	Email, briefing paper and Comms plan	11/06/12	Lead: Ann Ellis/Pat Niblett Support: Sandra Capewell	H	
Meeting with Trade Unions	To inform of the proposals and the planned consultation with residents, key stakeholders and wider community.	To discuss the impact of the proposals in relation to staff and options/impact of redeployment /redundancy	Meeting with Trade Unions	27/06/12	Chris O'Dell (with support from Sharon Marriott)	H	
Affected Staff in C4U	To inform of the proposals and the planned consultation	To discuss the impact of the proposals in relation to staff and	Meeting with staff. Follow up with a face	Face to face meeting	Chris O'Dell 28/06/12 With support		

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<p>Wider C4U staff group</p>	<p>with residents over the reprovision options.</p>	<p>options/impact of redeployment /redundancy</p>	<p>to face meeting with individual staff</p> <p>Letter to staff about employment, options for redeployment and/or redundancy</p> <p>As part of existing communication and MER processes</p>	<p>28/06/12</p>	<p>from HR</p> <p>Eddie Sherwood (drafted by SM)</p> <p>Chris O'Dell/HR</p>		
<p>Newton Grange Existing Residents Families/relatives and Carers</p>	<p>To inform residents and carers of the proposals for the area and the proposals for the closure of the unit. Process and support during reassessment and options for alternative provision of long term care.</p>	<p>The proposals for the closure of Newton Grange and the closure of Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme and the proposals for the new build accommodation for the site.</p>	<p>Residents advised of the meeting at NG</p> <p>Telephone call to all relatives/carers to invite to meeting about the future of Newton Grange</p> <p>Face to face meeting with residents relatives/carers.</p>	<p>Face to face with residents 27/06/12</p> <p>Telephone calls 27/06/12</p> <p>Meeting with residents and carers Thursday 28/06/12</p>	<p>Lead: Angela Rowland</p> <p>Lead Manger Care4you</p> <p>Support: Sharon Marriott</p>	<p>H</p>	

**Project: Stocksbridge Older Peoples Accommodation
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Respite Service Users	To inform users and carers of the proposals and the impact of the closure.	To discuss process for alternative reprovion and support process.	Letter with details of proposals and next steps including support in option for reprovion	Posted 29/06/12			
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<p>Sheltered Housing Residents</p> <p>Families/relatives and carers</p>	<p>To inform residents relatives and carers of the proposals of the area and the proposals of the Decommissioning of Newton Grange, Sweeney House, upgrade of Balfour House and the development of the new accommodation</p>	<p>Discuss options and rehousing solutions and support available. Options for priority for housing in to new accommodation</p>	<p>Invite letter to meeting – hand delivered</p> <p>Face to face meeting with residents – two meetings to take place at Balfour House and Sweeney House the day after Newton Grange residents have been informed.</p>	<p>Letter 26/06/12</p> <p>Meeting with residents, relatives/ carers 29/06/12</p>	<p>Lead: Rhian Owen (Sheffield Homes)</p> <p>Support: Sandra Capewell</p> <p>Decent Home Investment Team?</p>	<p>H</p>	
<p>Sheltered Housing Investment Group (SHIG)</p>	<p>To inform and the proposals for the decommissioning of Sweeney House and the upgrade of Balfour House and development of new accommodation.</p>	<p>Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme</p>	<p>Meeting with SHIG – (this was scheduled for 21/06/12.</p> <p>Do we know what's happening with this now?</p>	<p>TBA</p>	<p>Ann Ellis</p>	<p>M</p>	

**Project: Stocksbridge Older Peoples Accommodation
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Communications and Media	To advise of the proposals for the decommissioning of Newton Grange, Sweeney House, upgrade of Balfour House and development of new accommodation.	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme and development of new accommodation	Email/Briefing note	25/06/12 Ready for distribution at meetings scheduled w/c 25/06	Sharon Marriott Sandra Capewell	H H	
	Approval of communications/ letters, etc	Approval of letters Preparation of press/media statement and draft responsible to possible enquiries. Based on factual information.	Email Briefing article News release /Media statement To cover all local publications i.e. Look Local		Rachel King (comms team) Emma Hollingworth (Media Team)	H H	
Other stakeholders Affected groups using Newton Grange and the Sheltered	To advise of the proposals for the decommissioning of Newton Grange, Sweeney House, upgrade of Balfour House and	To discuss the impact of the proposals and decommissioning and options for relocation to other venues. Discuss support available for user	Age UK lunch club at Newton Grange	Begin 02/07/12	Sharon Marriott/ Sandra Capewell Sharon Marriott/	M	

**Project: Stocksbridge Older Peoples Accommodation
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Housing Scheme	development of new accommodation.	groups affected.			Sandra Capewell Sharon Marriott		
Local Care Home Providers Alpine Lodge Belmont House Coumes Brook	To inform of the proposals with residents, key stakeholders and wider community. To advise members of the impact to all residents and wider community.	To discuss the impact to the care home residents. The possible reprovion alternatives, outline timetable and process for decommissioning	Individual meetings with care homes	From 02/07/12	Sharon Marriott	M	Completed 3 rd July
Wider Stocksbridge Community	To inform of the proposals	Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme and development of new accommodation The impact to the residents and the wider community	Wider Stocksbridge community North Community Assembly	Begin 02/06/12	Lead: Angela Rowland Support: Sharon Marriott/ Sandra Capewell Sheffield Homes		Attended Stocksbridge Town Council 3 rd July North Community Assembly 11 th July Stocksbridge Forum 25 th July

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**Project: Stocksbridge Older Peoples Accommodation
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<p>Other Groups</p>	<p>To inform of the proposals and impact to residents, key stakeholders and the wider community.</p>	<p>Summary of proposals for closures of Newton Grange and Sweeney House Sheltered Housing (SH) scheme and decent home upgrade to Balfour House SH scheme and development of new accommodation The impact to the residents and the wider community</p>	<p>50+ OPPB Expert Elders OP Dignity Champion</p>	<p>Briefings/ Meetings</p>	<p>Lead: Angela Rowland Support: Sharon Marriott/ Sandra Capewell Sheffield Homes</p>	<p>M</p>	
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Sheffield City Council Equality Impact Assessment



[Guidance for completing this form is available on the intranet](#)

Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Older Peoples Accommodation Stocksbridge

Status of policy/project/decision: New

Name of person(s) writing EIA: Sharon Marriott/Pat Nibblet - Sheffield City Council
Communities

Date: 6th August 2012

Service: Strategic Commissioning and

Partnerships Section - Sheffield City Council (SCC)

Portfolio: Communities

What are the brief aims of the policy/project/decision? The project includes three key elements. The decommissioning of Newton Grange Residential Care Home, the decommissioning of the Sheltered Housing Unit Sweeney House and the decent home upgrade of the Sheltered Housing Scheme Balfour House.

Are there any potential Council staffing implications, include workforce diversity? Yes this will affect City Council staff working in Care4You.

Under the [Public Sector Equality Duty](#), we have to pay due regard to: "Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations." [More information is available on the council website](#)

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	Negative	High	<p>In total 78 older people living in the three schemes aged over 60 are affected by these changes. Some of these older people have disabilities and or long term conditions.</p> <p>Newton Grange There are currently 23 residents living in Newton Grange Residential Care Home. The facility provides long term care for older people over the age of 65 although the age range of residents currently living in the scheme is much older with 86% being over the age of 80. All residents will be reassessed and supported to move to another care home of their choice in the independent sector. As there is limited residential provision in the immediate vicinity it is likely that some residents may have to move outside of the area. However, for some this is an opportunity for them to move closer to their family.</p> <p>Relative and Carers There are a number of residents who regularly receive</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>visits from relatives and friends, many of whom live in close to the care home in the Stocksbridge or surrounding area. Some of these relatives are also older themselves.</p> <p>Staff There are 32 staff with various contract hours. The staff are predominately female, with people from BME backgrounds, a wide age range, and includes some people with disabilities.</p> <p>At this stage, we do not know which individuals will be affected by this project which may result in redeployment of staff or compulsory redundancies. As this proposal also links to a wider MER process across care4you any changes under this proposal will be taken account of in the wider MER process.</p> <p>Positive and Low impact</p> <p>There are 7 short term care/respice beds. The age range of those using this facility is older people over 65. The occupancy rates are 90% A recent audit of users of these services showed that 48% of people using this facility live in other permanent accommodation outside the local area. Reprovision of respice/STC beds will continue to be provided for this group of people in alternative locations around the city. This service will be provided in residential care homes in the independent sector which have more modern and updated facilities, therefore the impact will be positive and low to this group. All users will be supported to find alternative care homes for respice/STC or supported to find other alternatives services which could provide support/care to remain in their own home.</p> <p>Sheltered Housing There are currently 55 residents living in the two sheltered housing schemes at Balfour House and Sweeney House. Although Sweeney House will be decommissioned and demolished the residents will all be awarded priority to move to the new purpose built accommodation. In addition, the investment and decent home upgrade to Balfour House will mean that the tenants will have upgraded accommodation. There may be some disruption whilst this work is carried out however, in the longer term this means that the existing tenants will be able to remain at home independently for as long as they wish to do so.</p> <p>Staff There is no direct impact to the staff supporting the tenants in the sheltered schemes so the impact is low.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Disability	-Select-	-Select-	See comments re age
Pregnancy/maternity	-Select-	-Select-	No disproportionate impacts are anticipated
Race	-Select-	-Select-	See comments re age
Religion/belief	-Select-	-Select-	No disproportionate impacts are anticipated.
Sex	-Select-	-Select-	See comments re age
Sexual orientation	-Select-	-Select-	No disproportionate impacts are anticipated.
Transgender	-Select-	-Select-	No disproportionate impacts are anticipated.
Financial inclusion, poverty, social justice, cohesion or carers	Neutral	Low	No disproportionate impacts are known.
Voluntary, community & faith sector	Neutral	High	<p>Newton Grange Age UK hold a day centre for people with dementia in Newton Grange. This runs 3 days per week. The local community value this as local resource for older people with dementia and it has been agreed that this group will be supported to find another suitable alternative venue. Age UK have been included in the consultation process and any negative impacts due to the closure of Newton Grange will be minimised, including any additional costs incurred to relocate.</p> <p>Sheltered Housing Schemes Activities held in these schemes can continue and be relocated to one scheme or accommodated in the new development. Therefore the impact is low</p>
Other/additional: Voluntary, Community & Faith Sector	Neutral	High	There are small numbers of people from the community who visit the schemes for seasonal events etc. All those affected will be included in the future consultation on alternative options as part of the development of the new accommodation which will have a positive impact for people in the area.
Other/additional:	-Select-	-Select-	

Overall summary of possible impact (to be used on EMT, cabinet reports etc): The decision to decommission Newton Grange was approved by full council in 2002. Since this time regular communication has taken place between the City Council residents, prospective

residents, their relatives and staff. The options for the redevelopment of the site which also included the wider proposals for the future of the sheltered housing schemes were subject to a period of formal consultation which began in 2006 and ended by request of the residents and tenants in 2008. In June 2012 discussions between the City Council and those individuals affected by the proposals in all three schemes have taken place. Those who are most affected are the residents and tenants whose schemes will be decommissioned, their relatives, the users of the day centre and the staff in Care4You working in Newton Grange. Other stakeholders including people in the local community also have a keen interest in the proposals.

Consultation has included a wide range of stakeholders including:-

- Residents, relatives and carers at Newton Grange.
- Tenants, their relatives and carers in the Sheltered Housing Schemes at Sweeney House and Balfour House
- Care4You staff working at Newton Grange

Staff in Sheffield Homes working in the Sheltered Housing Team

- Age UK who run the day centre at Newton Grange
- The Cabinet lead for Health, Care and Independent Living

The MP and other ward Councillors

Members of the Stocksbridge Town Council

The Stocksbridge Forum

People have also been consulted via e mail, telephone and also face to face discussions either on an individual or group basis

There were no equalities implications arising from the consultation.

Following approval this would mean the closure of Newton Grange and decommissioning of the sheltered housing scheme at Sweeney House. The upgrade of the sheltered housing scheme at Balfour House and the relocation of the Age UK day centre to The Venue in Stocksbridge.

