

# **Economic and Environmental Wellbeing Scrutiny and Policy Development Committee**

---

**Wednesday 30 September 2015 at 5.00 pm**

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

**The Press and Public are Welcome to Attend**

## **Membership**

---

Councillors Bob Johnson (Chair), Ian Auckland (Deputy Chair), Lewis Dagnall, Gill Furniss, Neale Gibson, Julie Gledhill, Ibrar Hussain, Helen Mirfin-Boukouris, Roy Munn, Robert Murphy, Joe Otten, Ray Satur, Martin Smith, Steve Wilson and Paul Wood

## **Substitute Members**

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

---

---

## **PUBLIC ACCESS TO THE MEETING**

---

The Economic and Environmental Wellbeing Committee exercises an overview and scrutiny function in respect of the planning, development and monitoring of service performance and other issues in respect of the area of Council activity relating to planning and economic development, wider environmental issues, culture, leisure, skills and training, and the quality of life in the City.

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://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. 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 Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee 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.

If you require any further information about this Scrutiny Committee, please contact Matthew Borland, Policy and Improvement Officer on 0114 27 35065 or [email.matthew.borland@sheffield.gov.uk](mailto:email.matthew.borland@sheffield.gov.uk)

---

## **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.

---

**ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY  
DEVELOPMENT COMMITTEE AGENDA  
30 SEPTEMBER 2015**

---

**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** (Pages 1 - 4)  
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meetings** (Pages 5 - 24)  
To approve the minutes of (a) the special meeting of the Committee held on 24<sup>th</sup> June, 2015 and (b) the meeting of the Committee held on 29<sup>th</sup> July, 2015
- 6. Public Questions and Petitions**  
To receive any questions or petitions from members of the public
- 7. Waste Management - Assisted Collection Policy Review** (Pages 25 - 36)  
Report of the Director of Business Strategy and Regulation
- 8. Streets Ahead Project - Winter Review** (Pages 37 - 44)  
To receive a presentation from the Head of Highway Maintenance
- 9. Work Programme 2015/16** (Pages 45 - 48)  
Report of the Policy and Improvement Officer
- 10. Date of Next Meeting**  
The next meeting of the Committee will be held on Wednesday, 21<sup>st</sup> October, 2015, at 5.00 pm, in the Town Hall

This page is intentionally left blank

---

## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

---

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period\* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

\*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
  - under which goods or services are to be provided or works are to be executed; and
  - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
  - the landlord is your council or authority; and
  - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
  - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
  - (b) either -
    - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
    - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email [gillian.duckworth@sheffield.gov.uk](mailto:gillian.duckworth@sheffield.gov.uk).

This page is intentionally left blank



**Economic and Environmental Wellbeing Scrutiny and Policy Development  
Committee**

**Meeting held 24 June 2015**

**PRESENT:** Councillors Bob Johnson (Chair), Ian Auckland (Deputy Chair), Lewis Dagnall, Neale Gibson, Julie Gledhill, Helen Mirfin-Boukouris, Joe Otten, Ray Satur, Steve Wilson, Paul Wood, Denise Reaney (Substitute Member) and Jack Scott (Substitute Member)

.....

**1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received from Councillor Gill Furniss, with Councillor Jack Scott attending as her substitute; Councillor Martin Smith, with Councillor Denise Reaney attending as his substitute; Councillor Ibrar Hussain and Councillor Robert Murphy.

**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 In relation to Agenda Item 6 (Call-in of the Cabinet Decision on The Graves Park Charitable Trust – Cobnar Cottage), Councillor Neale Gibson declared a personal interest as he was a Cabinet Adviser for Neighbourhoods but had taken no part in the decision-making process regarding Cobnar Cottage. In addition, Councillor Denise Reaney declared a personal interest in Agenda Item 6, as she had signed the petition to “oppose plans by the Sheffield Labour Council to sell off Cobnar Cottage.”

**4. PUBLIC QUESTIONS AND PETITIONS**

4.1 There were no public questions asked or petitions submitted from members of the public.

**5. CALL-IN OF THE CABINET DECISION ON THE GRAVES PARK CHARITABLE TRUST - COBNAR COTTAGE**

5.1 The Committee considered the decision of the Cabinet, acting as Charity Trustees, made on 18<sup>th</sup> March 2015, to delegate authority to the Director of Legal and Governance to make an application to the Charity Commission for a scheme to give the Trustee the power to dispose of the freehold interest in Cobnar Cottage and to invest the resulting capital receipt in improving the facilities in Graves Park.