The project also depends on a number of other links to this work including:-

- the wider MER process in care 4you
- This could both have an impact on the employment of the staff due to the closure however this may be of a positive rather than a negative nature.

For service users, we don't anticipate a disproportionate impact on any particular group.

Reprovision of long term care will be provided in the independent sector including the respite/STC. However for residents in Newton Grange and their relatives this may mean

having to travel to other areas of the city or out of the City, so it will be important to ensure that individual residents ongoing support needs are managed appropriately.

The Cabinet Lead for Health, Care and Independent Living and Housing have received regular briefings and information on the proposals and progress of the project. Ongoing dialogue will continue to be a key influence of the project and the proposals for the new accommodation and the development of any care and support models and any decisions.

If you have identified significant change, med or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you **must** complete the action plan.

Review date: **Q Tier Ref** **Reference number:**
Entered on Qtier: -Select- **Action plan needed:** Yes
Approved (Lead Manager): **Date:**
Approved (EIA Lead person for Portfolio): **Date:**
Does the proposal/ decision impact on or relate to specialist provision: yes

Risk rating: Medium

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	<p>Staff</p> <p>Support will be available for staff of all ages and the use of the best practice desommissioning guidelines will continue. All staff affected have been given information about the proposals for the site and are being offered individual and collective support. Meetings have been held to update them on progress and as an opportunity to ask questions and voice any concerns.</p> <p>Care4you will apply the Recruitment and Selection process across the whole of Care4you to implement these changes. The Recruitment and Selection process will be open and transparent, to ensure that staff with protected characteristics are considered and included throughout the process, having due regard for equality issues.</p> <p>Once all proposals have been considered and approved, a full MER EIA will be undertaken</p>	<p>Starting July 2012 and ongoing.</p> <p>Start September 2012.</p>

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	<p>for Care4you.</p> <p>The staff are predominately female, with people from BME backgrounds, a wide age range, and includes some people with disabilities.</p> <p>At this stage, we do not know which individuals will be affected by these proposals which may result in compulsory redundancies or redeployment of staff. As this proposal also links to a wider MER process across care4you any changes under this proposal will be taken account of in the wider MER process.</p> <p>In addition there are other employment opportunities arising as a result of the opening of a new care home in neighbouring Penistone. The care home are keen to make available the employment opportunities for those staff who meet their recruitment criteria. A number of staff have already expressed an interest and have contacted the care home.</p> <p>Support will provide on an individual and group basis for all current residents, tenants and service users. They will be supported to ensure these changes cause minimum disruption and impact to their individual health and well being.</p>	Start Sept 12 and ongoing
Cohesion	Work to continue to ensure any future proposals in relation to the development of new models of care and support fit with the aspirations of the local community	Ongoing and by end June 2012
VCF	Communication and discussion with Age UK is underway and a venue has already been found for the relocation of the service in to a larger community setting. This new location is close to the old facility and means that the service can continue to be provided. There will also be the opportunity for the group to participate in the activities on offer in the new location as well as being able to integrate with other users in the centre.	Ongoing
-Select-		
-Select-		
Other		
-Select-		

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

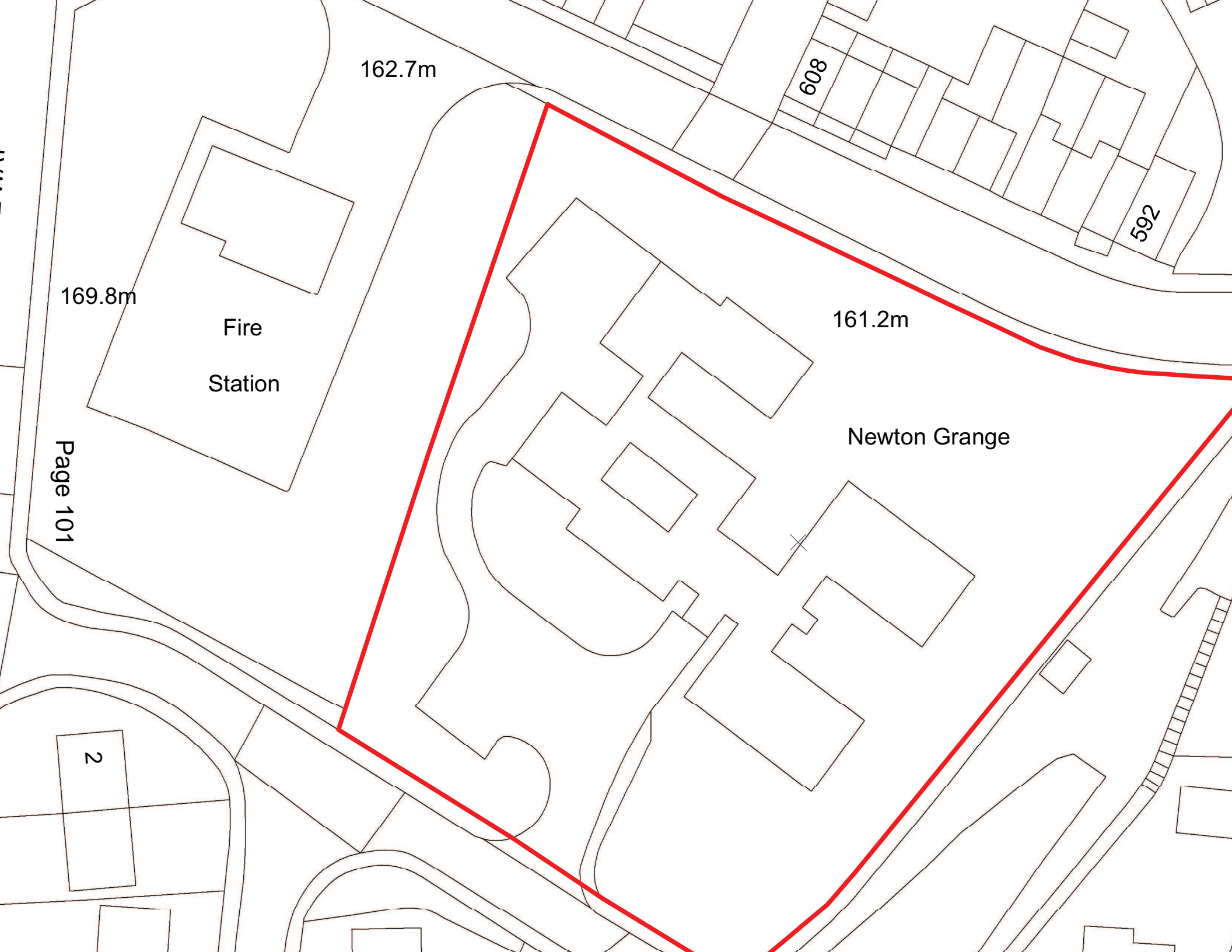
Approved (Lead Manager): Sharon Marriott/Pat Niblett

Date: 16.07.12

Approved (EIA Lead Officer for Portfolio):

Date:

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162.7m

608

592

169.8m

Fire
Station

161.2m

Newton Grange

Page 101

2

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SHEFFIELD CITY COUNCIL **Cabinet Report**

Report of: Executive Director, Place

Date: 26th September 2012

Subject: Proposed Sheffield City Council (Former Steelworks, Stocksbridge) - Compulsory Purchase Order

Author of Report: David Ambrose, City Regeneration Division

Summary:

This report is to seek authority to make a Compulsory Purchase Order (CPO) to acquire the interests and new rights in the former Steelworks land in Stocksbridge to enable the comprehensive regeneration of the site with a mixed use scheme for retail, office and leisure with associated infrastructure and car parking and land prepared for residential development (the Scheme).

Reasons for recommendations:

The use of a CPO to assemble the land required for the Scheme is possible under section 226 (1) (a) of the 1990 Town and Country Planning Act, and would be justified in light of the compelling case in the public interest for the implementation of the Scheme, as it will boost employment opportunities in the area, secures the improvement of, and future investment in, the Tata Stocksbridge Steelworks, and transforms the town's retail offer.

The proposed SRC Scheme provides a real opportunity to secure the regeneration of a large area of underutilised land alongside a key district centre and it is considered that there is little prospect, if a CPO is not used, of securing this regeneration

Where the Council propose to make a CPO under these statutory provisions, the Council must also be satisfied that the development is likely to contribute to the achievement of one or more of the following objects, namely the promotion or improvement of the economic, social or environmental well-being of their area.

For these reasons it is suggested that Cabinet adopt the recommendations described below.

Recommendations:

- That authority be given for the Council to make a Compulsory Purchase Order under the powers conferred by Section 226 (1) (a) of the Town and Country Planning Act 1990 Act, and section 13 of the Local Government (Miscellaneous Provisions) Act 1976 Act, to acquire the land and rights over the land shown on the Order Map displayed at the meeting of Cabinet on 26th September 2012 and marked Map referred to in the Sheffield City Council (Former Steelworks, Stocksbridge) Compulsory Purchase Order 2012.
- That the Director of Legal Services be authorised to make the CPO, to take all necessary procedural steps prior to and after the making of the CPO, to enable the CPO to be submitted to the Secretary of State for confirmation including:
 - (a) finalising the attached draft Statement of Reasons;
 - (b) finalising the Schedule of Interests
 - (c) serving notices of the making of the CPO on all persons entitled to such notice and placing necessary press notices;and to submit the CPO to the Secretary of State for confirmation.
- That the Director of Legal Services be authorised to sign and serve any notices or documents necessary to give effect to these recommendations and to take all other actions necessary to give effect to these recommendations.
- As soon as the Order is confirmed by the Secretary of State to advertise the confirmation of the CPO and serve all necessary notices of confirmation and once the CPO becomes operative, the Director of Legal Services in consultation with the Director of Finance be authorised to execute General Vesting Declarations under the Compulsory Purchase (Vesting Declarations) Act 1981.
- That the Executive Director Place, in consultation with the Director of Legal Services be authorised to manage the compulsory purchase process in accordance with the terms of the CPO Indemnity Agreement.
- That Cabinet confirms that such parts of the land at the former Steelworks Stocksbridge as are already owned by the Council, but not currently held for planning purposes, are appropriated for planning purposes and as from today's date are held for planning purposes.
- That, if necessary, the Council will use its powers contained in section 237 of the Town and Country Planning Act 1990 in order to override any rights or covenants which would otherwise impede the delivery of the Scheme

- That Director of Legal Services, in consultation with the Executive Director Place be authorised to ensure that all private rights enjoyed and required by Tata over the land included in the Order are not extinguished by either :
 - (a) making a Direction under section 236 of the Town & Country Planning Act 1990, or
 - (b) entering into an Agreement with Tata.

- That the Executive Director Place, in consultation with the Director of Legal Services be authorised to support the application for a Stopping Up Order for various highways and footpaths that are necessary to enable the Scheme to be carried out and the creation of new highway, footpaths and bridleways , and to provide support for these proposals at any public inquiry.

Background Papers: Previous Cabinet Reports of the 23rd March 2011 and 29th February 2012.

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Eugene Walker
Legal Implications
YES Cleared by: Gillian Duckworth
Equality of Opportunity Implications
YES Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
NO
Human rights Implications
YES
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
NO
Property implications
YES
Area(s) affected
North Sheffield
Relevant Cabinet Portfolio Leader
Leigh Bramall
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

PROPOSED SHEFFIELD CITY COUNCIL (FORMER STEELWORKS, STOCKSBRIDGE) – COMPULSORY PURCHASE ORDER.

1.0 SUMMARY, OUTCOMES AND SUSTAINABILITY

- 1.1 **Summary:** This report is to seek authority to make a Compulsory Purchase Order to acquire the interests and new rights in the land at the Former Steelworks in Stocksbridge to enable the comprehensive regeneration of the site with a mixed use scheme for retail, office and leisure with associated infrastructure and car parking and land prepared for residential development
- 1.2 **Outcomes:** By the Council using its Compulsory Purchase Order (CPO) powers this will help facilitate the development by Stocksbridge Regeneration Company (SRC) that will deliver the comprehensive regeneration of this currently under-used site at the bottom of the Stocksbridge valley and the resulting uses will be of substantial benefit to the area. It will also improve and trigger investment at the Tata Stocksbridge Steelworks.
- 1.3 **Sustainability:** The development proposed by SRC will be on Brownfield land. It comprises in the main the footprint of a former steelworks which has now been demolished down to ground slab level. The land is contaminated in parts and the development will look to minimise the need to send any contaminated soils or materials off site for treatment or disposal.
- 1.4 The proposed development will be served by existing public transport links and is accessible by foot and non car modes of transport for many people. Journeys to and from the new jobs created, retail units and homes which will be delivered as part of the redevelopment of the site will therefore result in lower carbon emissions as a significant proportion of these additional journeys are likely to be on foot or using public transport.

2.0 BACKGROUND

- 2.1 The Scheme proposed by SRC for the Former Steelworks site in Stocksbridge comprises of
- A retail and office led element, also including catering and leisure uses, incorporating a Tesco food superstore of approximately 5,820 sq m (GIA) within a total of 20,377 sq m (GIA) of commercial development, served by around 680 car parking spaces, with additional employee parking

- The provision of land for up to 140 residential units with a mixture of 2, 3 and 4 bedroom dwellings anticipated, which will also accommodate landscaping, the enhancement of the river corridor, and the provision of public open space including children's play space
- Junction and other improvements to enhance vehicular and pedestrian access from Manchester Road
- The improvement of the existing private link road from the steelworks to the bypass and its opening up as a public highway open to all traffic, with the provision of a new roundabout junction with the bypass
- The realignment and rationalisation of vehicular and non-vehicular routes across the site, including the closure of Ford Lane and the stopping up of public rights of way, and the provision of new rights of way to enhance wider accessibility.

2.2 Planning permissions have been granted for this mixed use scheme (the retail, office, leisure and associated infrastructure and car parking) and for the residential development.

2.3 The land for the residential development will be laid out and levels re-graded using material removed from the retail area. This will remove a significant abnormal cost in respect of this area of the Scheme and enable residential development to be carried out.

It is also deemed essential so as to secure a comprehensive redevelopment of the area and to avoid leaving a large part of the site without practical access and in a poor condition which would have a negative impact on the adjoining new development.

The timing of the residential development will depend on a number of factors and in particular the completion of the retail and office area, the establishment of the landscaping scheme and the strength of the local housing market.

2.4 The regeneration benefits from the Scheme are substantial. It will bring with it significant job creation. Based on average employment density figures it is estimated that the Scheme will provide at least 900 permanent jobs on site with additional jobs created through the construction and servicing of the Scheme

More sustainable and inclusive patterns of shopping and working will be established by enabling local people to meet a wider range of needs close to where they live rather than, as at present, travelling to locations outside Stocksbridge.

The vitality and viability of the existing centre will be enhanced through the increased retention of trade and expansion of local spending power as the residential and working populations grow.

2.5 The full opening up of the link road to the bypass will help alleviate traffic issues in Stocksbridge. The new roundabout junction to be created on the bypass represents a safety benefit, providing calming on a busy Trunk Road. It will introduce lighting to an unlit part of the bypass, reduce traffic speeds, and remove the hazardous existing junction arrangement where articulated vehicles need to cross a fast moving carriage way

2.6 A further benefit arising from the Scheme will be significant investment and improvements to the retained Tata steelmaking business.

In consideration for including its land within the proposed development SRC will provide Tata with a number of new facilities.

The existing outside storage and handling activities currently less efficiently located at the eastern end of the Tata works are to be moved to a new purpose built and enclosed facility at the western end of the works, in the right place to integrate well with the steelmaking process.

A new car park, weigh bridge, associated highway and infrastructure improvements and enhanced flood defences will also be provided within the existing steelworks.

2.7 The development will also result in the clearance and preparation of a site to accommodate a new high profile state of the art test centre for Tata, efficiently consolidating their existing testing operations and acting as a front of house and technical space in which they can showcase their products.

This investment will reinforce the specialist steel manufacturing activity at the Stocksbridge Steelworks

2.8 SRC has entered into a contract with Tata for the acquisition of part of Tata's land in order to implement the Scheme. In return SRC will provide Tata with the facilities outlined above in paragraphs 2.6 and 2.7.

The CPO will, in order to ensure that all interests are acquired, include the land currently owned by Tata, but not their actual interest in that land, as this to be acquired under the contract.

2.9 Some of the utility pipes and/or cables that supply the Tata Steelworks cross over/under land that is not within their ownership, but which the Council are seeking to acquire via the CPO.

Even though Tata enjoy private rights for these utility runs an acquisition of land via a CPO extinguishes these rights.

It is not the Council or SRC's intention to seek to extinguish these private rights, and SRC have designed, and will develop the Scheme so that there is no disruption of services to the Tata Steelworks.

The Council is currently in discussion with Tata on this issue and will either make a direction to retain the rights under section 236 of the Town & Country Planning Act 1990, or will enter into a legal agreement with them in order to preserve the rights.

- 2.10 SRC have secured a pre sale of the superstore element of the proposed Scheme to Tesco
- 2.11 Since the last report to Cabinet on the 29th February 2012 the Council has been in negotiation to acquire the land required to deliver the Scheme with the remaining known land owners

The owners do appear to be willing to sell in principle but unfortunately terms have to date not been agreed but negotiations are continuing.

Time is however running out to conclude these negotiations as the ERDF grant funding that SRC are seeking to secure and the pre sale of the superstore to Tesco they have already achieved, are time limited.

- 2.12 There are a number of plots within the development site where the ownership is unknown. These occupy a strategic location within the total site and thus inhibit the ability to develop the Scheme. The acquisition of these plots via the CPO will overcome this problem.
- 2.13 Extensive referencing work has been undertaken to ascertain ownership and interests of every parcel of land within the Scheme.

3.0 Proposed Compulsory Purchase Order

- 3.1 It is proposed to make a Compulsory Purchase Order (CPO) under section 226 (1) (a) of the 1990 Town and Country Planning Act and section 13 of the Local Government (Miscellaneous Provisions) Act 1976 (the "1976 Act").
- 3.2 The Council can make a CPO under section 226(1)(a) where it "thinks that the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to the land", and it thinks (required by section 226(1A)) that, "the development will promote the improvement of the economic, social or environmental well-being of their area". Under Section 13 of the 1976 Act, a local authority may compulsorily acquire such new rights over land as are specified in the compulsory purchase order.
- 3.3 The Office of the Deputy Prime Minister ("ODPM") (now the Department for Communities and Local Government) Circular 06/04 states that, "a compulsory purchase order should only be made where there is a compelling case in the public interest". The Circular also

recommends that, “Before embarking on compulsory purchase and throughout the preparation and procedural stages, acquiring authorities should seek to acquire land by negotiations wherever practicable. The compulsory purchase of land is intended as a last resort in the event that attempts to acquire by agreement fail.

SRC has undertaken extensive negotiations with the landowners and more latterly these have been pursued by the Council.

Officers do not consider that agreement is going to be reached with these landowners within the ERDF funding and the terms of the Tesco pre sale, time limits, and so believe that there is no alternative but to proceed with a CPO.

- 3.4 The Council considers that there is a compelling case in the public interest to justify using its compulsory purchase powers because of the important regeneration benefits the redevelopment of the site will deliver to Stocksbridge and the surrounding area and will make a significant contribution to the promotion of the economic, social and environmental well being of the area.
- 3.5 The draft Statement of Reasons, included as an appendix to this report, sets out more fully the reasons why a CPO is considered necessary.
- 3.6 A financial advisory business will be displaced by the Scheme but there is office accommodation available either within the new development or elsewhere in the area for its relocation. Other relocations relate to Tata or buildings controlled by Tata; these are provided for in the contract between SRC and Tata.
- 3.7 There will be no job losses arising from the promotion of the CPO. There are no occupied dwellings on the Order Land. There is one vacant (and derelict) dwelling house which will be demolished.
- 3.8 The land and rights required for the Stocksbridge scheme are shown coloured pink and blue respectively in the attached reduced size draft Order Map, and are described in the draft Order Schedule, which is available in the Member’s Library.
- 3.9 As stated, the Statement of Reasons, Order Map and Order Schedule are currently in draft form. A final version of the Order Map and an updated version of the Statement of Reasons will be circulated at Cabinet, together with details of any changes. An updated version of the Order Schedule will be placed in the Member’s Library prior to the Cabinet meeting. All documents will be available for inspection by the public once the Order has been made.
- 3.10 The proposed CPO seeks to acquire all land and new rights needed to deliver the Stocksbridge Scheme. The specific rights sought are rights to make up the access road to adoptable standards and to move

cables and pipes, improve the junction of Hunshelf Road and Manchester Road, and carry out work to the bridge parapet.

A fuller description of the rights required is set out on the draft Statement of Reasons

- 3.11 It is proposed that such parts of the land at the former Steelworks Stocksbridge site that are already owned by the Council, but not currently held for planning purposes, are appropriated for planning purposes and as from the date of Cabinet are held for planning purposes

Also, that if necessary, the Council will use its powers contained in section 237 of the Town and Country Planning Act 1990 in order to override any rights or covenants which would otherwise impede the delivery of the Scheme.

- 3.12 Section 237 of the Town and Country Planning Act 1990 authorises the erection, construction or maintenance of any buildings or work on land which has been acquired or appropriated by a local authority for planning purposes, if it is done on accordance with planning permissions, even if it involves the interference with an interest or right to which the section applies.

- 3.13 The effect of section 237 is to ensure that where land is owned by a local authority and held for planning purposes then existing rights which could have prevented development of that land from proceeding can be overridden.

The rights are overridden whether the local authority or a person deriving title from them undertakes the development. Accordingly SRC will benefit from the operation of section 237 if the Council appropriates the land needed for the Scheme for planning purposes.

- 3.14 The powers contained in section 237 do not remove any legitimate rights of owners or occupiers to compensation which may arise from the loss of such rights, but does remove the potential for excessive claims

If agreement cannot be reached as to the amount of compensation then this issue can be referred to the Lands Tribunal for a decision in the same way as for compensation under a CPO

4.0 Proposed Highways Order

- 4.1 In tandem with the CPO, SRC have recently submitted an application to the Secretary of State pursuant to Section 247 of the Town and Country Planning Act 1990 for the stopping up and creation of new highways (the "Stopping Up Order") that are necessary to enable the Scheme to be carried out.

Full details are set out in set out on the draft Statement of Reasons

- 4.2 Officers believe that the application correctly identifies all of the highways and footpaths that will need to be stopped up and show the new highways, footpaths and bridleway to be created.
- 4.3 Authority is to be sought for the Council to formally support the application for the Stopping Up Order and to assist SRC to promote such Order at Public Inquiry, if necessary.
- 4.4 In addition, there will be a number of traffic regulation orders required in advance of the Stopping Up Order to provide for temporary access arrangements during the construction of the Scheme.
- 4.5 If required, evidence will be presented at Public Inquiry in support of the Stopping Up Order to demonstrate to the Secretary of State that full consideration has been given to the need to minimise disruption to occupiers and businesses within the site and the surrounding area during the construction, and once the scheme is completed, the permanent measures will ensure that pedestrian and vehicle movement within and around the scheme are acceptable.

5.0 FINANCIAL IMPLICATIONS

- 5.1 SRC has entered into the Indemnity Agreement with the Council whereby it will indemnify the Council in respect of all the costs and expenses incurred in preparing and making the CPO and in acquiring the interests required (including the payment of all proper CPO compensation) for the delivery of the Scheme.
- 5.2 The terms of the CPO Indemnity Agreement are underwritten/guaranteed jointly and severally by both Dransfield Properties Limited and JJ Gallagher Limited.
- 5.3 The Director of Finance has undertaken financial checks on both companies and is satisfied that between them they are of sufficient financial standing to underwrite SRC's obligations to the Council.
- 5.4 The cost of the development will be funded by SRC via a mixture of bank financing, grant funding from the European Regional Development Fund (ERDF) and from receipts generated by SRC from the disposal of the proposed superstore element of the Scheme to Tesco.
 - 5.4.1 As at the date of this report the Director of Finance is satisfied that based on the financial information provided, if the CPO is confirmed, bank funding should be available to SRC and/or its guarantors to fund the Scheme.
 - 5.4.2 SRC have an application submitted to ERDF for grant funding which they expect to succeed based on the acceptance of the outline business case and on the confirmation of the CPO.