5.2 Signatories

The Lead Signatory to the call-in was Councillor Ian Auckland and the other signatories were Councillors Steve Ayris, Joe Otten, Denise Reaney and Richard Shaw.

### 5.3 Reasons for the Call-in

The signatories had confirmed that they wished to scrutinise the decision to consider alternative proposals for Cobnar Cottage and/or land and to consider if such proposals better advanced the objects of the Charity.

### 5.4 Attendees

- Councillor Isobel Bowler (Cabinet Member for Neighbourhoods)
- Councillor Steve Ayris (Signatory to the Call-in)
- Paul Billington (Director of Culture and Environment)
- David Sellars (Service Manager, Legal Services (Commercial Property))

5.5 Paul Billington, Director of Culture and Environment, referred the Committee to the circulated report which had been presented to Cabinet on 18<sup>th</sup> March 2015, and provided a brief history of events leading to this meeting. He explained that, in making the decision, the Cabinet was acting as Trustee of the Graves Park Charity and that any sale of Cobnar Cottage would only be used for residential purposes. Furthermore, any sale was estimated to generate a capital receipt of approximately £80,000, with the possibility that this could create matched funding to be invested in improving Graves Park. The cottage was not part of the publicly accessible Park and only covered 0.04% of the total Park area. He felt that the Trustees had considered all available options and that the decision best served the interest of the Charity. Paul Billington went on to confirm that there were no covenants restricting the sale of the cottage but that the Trustees would need to seek the permission of the Charity Commission by means of a request for a scheme allowing this. He emphasised that all proceeds would have to be used for the benefit of the Park and that the cottage could only be used for residential use. He also considered that the Friends of Graves Park (FOGP) had endeavoured to make this issue a political one, using the 'thin end of the wedge' argument. This had had no influence on the Trustees, but he felt that it had distorted some of the information received by an uncommitted public. It was intended that some consultation would take place, which would be independent of the Council and FOGP. He went on to inform the Committee that the Charity Commissioners had expressed concerns about the political aspects of the FOGP campaign and concluded by stating that he considered that the Trustees had made the right decision, which was in the best interests of the Park and its users and the Charity.

5.6 Councillor Isobel Bowler, Cabinet Member for Neighbourhoods, considered that the Director's comments were an accurate reflection of the situation and emphasised that consideration had been given to the previous recommendations of this Committee and that the FOGP had been given a 12 month period to develop their own proposals for the cottage.

- 5.7 Councillor Ian Auckland addressed the Committee as Lead Signatory, first making it clear that he was not a member of the FOGP group and that that group was separate from any political campaign. He stated that, since 1998, all of the Labour Trustees had tried to dispose of parts of Graves Park and felt that the 'thin end of the wedge' argument was accurate. However, there could not be any disposal of any permanent endowment without an appropriate scheme being in place. In the case of Chantry Cottage, the Charity Commissioners had come down in favour of retaining the land and, in this case, he felt that it was wrong to dispose of the land due to its historic setting and amenity value. It was estimated that for the Trustees to restore the cottage would cost between £7,000 and £14,000 and, in the light of this, he considered that it was appropriate for the Trustees to talk to the FOGP about their proposals which were at no cost to the Council. Cobnar Cottage had been neglected for a number of years, but he regarded the leaking pipes as only a minor peril which was an insurable loss and that the large excess which the Council carried would not apply due to it being classed as a house. Councillor Auckland went on to state that he had been told by the Council's Director of Finance that, if the insurance fund paid out, then individual Directorates would have to pay these sums back. He considered it to be important that something was done about the neglect of Cobnar Cottage and felt that the Trustees should be taking this up with Kier and Sheffield Homes. In conclusion, he stated that the estimated £80,000 capital receipt would have been more like £200,000 had the cottage been kept in good condition and felt that this loss needed to be recovered and that the Trustees should seek to do this.
- 5.8 In response, Paul Billington confirmed that nothing had been done to proceed with any sale of Cobnar Cottage since the Cabinet meeting on 18<sup>th</sup> March 2015, as it was now clear that a scheme authorised by the Charity Commissioners was required. Any conversations he had had with the Charity Commissioners had related to the politicisation of the issue. He emphasised that everything flowed from the best interest of the Graves Park Charity and that these were best served by disposing of what was 0.04% of the Park. He emphasised that, because a scheme was required, then the Council would not be the ultimate arbiter and that the proposals would be considered by the Charity Commissioners who would make any decision. In relation to the insurance aspect, Paul Billington acknowledged that the water leaks were regarded as a minor peril, but that any insurance would only cover against a major peril. Furthermore, any monies used to restore the cottage would ultimately be at the expense of funding for Graves Park. He did not consider that the cottage had any amenity value and confirmed that any capital sums received would be accrued to the Graves Park Charity. Restoration of the cottage would cost in excess of £100,000, with the possibility of only achieving about £110 per week in rent. It did not make meaningful sense to do anything with the cottage, other than dispose of it and invest the proceeds in Graves Park.
- 5.9 Councillor Isobel Bowler emphasised that the cottage could not be classed as a Council house, it had merely been managed by Sheffield Homes, and that different Council administrations had overseen this. She also highlighted the fact that, if the sale did not proceed, then the cost would be the loss of the capital receipt which would be invested in the Park.