Final approval of the ERDF funding will be dependant upon approval of the Full Application and confirmation of the CPO.

The ERDF funds are only available for draw down within a limited time window and will only be available to the SRC because of the nature of the ERDF process. It is therefore necessary for the Scheme to proceed in a timely manner so this funding is not lost

- 5.4.3 The Director of Finance is satisfied that under the terms of the SRC Agreement with Tesco the capital receipts should be deliverable.
- 5.5 Prior to the execution of the execution of the General Vesting Declaration (GVD) (the point at which the CPO becomes legally binding with the title of the land transferring and the Council becoming financially liable to pay compensation) the Director of Finance may acting reasonably, in order to ensure that there is still minimal financial risk to the Council in using its CPO powers, require from SRC and or its guarantors, such additional security as the Council should reasonably require for the payment of all the costs for the purchase of the land and rights required

6.0 LEGAL IMPLICATIONS.

- 6.1 It is the view of the Director of Legal Services that the proposed regeneration of the Former Steelworks area of Stocksbridge is likely to achieve the promotion or improvement of the economic and environmental well-being of the area and its inhabitants, and consequently their social well-being as well.
- 6.2 For reasons set out in paragraph 6.1 above the Director of Legal Services confirms that under section 226 of the Town and Country Planning Act 1990 the Council can make a CPO to acquire the land required for the Scheme, or under section 227 of the Town and Country Planning Act 1990 the Council may acquire the land by agreement
- 6.3 The CPO Indemnity Agreement, as mentioned in paragraph 5.1 above provides for SRC to indemnify the Council in respect of all of the costs and expenses incurred in acquiring interests required for the Scheme.
- 6.4 It is the view of the Director of Legal Services that the transfer of the land to SRC under the terms of the CPO Indemnity Agreement conforms with section 233 of the Town and Country Planning Act 1990
- 6.5 Circular 06/04 notes that, “compulsory purchase proposals will inevitably lead to a period of uncertainty and anxiety for the owners and occupiers of the affected land”, and states that, “it is essential that the acquiring authority keeps any delays to a minimum by completing the statutory process as quickly as possible”.

In recognition of this advice the CPO Indemnity Agreement provides for the making of the CPO within 2 months of seeking the Resolution, and to seek confirmation of the CPO from the Secretary of State as soon as possible.

7.0 EQUALITY OF OPPORTUNITY

- 7.1 The redevelopment of the site will be of universal positive benefit for all local people regardless of age, sex, race, faith, disability, sexuality, etc.

Local people will benefit from the creation of a significant number of new full and part time jobs. The socio economic and community cohesion impacts locally will be particularly positive.

- 7.2 No negative equality impacts have been identified, and it is not considered necessary that a full Equality Impact Assessment needs to be undertaken.

8.0 ENVIRONMENTAL SUSTAINABILITY

- 8.1 The redevelopment of the site will bring back into use brownfield land that in the main is currently unused. The majority of the site is a former steel works which was demolished a couple of years ago and all that remains is an unsightly area of hard standing, which is contaminated in parts.

- 8.2 The provision of the new facilities for Tata will be on existing brownfield land within its Steelworks.

- 8.3 The retail and office led development by SRC will be highly accessible to the people of Stocksbridge and will reduce the distance local residents to have to travel to and from work and to shop.

- 8.4 The residential element of the development will be highly sustainable because the new homes will be provided in close proximity to the existing centre and the new retail/office led development of the adjoining land.

- 8.5 As part of the overall development of the site the existing landscaped areas will be managed and improved. New open spaces will be introduced and new public walkways/routes will be created across the site by the developer.

9.0 HUMAN RIGHTS ISSUES

- 9.1 The Human Rights Act 1998 incorporated into domestic law the European Convention on Human Rights (“the Convention”). The specific rights protected by the Convention include, amongst others:

- The right of everyone to the peaceful enjoyment of their possessions, which can only be impinged upon in the public interest and subject to relevant national and international laws;
- The right to a fair and public hearing for those affected by the Scheme; and
- The right to a private and family life, home and correspondence, which again can only be impinged upon in accordance with law and where such encroachment is necessary in the interest of national security, public safety or the economic well being of the country

9.2 The above rights would be engaged by the use of a CPO to acquire land for the Scheme. However, the European Court has recognised that “regard must be had to the fair balance that has to be struck between competing interests of the individual and the community as a whole”. Any interference with a convention right must be necessary and proportionate.

9.3 In the light of the significant public benefit which would arise from the implementation of the Scheme, and the fact that the known owners and occupiers of land within the site will be contacted regarding the Scheme and will, should their land be compulsorily acquired, qualify for compensation under the Compensation Code, the Council has concluded that it is appropriate to make the Order. It does not regard the proposed Order as constituting any unlawful interference with any individual’s rights under the Convention, including in particular any property rights.

10.0 CONSULTATION

10.1 As previously reported to Cabinet SRC has carried out extensive consultations with the Stocksbridge Town Council, local residents businesses and stakeholders, the land owners, and local groups, on their redevelopment proposals for the site,

10.2 Extensive consultation has also been undertaken as part of the planning process for the planning permissions that have been granted for the development.

10.3 SRC has met regularly with local Members and Officers.

11.0 REASONS FOR RECOMMENDATIONS

11.1 The use of a CPO to assemble the land required for the Scheme is possible under section 226 (1) (a) of the 1990 Town and Country Planning Act, and would be justified in light of the compelling case in the public interest for the implementation of the Scheme, as it will boost employment opportunities in the area, secures the improvement of and

future investment in the Tata Stocksbridge Steelworks, and transforms the town's retail offer.

- 11.2 The proposed SRC Scheme provides a real opportunity to secure the regeneration of a large area of underutilised land alongside a key district centre and it is considered that there is no effective prospect, if a CPO is not used, of securing this regeneration
- 11.3 Where the Council propose to make a CPO under these statutory provisions, the Council must also be satisfied that the development is likely to contribute to the achievement of one or more of the following objects, namely the promotion or improvement of the economic, social or environmental well-being of their area.
- 11.4 For these reasons it is suggested that Cabinet adopt the recommendations described below.

12.0 RECOMMENDATIONS

- 12.1 That authority be given for the Council to make a Compulsory Purchase Order under the powers conferred by Section 226 (1) (a) of the Town and Country Planning Act 1990 Act, and section 13 of the Local Government (Miscellaneous Provisions) Act 1976 Act, to acquire the land and rights over the land shown on the Order Map displayed at the meeting of Cabinet on 26th September 2012 and marked Map referred to in the Sheffield City Council (Former Steelworks, Stocksbridge) Compulsory Purchase Order 2012.
- 12.2 That the Director of Legal Services be authorised to make the CPO, to take all necessary procedural steps prior to and after the making of the CPO, to enable the CPO to be submitted to the Secretary of State for confirmation including:
- (a) finalising the attached draft Statement of Reasons;
 - (b) finalising the Schedule of Interests
 - (c) serving notices of the making of the CPO on all persons entitled to such notice and placing necessary press notices;
- and to submit the CPO to the Secretary of State for confirmation.
- 12.3 That the Director of Legal Services be authorised to sign and serve any notices or documents necessary to give effect to these recommendations and to take all other actions necessary to give effect to these recommendations.
- 12.4 As soon as the Order is confirmed by the Secretary of State to advertise the confirmation of the CPO and serve all necessary notices of confirmation and once the CPO becomes operative, the Director of Legal Services in consultation with the Director of Finance be

authorised to execute General Vesting Declarations under the Compulsory Purchase (Vesting Declarations) Act 1981.

- 12.5 That the Executive Director Place, in consultation with the Director of Legal Services be authorised to manage the compulsory purchase process in accordance with the terms of the CPO Indemnity Agreement.
- 12.6 That Cabinet confirms that such parts of the land at the former Steelworks Stocksbridge as are already owned by the Council, but not currently held for planning purposes, are appropriated for planning purposes and as from today's date are held for planning purposes.
- 12.7 That, if necessary, the Council will use its powers contained in section 237 of the Town and Country Planning Act 1990 in order to override any rights or covenants which would otherwise impede the delivery of the Stocksbridge Scheme.
- 12.8 That the Director of Legal Services, in consultation with the Executive Director Place be authorised to ensure that all private rights enjoyed and required by Tata over the land included in the Order are not extinguished by either :
 - (a) making a Direction under section 236 of the Town & Country Planning Act 1990, or
 - (b) entering into an Agreement with Tata.
- 12.9 That the Executive Director Place, in consultation with the Director of Legal Services be authorised to support the application for a Stopping Up Order for various highways and footpaths that are necessary to enable the Scheme to be carried out and the creation of new highway, footpaths and bridleways, and to provide support for these proposals at any public inquiry.

Simon Green
Executive Director Place

SHEFFIELD CITY COUNCIL (FORMER STEELWORKS,STOCKSBRIDGE)

COMPULSORY PURCHASE ORDER 2012

**STATEMENT OF REASONS
OF THE ACQUIRING AUTHORITY**

DRAFT

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**PRM/HLM/STO.342-0002
September 2012**

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SHEFFIELD CITY COUNCIL (FORMER STEELWORKS, STOCKSBRIDGE)

COMPULSORY PURCHASE ORDER 2012

STATEMENT OF REASONS

1 Introduction

- 1.1 This document is the Statement of Reasons of Sheffield City Council for making a Compulsory Purchase Order entitled The Sheffield City Council (Former Steelworks, Stocksbridge) Compulsory Purchase Order 2012.
- 1.2 In this Statement of Reasons, Sheffield City Council is referred to as the “Acquiring Authority”, the Sheffield City Council (Former Steelworks, Stocksbridge) Compulsory Purchase Order 2012 is referred to as “the Order” and the land included within the Order is referred to as the “Order Land”.
- 1.3 The Acquiring Authority is the local authority, local planning authority and local highway authority for the area within which the Order Land is situated.
- 1.4 On [XX] 2012 The Acquiring Authority made The Sheffield City Council (Former Steelworks, Stocksbridge) Compulsory Purchase Order 2012. The Order was made pursuant to the Council’s Cabinet resolution on [XX] 2012.
- 1.5 The Order was made pursuant to Section 226(1)(a) of the Town and Country Planning Act 1990 in respect of the acquisition of the land and Section 13 of the Local Government (Miscellaneous Provisions) Act 1976 in respect of the acquisition of new rights. Together, these comprise the Acquiring Authority’s compulsory purchase powers.
- 1.6 Planning permissions have been granted for a mixed use scheme principally for retail, office, leisure and associated infrastructure and car parking (“planning permission 1 and planning permission 2”). Planning permission has also been granted for partial residential development (“the Residential Development”). Planning permissions 1 and 2 and the Residential Development relate to development which is referred to in this Statement of Reasons as “the Scheme”. Full details of the planning permissions and the Residential Development are set out in Section 6 of this statement.

- 1.7 The Scheme has been promoted by Stocksbridge Regeneration Company Limited (SRC) (the “Developer”) a joint venture company formed by Dransfield Properties Limited and JJ Gallagher Limited who have entered into a joint venture partnership to deliver the regeneration on the Order Land.
- 1.8 SRC has entered into a contract (“the contract”) with Tata for the acquisition of part of Tata’s land in order to implement the Scheme. The Order Land includes land currently owned by Tata but not their interest in that land, which is to be acquired under the contract. The contract also provides for the acquisition of additional land owned by Tata and accommodation works to be carried out by SRC on Tata’s land. This additional land and the additional works are not part of the Scheme under which the Order is being pursued for the purpose of Section 232(8) of the Localism Act 2011.
- 1.9 The Acquiring Authority considers that there is a compelling case in the public interest for the making of the Order to secure the outstanding land and property interests required (the “Order Land”) for the purposes of implementing the Scheme, which will help deliver comprehensive regeneration of Stocksbridge.
- 1.10 The Order Land is more fully described in section 2 of this statement. The interests and rights comprising the Order Land are identified and described in the schedule to the Order (the “Order Schedule”), which refers to the map accompanying the Order (the “Order Map”).
- 1.11 This Statement of Reasons is not a statement for the purposes of Rule 7 of the Compulsory Purchase (Inquiries Procedure) Rules 2007.

2 Description of Order Land

- 2.1 The Order Map is attached at Appendix 1.
- 2.2 The Order land comprises approximately 13,397 hectares and is located at Stocksbridge, a town which lies to the north-west of Sheffield within the area of the Acquiring Authority. It is located between the A616 (T), a main road connecting Manchester and Sheffield and the M1 and which here forms the Stocksbridge Bypass, and the B6088 Manchester Road which here forms Stocksbridge’s principal shopping street.
- 2.3 The land required within the Order Land is shown coloured pink on the Order Map and at its northern extreme, the boundary of the Order Land extends almost as far as the A616 Stocksbridge Bypass. The southernmost boundary is formed mainly by the

- railway line serving the steelworks, although the Order Land also extends in part to Manchester Road.
- 2.4 The Order Land also includes land over which rights are required in order to implement works. These areas are shown coloured blue on the Order Map.
- 2.5 The part of the Order Land which is in the ownership of the Acquiring Authority, the Developer and/or Tata is believed to be unencumbered by other interests at present. This land is, however included in the Order in the event that interests or encumbrances that are unknown at the date of the making of the Order are subsequently revealed and can be dealt with to ensure the implementation of the scheme is not impeded.
- 2.6 The Order Land can be identified in six parts.
- 2.7 The first part is around the vehicular access to the Order Land achieved via a junction between Manchester Road and Hunshelf Road (which is included in the Order Land), with a pedestrian access (again included in the Order Land) provided immediately to the west of 462 Manchester Road which is to be developed under an agreement pursuant to Section 278 Highways Act 1980.
- 2.8 Secondly, there is an area to the west of Hunshelf Road and north of the steelworks railway line. This principally accommodates a disused industrial (steelworks) building, a steelworks access road, and an open stock yard and handling area.
- 2.9 Third, the main body of the Order Land extends eastwards from Hunshelf Road and comprises an elongated area of former steelworks, to the north of the steelworks' railway line. This land has largely been cleared, although part of it is still in use as an open stock storage and handling area. This part of the land is generally covered with large expanses of hard-standing and areas where buildings once stood. The culverted Little Don River (sometimes known as the Porter River) bisects this area with an open section of river forming part of the northern boundary at the eastern end. The north-eastern quadrant, north of the river, was formerly occupied by gas holders but has now been cleared. Ford Lane runs eastward through this area from its junction with Hunshelf Road. The eastern end of the site is defined by the point where the railway line crosses the river.
- 2.10 Fourth, land currently forming an access link between this (eastern) area and Manchester Road is also included in the Order Land and will be retained in use for this purpose.

- 2.11 Fifth, the Order Land includes part of the current, unnamed private link road that extends up and across from the steelworks towards the A616 Stocksbridge Bypass from Hunshelf Road.
- 2.12 The Order Land is currently mainly vacant, underutilised, contaminated in parts and in an untidy condition. The limited remaining activity there is associated with Tata (and will be relocated) plus a single further business (which will be relocated). It is in urgent need of regeneration.
- 2.13 In addition to the land acquisition, the Acquiring Authority will also require some new rights in order to carry out works to implement the Scheme.

These will involve:

- i) a right to provide access to the railway and a right to construct, repair, maintain and renew a retaining wall on land alongside Hunshelf Road on the eastern side alongside the railway to the south of the railway bridge;
- ii) a right to undertake works for reinforcement of the railway bridge on Hunshelf Road;
- iii) rights to carry out accommodation works to boundary walls, driveways and pavement in connection with the highway works at the junction of Hunshelf Road and Manchester Road;
- iv) rights to carry out work associated with bringing the unnamed private access road leading from the A616 to Hunshelf Road up to adoptable standard and to accommodate associated signage;
- v) rights as necessary to relocate private services on land to the south of the unnamed private access road to accommodate the development and in association with the works for the adoption of this road.

3 Statutory Functions of the Acquiring Authority – Use of the Enabling Powers

- 3.1 The Acquiring Authority is seeking to secure the regeneration of the Order Land by facilitating its development by the Developer. The Scheme will deliver a major retail facility, together with offices, leisure facilities and land prepared for housing development. The Scheme will be to the clear benefit of the area both in terms of the physical regeneration that will take place and in terms of the uses that will then be accommodated, as set out more fully in Section 7 below.

- 3.2 The compulsory purchase powers conferred on the Acquiring Authority by Section 226(1)(a) of the Town and Country Planning Act 1990 can only be exercised (following confirmation by the Secretary of State) by virtue of Section 226(1A) where an Acquiring Authority considers that the acquisition of the land will facilitate the carrying out of development, redevelopment, or improvement on or in relation to that land, provided that it considers that the development, redevelopment or improvement is likely to contribute to the achievement or the promotion or improvement of the economic, social or environmental well being of the Acquiring Authority's area. The Acquiring Authority believes that the acquisition of the Order Land will facilitate the development of the Scheme and that the resultant development will lead to an improvement in the economic, social and environmental well being of the area. The Acquiring Authority is utilising its powers under Section 226(1)(a) of the Town and Country Planning Act 1990 because, despite a lengthy process of negotiation, it has not so far been possible for the Developer to acquire all interests in the Order Land by agreement. The public benefits that would be secured by the regeneration of the Order Land would be lost if the site cannot be assembled. Notwithstanding the making of the Order efforts to acquire the Order Land by agreement will continue in parallel with the compulsory purchase process.
- 3.3 The purposes in seeking to acquire the Order Land and utilise the Acquiring Authority's compulsory purchase powers are set out in detail in Section 7 below.
- 3.4 Section 13 of the Local Government (Miscellaneous Provisions) Act 1976 enables the Acquiring Authority to acquire such rights ("new rights") over private land which are specified in the Order and which are not in existence when the Order is made to enable the Scheme to be undertaken in accordance with the planning permissions. The new rights to be acquired and created are reasonably required to enable the redevelopment to take place. Details of the new rights to be acquired are set out in paragraph 2.13 above.
- 3.5 In addition Tata have certain apparatus in the Order Land which it is intended shall remain in situ in the land although it may have to be diverted. If the Order is confirmed before completion of the compulsory acquisition the Acquiring Authority will either enter into an agreement with the Tata to retain these rights or will make a Direction pursuant to Section 236 of the Town and Country Planning Act 1990 to ensure that the rights are preserved.

4 Development Scheme

- 4.1 It is intended that the compulsory acquisition of the Order Land will facilitate the Scheme, being the comprehensive redevelopment of the Order Land.
- 4.2 The Scheme will provide for demolition and site clearance and the provision of a mixed use development principally comprising retail, office, and leisure with associated infrastructure and car parking and land prepared for housing development. The Scheme will provide a high quality environment, including new public spaces and green space.
- 4.3 The Scheme will provide a substantial strengthening and extension of the retail function of Stocksbridge as a District Shopping Centre, including the provision of a new food store and new comparison retail floorspace.
- 4.4 Based on average employment density figures it is estimated that the Scheme will provide at least 900 permanent jobs on site with additional jobs created through the construction and servicing of the Scheme. At its peak, 800 people were employed on the Order Land and this scheme will more than replace jobs lost in the area.
- 4.5 A financial advisory business will be displaced by the Scheme but there is office accommodation available within the new development for relocation (up to 186 sq m required). Other relocations relate to Tata or buildings controlled by Tata; these are provided for in the contract between the Developer and Tata. There will be no job losses arising from the promotion of the Order. There are no occupied dwellings on the Order Land. There is one vacant (and derelict) dwellinghouse which will be demolished. The Scheme includes the preparation of a site capable of accommodating the provision of up to 140 new dwellings.
- 4.6 The Scheme in detail comprises:
- A retail and office led element, also including catering and leisure uses, incorporating a food superstore of approximately 5,820 sq m (GIA) within a total of 20,377 sq m (GIA) of commercial development, served by 681 car parking spaces, with additional employee parking
 - The provision of land for up to 140 residential units with a mixture of 2, 3 and 4 bedroom dwellings anticipated, which will also accommodate landscaping, the enhancement of the river corridor, and the provision of public open space including children's play space
 - Junction and other improvements to enhance vehicular and pedestrian access from Manchester Road

- The improvement of the existing link road from the steelworks to the bypass and its opening up to all traffic, with the provision of a new roundabout junction with the bypass
 - The realignment and rationalisation of vehicular and non-vehicular routes across the Order Land, including the closure of Ford Lane and the stopping up and diversion of public rights of way, and the provision of new rights of way to enhance wider accessibility.
- 4.7 The land for the Residential Development will be laid out and levels re-graded using material removed from the retail area. This will remove a significant abnormal cost in respect of this area of the Scheme and enable residential development to be carried out. The timing of such development will depend on a number of factors and in particular the completion of the retail area and the establishment of the landscaping scheme. The land will however form part of the supply of allocated housing land identified in the Acquiring Authority's Local Plan (Sheffield Development Framework), and will be ready for development when required.

5 Planning Policy

5.1 The Development Plan

- 5.1.1 The current development plan comprises the Yorkshire and Humber Plan (adopted 2008) as the current Regional Strategy for the Yorkshire and Humber region, saved policies from the Sheffield Unitary Development Plan (the "UDP" adopted 1998) and the Sheffield Development Framework Core Strategy (the "Core Strategy" adopted 2009).
- 5.1.2 The Yorkshire and Humber Plan identifies Stocksbridge as a "principal town" (within Policy YH5) where development which supports its regeneration is to be supported (Policy SY1A (3); Policy SY1E(3)).
- 5.1.3 The UDP identifies the majority of the land, north of the railway line, as a General Industrial Area (with special industries). The retained policies of the UDP include Policy IB5 relating to development in General Industrial Areas. Policy IB5 states that within General Industrial Areas, offices, small shops, food and drink outlets, community facilities and leisure facilities are acceptable uses in principle. In the committee report that led to the resolution to grant planning permission for the Residential Development the Local Planning Authority recognised that such development would involve a departure from policy IB5.

- 5.1.4 Policy IB5 also states that shops (other than small shops) are unacceptable unless at the edge of a district shopping centre. Policy IB9 goes on to set out conditions for development in industry and business areas, relating for example to the balance of uses, amenity, design and accessibility.
- 5.1.5 The remainder of the land on the south side of the railway line lies within the eastern end of the defined Stocksbridge District Shopping Centre and the proposed retail development would be located on the edge of the District Shopping Centre with pedestrian links to it.
- 5.1.6 Policy S4 promotes retail development in District Shopping Centres, and for food retail development sites at the edge of such centres where no in centre sites are available. Policy S5 includes impact and access criteria for edge of centre development.
- 5.1.7 The UDP (Policy BE18) also identifies part of the Order Land alongside Hunshelf Road as being within the Hunshelf Area of Special Character. Development here should respect that character.
- 5.1.8 A small section of the link road from the steelworks to the bypass and the proposed junction with the bypass (which itself is outside of the Order Land) lies within the Green Belt and a wedge of an Open Space Area. Policies GE1 to GE4 of the UDP seek to protect the openness and character of the Green Belt. Policy LR5 of the UDP seeks to ensure that development in Open Space Areas does not harm environmental and historic features of importance. In the committee report that led to the resolution to grant planning permission for the Residential Development the Local Planning Authority concluded that this aspect of the development would not harm the openness and character of the Green Belt nor any environmental or historic features of importance within the Open Space area, and as such that the proposal complies with policies GE1 to GE4 and LR5 of the UDP.
- 5.1.9 Core Strategy Policy CS34 lists Stocksbridge as one of Sheffield's District Centres. Policy CS3 identifies district centres on high frequency public transport routes as suitable for small-scale office use. Policy CS5 identifies Stocksbridge / Deepcar as a location for manufacturing, distribution / warehousing and non-office businesses. Policy CS14 related to city-wide distribution of shopping and leisure development states that major non-food retail development will not occur outside locations which include District Centres and their edges.
- 5.1.10 Core Strategy Policy CS23 seeks to concentrate new housing development where it would support urban regeneration and make efficient use of land and infrastructure,

focusing on suitable and sustainably located sites within or adjoining locations including the urban area of Stocksbridge / Deepcar. Policy CS24 prioritises the use of previously developed sites for new housing development. Policy CS33 supports the reuse of surplus industrial land in Stocksbridge for business use, the re-use of previously developed land there within the urban area for housing, and the improvement and expansion of the District Centre.