#### 5.10 Questions from Members of the Committee

Members made various comments and asked a number of questions, to which responses were provided as follows:-

- The repair costs estimate of over £100,000 had been prepared by Kier.
- The potential rental income of £110 per week, if the cottage was restored, was based on a social rent.
- There was no express need for a memorial garden in the Park.
- The £80,000 estimated capital receipt could double with matched funding and could be spent on cricket and tennis facilities, public toilets, footpaths and the animal farm.
- Graves Park was seen as a city park in view of its size, sports facilities and the animal farm.
- It was important that the public consultation sought the views of the wider population, so that the voice of the silent majority could be heard.
- The real value of the cottage was in its sale and any investment in it would be at the expense of spending on facilities in the Park.
- The FOGP group was aware of this meeting but its members had not been available to attend.
- Meetings had been held with the FOGP group, so that the position was clear. It was felt that members of the group would have attended if they felt it was essential.
- The decision of the Trustees meant that any monies raised could not be invested elsewhere.
- Members of the FOGP group had attended the Cabinet meeting in March at which the decision was made.
- The proposal was not the 'thin end of the wedge' and there were no proposals for any further sales, but it could not be said that there would never be any such proposals.
- It should be borne in mind that the Trustees were required to act in the best interests of the Charity and that any future proposals would have to be implemented through a scheme approved by the Charity Commissioners.
- The Cabinet had made the decision regarding Cobnar Cottage as Trustees of the Graves Park Charity.

- All options had been considered, but the Charity had no capital funds to invest, so officers had been asked to see if the cottage could be brought back into use, but there were issues of funding and administration. The FOGP group had been given time to come up with viable alternative proposals and had proposed that the cottage be demolished and a memorial garden created. However, the group was unable to indicate any confirmed or in principle funding. Furthermore, a memorial garden would also require ongoing maintenance.
- If the cottage was sold, a covenant would be imposed to restrict future use to residential purposes only.

5.11 In summing up, Councillor Ian Auckland remarked that it had taken six years to come to a decision as to whether the cottage was tenatable or not, and that there had been a loss to the Charity of a substantial capital receipt due to the Council's failure to take reasonable precautions for its maintenance. The FOGP group had come up with a proposal at no cost to the Council and he suggested that this be reconsidered.

5.12 RESOLVED: That the Committee:

- (a) notes the contents of the report together with the comments made and the responses provided;
- (b) notes the decision of the Cabinet, made on 18<sup>th</sup> March 2015, to delegate authority to the Director of Legal and Governance to make an application to the Charity Commission for a scheme to give the Trustee the power to dispose of the freehold interest in Cobnar Cottage and to invest the capital receipt in improving the facilities in Graves Park; and
- (c) recommends that no action be taken in relation to the call-in decision.

(NOTE: Prior to the passing of the above resolution, an alternative motion was moved by Councillor Ian Auckland and seconded by Councillor Denise Reaney, namely that:-

"The Committee refers the decision back to the Cabinet, acting as Trustee of the Graves Park Charity, to:-

- (a) reconsider the viability of the Friends of Graves Park proposals at no cost to the Charity and/or Council;
- (b) reconsider if restoration of Cobnar Cottage could be in the interest of the Graves Park Charity, retaining the land; and
- (c) take the advice of the Monitoring Officer as to whether the existing decision-making process demonstrates the required degree of independence."

This alternative motion was put to the vote and negated.)

**6. DATE OF NEXT MEETING**

- 6.1 It was noted that the next meeting of the Committee would be held on a date to be confirmed.

**SHEFFIELD CITY COUNCIL**

**Economic and Environmental Wellbeing Scrutiny and Policy Development  
Committee**

**Meeting held 29 July 2015**

**PRESENT:** Councillors Bob Johnson (Chair), Ian Auckland (Deputy Chair), Lewis Dagnall, Julie Gledhill, Ibrar Hussain, Helen Mirfin-Boukouris, Roy Munn, Robert Murphy, Joe Otten, Ray Satur, Steve Wilson, Paul Wood, Pat Midgley (Substitute Member) and Geoff Smith (Substitute Member)

.....