5.1.11 Whilst not forming part of the development plan, the need to regenerate redundant and surplus steelworks land whilst securing the future of operational industrial land was also recognised by the Corus Works Development Brief, as approved by the Acquiring Authority on 24th March 2005; these principles were developed in Core Strategy Policy CS33. It is regarded by the Acquiring Authority as a material consideration for the determination of planning applications. However, this document only addressed parts of the Order Land.

5.2 Emerging Local Policy

5.2.1 The Draft City Policies and Sites document (a proposed Development Plan Document) was approved by Cabinet for consultation in May 2010 and published for consultation between June and July 2010. It sets out development management policies, and spatially identifies Policy Areas and Allocations.

5.2.2 Much of the area addressed by planning permission 1 and planning permission 2 is identified by the Draft City Policies and Sites document as part of the District Centre Policy Area, and with an allocated required retail use plus other mixed town centre uses (Site P00440). The stated reasons for this allocation include:

“Core Strategy policy CS33 aims to improve the environment of the existing district centre whilst enabling its improved offer through expansion as opportunities arise.

There is an identified qualitative need to improve the District Centre’s offer as the centre has been losing a significant amount of its trade.”

5.2.3 Representations on behalf of the Developer were made during the consultation period. These were generally supportive of this allocation in principle, but sought to ensure some greater flexibility.

5.2.4 Much of the area addressed by the Residential Development is identified by the Draft City Policies and Sites document as a Flexible Use Policy Area, and with a Flexible Use Allocation without a required use (Site P00290). Representations on behalf of the Developer were made during the consultation period. These were generally

supportive of this allocation in principle, but sought to correct and clarify certain aspects of the allocation and also to achieve greater certainty in terms of the prospects of the site specifically for residential use.

5.2.5 Draft City Policies and Sites Policy J1 governs the mix of uses on allocated sites. Table H1a sets out the characteristics and preferred uses in the policy areas, with more detailed guidance on the acceptability of different uses for each policy area type set out in Table H1b. Policy H1 refers to these two tables and their role in governing land use in Policy Areas.

5.2.6 The Draft City Policies and Sites document also sets out a range of detailed development management policies which will govern the determination of proposals for development.

5.3 National Policy

5.3.1 At the national level, the NPPF is framed as a positive and enabling document, seeking to facilitate sustainable development and growth. There is a clear and firm commitment to supporting and securing sustainable economic growth. Applications for sustainable development should be approved wherever possible, consistent with an overarching approach that demands a “presumption in favour” of sustainable development (paragraph 14). It advocates a proactive, creative and solution seeking approach to planning.

5.3.2 Themes familiar from some of the policy documents replaced by the NPPF are reframed and reinforced as the core principles underpinning the new document (paragraph 17). These include, inter alia, an emphasis on high quality design, carbon reduction, conserving and enhancing the natural environment, reusing brownfield land, promoting accessible mixed use development and sustainable transport, seeking to improve wellbeing, and encouraging the delivery of facilities and services to meet local needs.

5.3.3 Again carrying forward themes evident in replaced policy there remains an emphasis on positive planning for the promotion of competitive, expanding, healthy town centres at the heart of communities, encouraging choice and diversity.

5.3.4 The NPPF seeks to boost significantly the supply of housing. It supports the delivery of a wide choice of high quality homes, widening opportunities for home ownership, and creating sustainable, inclusive and mixed communities.

- 5.3.5 The NPPF builds on and reinforces themes in the written Ministerial Statement “Planning for Growth”, made by the Minister of State for Decentralisation, and issued by the Chief Planner to all Local Planning Authorities in England appended to a letter dated 31 March 2011. This prioritises the promotion of sustainable economic growth and jobs, and a positive, enabling approach to development with a presumption in favour of sustainable development. In the written Ministerial Statement “Housing and Growth”, made by the Secretary of State for Communities & Local Government on 6 September 2012, the Government reaffirmed that its number one priority was to get the economy growing and that there was a need to create the conditions that support local economic growth and remove barriers that stop local businesses creating jobs and getting Britain building again.
- 5.3.6 Other statements of national policy emphasise similar themes. In March 2011 The Treasury published “The Plan for Growth”, which cross references the Ministerial Statement “Planning for Growth” and presages the NPPF. It supports the Government’s objective to achieve strong, sustainable and balanced growth. Its ambitions include a lower domestic regulatory burden including a streamlined and more efficient planning system, and an increase in the proportion of planning applications approved and dealt with on time. The introduction of the presumption in favour of sustainable development is highlighted, as is the aim to open up more land for development.
- 5.4 Circular 06/2004 – Compulsory Purchase and the Crichel Down Rules
- 5.4.1 This Circular provides advice to Acquiring Authorities on promoting Compulsory Purchase Orders, and the issues which need to be addressed, and the factors which will be taken into account by the Secretary of State in deciding whether or not to confirm a Compulsory Purchase Order
- 5.4.2 The key test which is applied by the Secretary of State is whether or not there is a compelling case in the public interest for the Order to be confirmed. Specific advice is provided for local planning authorities wishing to exercise their powers under section 226(1)(a) of the Town & Country Planning Act 1990, and set out in Appendix A.
- 5.4.3 The Circular advises that the powers in the Act are intended to provide a positive tool to help Acquiring Authorities with planning powers to assemble land where this is necessary to implement the proposals in their Community Strategies and the Local Development Document. The Circular draws attention to the well-being power and the requirements of section 226(1A) which provides that the Acquiring Authority must not exercise its power of Compulsory Purchase unless they think the proposed

development, re-development or improvement is likely to contribute to achieving the promotion or improvement of the economic, social or environmental well-being of the area for which the Acquiring Authority has administrative responsibility. In this respect, Acquiring Authorities are reminded that the government's purpose in introducing the well-being power is to encourage innovation and closer joint working between local authorities and their partners to improve the quality of life of those living working or otherwise involved in the community life of their area.

5.4.4 The Circular draws attention to guidance in Planning Policy Statement 1 (as was) which may include policies relating to issues for promoting regeneration initiatives and improving local environmental quality. The Circular recognises that such issues can have a significant impact on land use but may not necessarily be capable of being delivered solely or mainly through the granting or refusal of planning permission, and they may require a more proactive approach by the local planning authority including facilitating the assembly of suitable sites for which the powers under the Town & Country Planning Act 1990 may be appropriate.

5.4.5 Paragraph 16 of Appendix A to the Circular sets out the factors which the Secretary of State will take into account in deciding whether or not to confirm a Compulsory Purchase Order namely:

1. Whether the purpose for which the land is being acquired fits in with the adopted planning framework for the area or, where no such up to date framework exists, with the core strategy....

As indicated above, the purpose of the Compulsory Purchase Order is to implement the Council's core strategy for the Order Land.

2. The extent to which the proposed purpose will contribute to the achievement of the proportion or the improvement of the economic social or environmental well-being of the area.

The benefits of the scheme for the area in social, economic and environmental terms are set out more fully in section 7 of the Statement.

3. Potential financial viability of the scheme for which the land is being acquired, for example having regard to any general indication of funding intentions, and of any commitments from third parties, as well as aspects of timing.

Section 9 of this Statement deals with delivery of the scheme and funding.

4. Whether the purpose for which the Acquiring Authority is proposing to acquire the land could be achieved by any other means.

The purpose which underpins the acquisition could not be achieved without the Order, as explained below.

- 5.4.6 The purpose of the Order, which is to secure the comprehensive regeneration of the Order Land, and this can clearly only be achieved at this location. As the land is in multiple ownership, it is not possible to deliver comprehensive regeneration other than by a site assembly programme which incorporates the whole of the Order Land. There are no alternative proposals with the access to ERDF public funding, the expertise of the Developer, the delivery of a major food retailer to secure regeneration on this site and with the benefit of planning permission. In any event, given the multiple ownership any alternative proposals would also be likely to require the use of compulsory purchase powers to achieve land assembly.

6 Statement of Planning Position

- 6.1 On 22 July 2009, the Acquiring Authority granted full planning permission (reference 08/02703/FUL) for the redevelopment of part of the Order Land. This planning permission largely covered those sections of the Order Land identified in section 2 above as the first, second, fourth and fifth areas described, plus the third part excluding the area east of where the Little Don River enters the culvert.
- 6.2 The scheme approved provided for the regeneration of part of the Order Land with a mixed use development including retail, offices, health centre and leisure activities. The description of the development permitted is, "mixed use development including retail (Use Class A1), food and drink (Use Class A3), leisure (Use Class D2), offices (Use Class B1), Health Centre (Use Class D1) and associated highway works, ground works, car parking accommodation, public open space and landscaping works".
- 6.3 A further application, reference 09/02819/FUL, submitted under Section 73 of the Town and Country Planning Act 1990, was refused by the Acquiring Authority in a notice dated 2 December 2009. This refused application sought to allow the carrying out of the development without complying with Condition Number 2 attached to it, which prevented the use of any part of the development as a pharmacy or post office.
- 6.4 An appeal was submitted against this decision. In a decision dated 13 April 2010 the appeal was allowed ("Planning Permission 1"). As a result of the appeal, the original planning permission was in effect superseded by the new planning permission

approved under the Section 73 application. Planning Permission 1 (Ref 09/02819/FUL) will remain extant until 13 April 2015.

- 6.5 A further planning permission (Ref 11/02480/FUL, "Planning Permission 2") relating to principally the same site was granted by the Acquiring Authority in a decision dated 16 November 2011. This complements the Section 73 planning permission granted on appeal but incorporates some changes to particular elements of the development to reflect a number of refinements and improvements to the Scheme. The description of development permitted in Planning Permission 2 is:

"demolition and site clearance, alteration to Blocks B and D as approved under application reference 09/02819/FUL, alterations to the layout of the car park and access arrangements as approved under application reference 09/02819/FUL, new retail and services premises (Use Classes A1/A2/A3/A4/A5), new office premises (Use Class B1), with associated access and other works".

- 6.6 The effect of Planning Permission 2 is to allow part of the development (principally the main foodstore) to continue to be delivered under Planning Permission 1, whilst also allowing the delivery of the remainder of the Scheme in the amended form of the revisions referred to above. The form of Planning Permission 2 requires the development to proceed with the implementation of the foodstore permitted under Planning Permission 1. The two planning permissions will be implemented and built out together, with the provision of the foodstore in the first phase of the floorspace to be provided.

- 6.7 On [DATE], the Council granted full planning permission (11/00384/FUL) for the redevelopment of the remainder of the land ("the Residential Development") subject to a S106 planning obligation. The area addressed by this development largely coincides with the fifth part of the site described above, plus the third part to the east of where the Little Don River enters the culvert.

- 6.8 The Residential Development provides for the regeneration of this site with a scheme incorporating open space and access improvements. It integrates fully with the permitted retail and office led development immediately to the west and described above (Planning Permissions 1 and 2). Together these three elements (i.e. Planning Permissions 1 and 2 and the Residential Development) will bring forward the comprehensive regeneration of the land as a whole and comprise the Scheme underlying the Order.

- 6.9 The description of the Residential Development is:

“Residential development and provision of means of access and associated landscaping (Outline application) and formation of link road and engineering works (Full application) (as amended)”

- 6.10 The effect of this will be to allow the formation of the link road between the site and Stocksbridge Bypass, as well as remodelling to prepare the site for development. The Residential Development will also establish, on an outline basis, the principle of residential development on this land. It is proposed that the remodelling will be undertaken in conjunction with the development authorised by Planning Permissions 1 and 2. This will maximise the efficiencies of earth moving operations and minimise the quantities of both imported and exported fill material.
- 6.11 The access works will be undertaken at this stage allowing the site to be serviced. A further important benefit of this approach is that the opening of the link road will enhance the commerciality of the development allowed under Planning Permissions 1 and 2, whilst immediate traffic relief and improved accessibility will be provided to Stocksbridge. Once the site has been prepared in this fashion, it will be made available to housebuilders who will be able to pursue reserved matters approvals to deliver the new dwellings.
- 6.12 In addition to the planning permissions as described above which relate to the Order Land, a further planning permission has been granted for related development part on the Order Land and elsewhere in the retained steelworks. A full planning permission was granted on 10 May 2011 (Ref 11/00350/FUL) for development described as:
- “erection of a warehouse (site 1) and an industrial test centre and offices and formation of a pedestrian link to Manchester Road (site 2) with associated works including provision of car parking accommodation, means of access, drainage and landscaping (as amended)”*
- 6.12.1 “Site 1” – in this scheme this relates to land between the western end of the retained operational steel works and the permitted (Tata) residential development referred to below, where a large warehouse facility is to be provided. This will be a replacement facility for the relocated outside storage area that is required for the delivery of the retail and office elements permitted under Ref 08/02703/FUL and subsequent permissions. It will provide a larger and substantially improved area for this operation, being covered (rather than open), purpose built, and more conveniently located relative to the production line thereby enhancing efficiency and productivity.

- 6.12.2 “Site 2” – relates to land at the interface between the eastern end of the retained operational steelworks and the retail and office led scheme permitted under Ref 08/02703/FUL and subsequent permissions. This will include an industrial test centre to consolidate and enhance Tata’s testing facilities. It will represent a significant investment in Tata’s testing, research and development capability, as well as acting as a showcase to customers across a world market.
- 6.13 The relationship between these various elements of development is shown on the drawing at Appendix 2.
- 6.14 Outline planning permission was obtained by Tata for residential development of land beyond the far end of the retained operational steelworks. This does not form part of the Order Land nor does it form part of the Scheme (see paragraph 1.8 above).
- 6.15 Plot 46 does not benefit from planning permission. This plot is to be used as a long stay car park and is situated close to the A616 Stocksbridge by-pass. The Developer is in the process of making an application to secure planning permission for a car park here. Subject to the Local Planning Authority’s obligation to consider that application on its own merits there are no policy or site specific issues that would suggest in principle planning permission would not be granted.
- 6.16 The Scheme therefore has the benefit of extant planning permissions and a resolution to grant planning permission with terms agreed for the associated planning obligation. Whilst there are some minor issues which remain to be addressed there is no planning impediment to the carrying out of the development.

7 The Acquiring Authority’s purpose in seeking to acquire the Order Land

- 7.1 Planning Permissions 1 and 2 and the Residential Development anticipate the comprehensive mixed use regeneration of the Order Land. The purpose of seeking to acquire land compulsorily is therefore to facilitate the comprehensive regeneration of the Order Land through mixed use development and the preparation of land for residential development.
- 7.2 The Order Land is a brownfield site that is very clearly in need of regeneration. It comprises, in the main, a cleared former steelworks. The base of substantial employment that was once provided here has gone, as have almost all of the buildings and associated steel making activity. Production here ceased in early 2008 and site clearance was completed in the first half of 2010. What remains is principally an

extensive and unsightly area of hard standing, contaminated in parts. The land is a significant wasted resource within the Stocksbridge urban area.

- 7.3 The need to regenerate Stocksbridge has been widely recognised through planning policy at the regional and local levels. The redevelopment of previously developed sites within and on the edge of district centres and within urban areas is also encouraged in general terms by the development plan. More generally, the regeneration of outworn industrial land for new uses is very much in keeping with the current growth agenda in national policy and the focus on sustainable development.
- 7.4 The residential element of the development will be highly sustainable because new homes will be provided in close proximity to the existing centre and the new retail/office led development on the adjoining land, and to the new employment development within the wider Development Brief area. It will be possible for new residents to gain access to everyday retail and community facilities and to employment by non-car modes of transport.
- 7.5 This element also brings with it the full opening up of the link road to the bypass, which in turn will alleviate traffic issues in Stocksbridge. The new roundabout junction to be created on the bypass represents a safety benefit, providing calming on a busy Trunk Road. It will introduce lighting to an unlit part of the bypass, reduce traffic speeds, and remove the hazardous existing junction arrangement where articulated vehicles need to cross a fast moving carriage way.
- 7.6 The Residential Development site is in an attractive valley setting but it is currently unsightly, inaccessible, dominated by concrete, and contaminated. This would be removed and remediated, and replaced by an attractive, accessible, carefully designed development. Existing landscaped areas will be managed and new open space introduced. Ecological benefits would arise from habitat enhancement, including in particular along the river corridor. Accessibility would be improved by the enhancement and expansion of Public Rights of Way. The overall benefits in terms of regeneration, use of derelict land, and to the environment, which would arise from these works will be substantial.
- 7.7 Similar regeneration benefits will be associated with the retail and office led element of the development. In addition, this will bring with it significant job creation. More sustainable and inclusive patterns of shopping and working will be established by enabling local people to meet a wider range of needs close to where they live rather than, as at present, travelling to locations outside Stocksbridge. The vitality and viability of the existing centre will be enhanced through the increased retention of

trade and expansion of local spending power as the residential and working populations grow, whilst highways improvements are proposed to alleviate traffic issues within the town. This element resonates particularly strongly with the positive stance towards encouraging economic development evident in national policy.

- 7.8 Although not part of the Scheme, the works on the Order Land will enable further development to enhance the retained (Tata) steelmaking business. Existing outside storage and handling activities currently less efficiently located at the eastern end of the Tata works are to be moved to a new purpose built and enclosed facility at the western end of the works, in the right place to integrate well with the steelmaking process.
- 7.9 The Scheme will also result in the clearance and preparation of a site to accommodate a new test centre for Tata, efficiently consolidating their existing testing operations and acting as a showcase for their business.
- 7.10 The economic, environmental and social regeneration benefits arising individually from these elements are substantial. However, the overall benefits are greater than the sum of the parts.
- 7.11 The provision of the Residential Development in a phased programme in conjunction with Planning Permissions 1 and 2 (and indeed related permissions) will enable a comprehensive development to take place, addressing the previously developed land east of the retained steelworks as a whole. This will ensure the optimum mix of sustainable uses, with the housing supporting new retail and new employment activities and visa versa, and it will also enable synergies to be achieved between the different strands of development so as to produce a better overall outcome.
- 7.12 This applies for example in the case of maximising efficiencies in the re-use of soils and earthworks on site, so that the final levels can be achieved in a way which minimises the need to import or export fill and/or send contaminated soils and material off site for treatment or disposal; this is a far more sustainable option than each element proceeding independently. Preparation of the site for residential development will of course help to deliver this element of the Scheme by promoting its availability and readiness and removing major barriers to development. However, attempting this as an independent process once the retail/office led element has been constructed would create bad neighbour issues, both for the retail and office occupiers, and in terms of extending the period of construction to be endured by other neighbours within the area.

- 7.13 It also applies in the case of being able to deal comprehensively with existing and proposed rights of way so that all of the routes will complement each other and be capable of being brought forward seamlessly together in a co-ordinated programme to the benefit of the community. Further benefits arise from having an overall vehicular access strategy that makes the most efficient use of the proposed new junction arrangements on the A616. As discussed above, this will enhance the commerciality of the retail/office led development, provide immediate traffic relief and improved accessibility to Stocksbridge, and offer road safety benefits.
- 7.14 The inclusion of the site for the Residential Development and its preparation to accommodate that development is essential to secure a comprehensive development of the area and to avoid leaving a large part of the site without practical access and in a poor condition which would have a negative impact on the adjoining new development. By utilising the fill from the retail site, and thus operating in a sustainable way, the significant costs of bringing the residential site forward so it is fit for future development will have been overcome, which would not be the case if this land were omitted from the Order.
- 7.15 This initiative provides a real opportunity to secure the regeneration of a large area of land alongside a key district centre in the city and there is no effective prospect of securing this regeneration in the foreseeable future if the opportunity is lost.

8 Justification for using compulsory purchase powers by the Acquiring Authority

- 8.1 The Developer (SRC) is a joint venture between Dransfield Properties Limited and J J Gallagher Limited. Both companies are experienced award winning developers with impressive track records of delivering mixed use regeneration projects. The two companies worked together in bringing forward the redevelopment of a site in multiple ownership in the centre of Willenhall, in the West Midlands. Individually Dransfield has undertaken recent regeneration projects in Tunstall, Morpeth and Gainsborough town centres and Openshaw district centre, whilst Gallagher has undertaken projects in all parts of the UK, some of the more recent being in Trowbridge, Dundee, Moseley, Bedford, Cambridge, St. Neots and Milton Keynes.
- 8.2 The Developer has sought to negotiate for the acquisition of the Order Land from the existing landowners.
- 8.3 The Acquiring Authority is conducting negotiations with remaining owners for the acquisition of their ownerships. Unfortunately terms have not been agreed at present although the owners appear willing to sell and negotiations continue on that basis.

- 8.4 The Acquiring Authority own the freehold of the access road and land at the entrance to the Order Land which is the subject of an agreement with the Developer and will be made available for the development.
- 8.5 An application has been made for funding from the European Regional Development Fund ("ERDF") which the Developer expects to succeed based on the acceptance of the outline business case. Final approval of the funding will depend on approval of the Full Application and confirmation of the Order. The funds will only be available for draw down in a limited time window and will only be available to the Developer because of the nature of the ERDF scheme. It is therefore necessary for the Scheme to proceed with the Developer and in a timely manner so this funding is not lost.
- 8.6 There are a number of plots within the Order Land where the ownership is unknown which occupy a strategic location inhibiting the ability to develop the Order Land. The Order will overcome these problems.
- 8.7 The Developer believes that the proposals will bring considerable benefits to Stocksbridge and that there is a compelling case for the Acquiring Authority to exercise its powers referred to in Section 3 above to compulsory purchase the outstanding interests in the Order Land to enable the development to go ahead and has therefore requested the Acquiring Authority to exercise those powers.
- 8.8 The Acquiring Authority has considered this request and has concluded that there is a compelling case in the public interest to justify using its compulsory purchase powers because of the important regeneration benefits that the Scheme will deliver and the risk that those benefits will be lost if the Order Land cannot be assembled in a timely and orderly manner.
- 8.9 As the Scheme is being led by a private developer, the Acquiring Authority has entered into an conventional "back to back" Indemnity Agreement with the Developer whereby the Acquiring Authority makes the compulsory purchase order and (if confirmed) will acquire the land which will then be transferred to the Developer to enable the development to be carried out. The Developer will indemnify the Acquiring Authority against all costs arising, both in promoting the compulsory purchase order and in any compensation payments which will arise.

9 Delivery and Funding

- 9.1 The Acquiring Authority is satisfied that the Developer has obtained the necessary planning permissions required for the mixed use development and has the benefit of a resolution to grant planning permission for the Residential Development.
- 9.2 The Acquiring Authority has acknowledged the position regarding funding from the ERDF which will meet part of the cost of the development.
- 9.3 The Acquiring Authority also has confirmation that an operator has been secured for the foodstore.
- 9.4 The Acquiring Authority has also entered into an Indemnity Agreement whereby the Council will proceed with the Order in a timely manner.
- 9.5 The Acquiring Authority is satisfied that if the Order is confirmed there is funding available to enable the Acquiring Authority to complete the compulsory acquisition of outstanding properties within the statutory period following confirmation of the Order and the Developer has the resources and expertise to deliver this Scheme.

10 Human Rights considerations

- 10.1 The Order and the acquisition of land and interests under it comply with the European Convention on Human Rights ("the ECHR"). In resolving to make the Order the Acquiring Authority has carefully considered the rights of property owners under the ECHR against the wider public interest.
- 10.2 It is acknowledged that the compulsory acquisition of the Order Land will amount to an interference with the rights protected by Article 1 of the First Protocol of the ECHR which provides that every natural or legal person is entitled to peaceful enjoyment of his possessions.
- 10.3 These rights may not be interfered with by a public authority except in the public interest and in accordance with the law.
- 10.4 It is acknowledged that the compulsory acquisition of land can amount to an interference with Article 8 of the ECHR which provides that everyone has the right to respect for his private and family life, his home and his correspondence. Article 8 normally applies in circumstances where an Acquiring Authority wishes to acquire residential property which people occupy as their home. There is no property occupied for residential purposes within the Order Land which will involve persons being displaced to make way for the development. The one dwellinghouse within the

Order Land is vacant (and derelict) and is already under the control of the Developer. Article 8 is therefore not engaged in this case.

- 10.5 In relation to Article 1 of the First Protocol, the Acquiring Authority is of the view, given the significant public benefit which would arise from the implementation of the Scheme, that there is a compelling case in the public interest for the compulsory acquisition of the Order Land which outweighs the ECHR rights, and that the use of the compulsory purchase power in this matter is proportionate.
- 10.6 The Acquiring Authority is pursuing a necessary and legitimate aim and without the use of compulsory purchase powers, the redevelopment of the Order Land would not be achievable as there is no evidence that the Order Land would be acquired and developed in the absence of the exercise of these powers.
- 10.7 The ECHR has recognised in the context of Article 1 that regard must be had to the fair balance which has to be struck between the competing interest of the individual and the community as a whole. In this case, any interference with convention rights is considered to be justified in the public interest in order to secure the regeneration of the Order Land and is considered to be proportionate.
- 10.8 Extensive publicity and consultation has been undertaken during the planning application process for the Scheme with the opportunity being given for interested parties to make representations regarding the proposals. Further representations can be made in the context of any public inquiry which the Secretary of State decides to hold in connection with the Order. Those parties whose interests are directly affected by the Order will be entitled to statutory compensation under the relevant provisions of the Compensation Code.

11 Other special considerations

- 11.1 The Order Land does not contain any listed buildings and does not lie in a conservation area. There are no ancient monuments on the land.
- 11.2 There is also no special category land within the Order Land.
- 11.3 Part of the site lies within the Hunshelf Area of Special Character. This is contained in Policy BE18 of the UDP, and this designation was taken into account in the grant of planning permission.

12 Related Orders

- 12.1 Implementation of the Scheme on the Order Land will require the creation of new highways and the closure of existing ones. There will also be a significant upgrading of public rights of way across the western part of the Order Land. This upgrading has been planned to co-ordinate with further improvements that will follow when the Residential Development is built out.
- 12.2 An application has been made under Section 247 of the Town and Country Planning Act 1990 for the closure of the whole of Ford Lane, parts of Public Footpaths 12 and 13 Stocksbridge, as well as closure of parts of Hunshelf Road. The details of this are as follows.
- 12.3 In order to allow development to take place within the meaning of the Town and Country Planning Act 1990 and having regard to the Highways Act 1980, the following highways will require stopping up and or diverting in part or in whole:
1. Hunshelf Road (part)
 2. Ford Lane (whole route)
 3. Public Footpath No.12 Stocksbridge (part)
 4. Public Footpath No.13 Stocksbridge (part)
- 12.4 As part of this process the Developer is concerned that, following full consultation with local councils and stakeholders, including principal path user groups, wherever possible, new routes will be provided that both enhance public access and improve overall transportation, into and through the completed development site.
- 12.5 Descriptions of the Highways Affected (in part or in whole)
1. Hunshelf Road (part) – Unclassified all purpose highway
- 12.5.1 Commences at Manchester Road and runs in a north-westerly and northerly direction, thence turning north-westerly beyond the development site boundary. The section of highway affected is in the vicinity of an existing circulatory roundabout located approximately 100m north of Manchester Road.
2. Ford Lane (whole) – Unclassified all purpose highway
- 12.5.2 Commences at its western terminus with Hunshelf Road and proceeds in a generally easterly direction for a distance of approximately 275m. There is no public vehicular right of way beyond this point. Ford Lane originally served as an access road to a

corn mill, a farm and cottages and later to a steel works and steel stockholding area. Access to all these areas is now defunct or will be rendered so by the development.

3. Public Footpath No. 12 Stocksbridge (part) (As shown on the Definitive Map of public rights of way)

12.5.3 Commencing at its junction with the northern boundary of Ford Lane at a point approximately 30m east from Hunshelf Road and adjacent to the property known as Ford Cottage and proceeding easterly and northerly. The recorded width is 1.2m.

4. Public Footpath No. 13 Stocksbridge (part) (As shown on the Definitive Map of public rights of way.)

12.5.4 Footpath commencing at its junction with the eastern terminus of Ford Lane and proceeding in an easterly direction. As detailed by the Highway Authority, the recorded width is 1.5m.

12.6 Highway Proposals

1. Hunshelf Road

12.6.1 It is proposed to stop up the following 3 areas of public highway on Hunshelf Road

12.6.1.2 An irregular shaped pocket of land approximately 250 sq.m. in area, forming the northbound approach to the existing circulatory roundabout.

12.6.1.3 An irregular shaped pocket of land approximately 240 sq.m. in area, forming the vehicular entry/exit on the south west side of the existing circulatory roundabout and also forming the southbound approach to, and the adjacent footway of, the existing circulatory roundabout.

12.6.1.4 An irregular shaped pocket of land approximately 45 sq.m. in area, comprising mainly footway, on the east side of the existing circulatory roundabout.

The Highways Act 1980, Sections 38 and 278 agreements entered into will provide for new and upgraded footways along Hunshelf Road.

12.6.2 Ford Lane and Public Footpaths Nos. 12 and 13 Stocksbridge

12.6.2.1 Ford Lane and the following lengths of public footpath are proposed to be stopped up.

- 12.6.2.2 Ford Lane (whole): The entire length of Ford Lane and for its full width is to be stopped up.
- 12.6.2.3 Public Footpath No.12 Stocksbridge (part): Commencing at Ford Lane, easterly for approximately 30m thence northerly for approximately 18m turning north easterly to run alongside an existing un-named private steelworks access road for approximately 60m is to be stopped up. The footpath itself continues beyond the development site area in a northerly direction.
- 12.6.2.4 Public Footpath No.13 Stocksbridge (part): From its junction with the eastern terminus of Ford Lane, easterly for approximately 170m is to be stopped up.

2 Alternative Routes

- 12.6.3 The new routes to be provided are:
- 12.6.3.1 Hunshelf Road - The Highways Act 1980, Sections 38 and 278 agreements entered into with the Highway Authority will provide for new and upgraded footways along Hunshelf Road.
- 12.6.3.2 A new public bridleway/cycleway consisting of a 3m wide strip shared footpath/cycleway and a 2m wide verge for use by equestrians, is to be provided at the northern edge of the development site commencing at the junction of Hunshelf Road/un-named steelworks access road and proceeding alongside the un-named steelworks access road in a north-easterly and easterly direction for approximately 180m to connect with footpath no.12 Stocksbridge and from there continuing easterly for approximately 220m, then south for approximately 50m, to join with footpath no.13 Stocksbridge.
- 12.6.3.3 A new, and level, shared footpath/cycleway variable 2.5m to 3m wide to be provided. Commencing at a point on Hunshelf Road approximately 20m north of the existing roundabout and proceeding in an easterly direction for approximately 370m. turning south for approximately 20m thence turning east for approximately 50m.to its junction with footpath no.13 Stocksbridge.
- 12.6.3.4 It is intended that the continuation easterly through the site of the Residential Development, when the housing is built out will also include provision for cycling and horse riding, thus ensuring that the two new routes i.e. footpath/bridleway and footpath/cycleway will form part of an integrated and continuous new upgraded path network including a new riverside walk. Pending these latter works, the existing rights of way across the Residential Development site will remain in place (with

temporary orders sought as necessary to accommodate earth moving and other construction works).

- 12.7 The above routes are to be adopted by the Highway Authority. They will provide an attractive environment and experience for those wishing to access and pass through the Scheme. Measures will be taken to ensure that appropriate access is maintained during development works.

13 Additional Information

- 13.1 The Acquiring Authority recognises that the use of compulsory purchase powers can cause uncertainty for landowners. Whilst the Developer has undertaken extensive consultation on the Scheme there may still be important matters upon which those affected by the Compulsory Purchase Order will require information.

- 13.2 Persons requiring further information regarding the Order should contact David Ambrose at Sheffield City Council , who can be contacted by:

Telephone: 0114 2735539

Email: david.ambrose@sheffield.gov.uk

Address: City Regeneration Division, Sheffield City Council, 4th floor, Howden House, 1 Union Street, Sheffield S1 2SH

- 13.3 Owners and any tenants of land/properties and any other parties with interests affected by the Order, who wish to negotiate a sale or discuss matters of compensation should also contact David Ambrose, as above.

- 13.4 Copies of the Order, Order Map and this Statement of Reasons can be inspected during normal office hours at the Councils offices at:

Sheffield City Council, Town Hall Reception, Town Hall, Pinstone Street, Sheffield, S1 2HH

or

Sheffield City Council, First Point, Howden House, 1 Union Street, Sheffield, S1 2SH

- 13.5 The documents can also be viewed on the Councils website: www.sheffield.gov.uk

CONCLUSIONS

- 13.6 After careful consideration the Acquiring Authority is satisfied that implementation of this Scheme is in the public interest and that a compelling case exists to promote the Order. It is satisfied that the Developer has an impressive track record and is well qualified to deliver the Scheme.
- 13.7 The Scheme is expected to have funding from the ERDF and a major foodstore operator and will be deliverable.
- 13.8 The Order Land has been vacant and/or under-used for a substantial period of time and is clearly in need of regeneration. The Scheme will deliver a comprehensive redevelopment of the Order Land and both the built form and the resulting uses will be of substantial benefit to the area. Negotiations to assemble the site by agreement have not come to fruition and without the use of compulsory purchase there is every risk that the Scheme will be lost and the substantial public benefits it will deliver will be foregone. There is a compelling case now for the Scheme to be delivered.

LIST OF DOCUMENTS

In the event that objections are made to the Order and the Secretary of State decides to hold a Public Inquiry the Acquiring Authority may refer to some or all of the documents listed below.

- National Planning Policy Framework (2012)
- Written Ministerial Statement “Planning for Growth” and Covering Letter (31 March 2011)
- HM Treasury “The Plan for Growth” (March 2011)
- Written Ministerial Statement “Housing and Growth (6 September 2012)
- The Yorkshire and Humber Plan (2008) – relevant extracts
- Sheffield Unitary Development Plan (1998) – relevant extracts
- Sheffield Unitary Development Plan (1998) – Proposals Map 1
- Sheffield Development Framework Core Strategy (2009) – relevant extracts
- Sheffield Development Framework Draft City Policies and Sites Document (2010) – relevant extracts
- Sheffield Development Framework Draft Proposals Map 1 (2010)
- Corus Works Development Brief (2005)
- Planning Permission Ref. 08/02703/FUL – decision notice dated 22 July 2009
- Appeal Allowed Pursuant to Planning Application Ref. 09/02819/FUL (“Planning Permission 1”) – Inspector’s decision dated 13 April 2010
- Planning Permission Ref. 11/02480/FUL (“Planning Permission 2”) – decision notice dated 16 November 2011
- Planning Application Ref. 11/00384/FUL (“the Residential Development”) – draft decision notice
- Planning Permission Ref. 11/00350/FUL – decision notice dated 10 May 2011

- Agreement made between Sheffield City Council, Stocksbridge Regeneration Company, Dransfield Properties Limited and JJ Gallagher Limited dated 31 May 2012
- Agreement between Stocksbridge Regeneration Company Limited and Tata Engineering Steels Limited dated (redacted)

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APPENDIX 1

The Order Plan

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APPENDIX 2

Development Plan

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