**1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received and substitutes attended the meeting as follows:-

<u>Apology</u>	<u>Substitute</u>
Councillor Gill Furniss	Councillor Geoff Smith
Councillor Neale Gibson	Councillor Pat Midgley
Councillor Martin Smith	No substitute nominated

**2. EXCLUSION OF PUBLIC AND PRESS**

2.1 RESOLVED: That the public and press be excluded from the meeting before discussion takes place on the appendix in Item 7 on the agenda relating to the proposed disposal of Walkley Library, on the grounds that, if the public and press were present during the transaction of such business, there would be a disclosure to them of exempt information as described in paragraph 3 of Schedule 12A to the Local Government Act 1972, as amended.

**3. DECLARATIONS OF INTEREST**

3.1 There were no declarations of interest.

**4. MINUTES OF PREVIOUS MEETINGS**

4.1 The minutes of the meetings of the Committee held on 8<sup>th</sup> April and 20<sup>th</sup> May 2015, were approved as correct records.

**5. PUBLIC QUESTIONS AND PETITIONS**

5.1 Members of the public raised the following questions relating to the proposed disposal of Walkley Library:-

5.1.1 Barbara Waterhouse

(a) What protection will there be for the long-term future of the library service at

Walkley Library?

- (b) For example, as volunteers, we are concerned that if the café bar is really successful, it might encroach on the space set aside for the library and, in particular, might lead to a loss of the library's ability to use areas initially designated as shared. What measures will be placed to prevent this?
- (c) Conversely, if the café bar does not prove successful, and Forum Café Bars either wish to sell the building voluntarily or are forced to sell it because they have gone into liquidation, what would have happened to the area set aside for library services?
- (d) Would any new owner be obliged to allow use of the relevant area of the building at a rate the associated library could afford?

5.1.2 Thelma Williams

- (a) Why did the Council agree to Forum Café Bars' demand for the freehold, given it is common practice for businesses to secure funding on the basis of an agreed lease on a building?
- (b) Given that if the library fails, and the fact that there will be provision for the lease to be surrendered to the landlord, in the event that there are no library groups willing and able to run a library service from the property, does this not give every incentive for the landlord to do its utmost to help the library to fail? Why is the Council so set to disadvantage the community?

5.1.3 Phil Khorassandjian

- (a) When the Council decided to sell the freehold, why did they not put it out to public tender given that there may be other organisations/agencies more compatible with a library interested in purchasing and sharing the building?
- (b) We understand that there will be a clause in the agreement stating that the Council will have first option to buy back the building if Forum Café Bars decide to sell. Given the financial constraints under which the Council is operating currently, and for the foreseeable future, doesn't the Council accept that this is highly unlikely?
- (c) One of the reasons given for the sale to Forum Café Bars is that refurbishment of the building, under a lease to Walkley Carnegie Library or another group, 'would inevitably be delayed'. Has the Council considered that a community group could programme the refurbishment work in phases, such that delay and disruption of the library service would not be an issue?
- (d) One of the reasons given for the decision to dispose of the building to Forum Café Bars was that it will 'help to stimulate the local economy through investment, ... and new employment opportunities'. Our research



suggests there is little support in the local business community for such a view. Can you explain the reasons for your optimism?

- (e) Why has the Council, especially given that it is a Labour-controlled Council, not done more to ensure that the library building remains in community ownership, even if sold?
- (f) How is it that the Council has not recognised the importance of the building as a community asset when considering the optimum route to maintaining library services?

#### 5.1.4 Marcus O'Hagan

- (a) In the light of the fact that several questions I raised on this issue still remained unanswered, is it reasonable to conclude that, since the Council chooses not to answer these questions, it has not exercised its duties, and therefore is acting illegally in many aspects of the budgets approved?
- (b) Can the Council demonstrate that the procedures used to determine the basis of the sale of Walkley Library are legal, and meet all the criteria required, including 'best value' to the City?
- (c) Could it be that the truth is that transparency is no longer a core value of the Authority?

#### 5.1.5 Veronica Hardstaff

- (a) Can we be reassured that the sale of the building will lead to the library restored to a good condition, worthy of its Grade 2 listed status, whilst complying with the Equality Act and modern legislation?

#### 5.1.6 Julie Varley (Not in attendance)

- (a) As a business owner in Walkley, I have always found out about every stage of the process of the changes to Walkley Library through word of mouth. As the changes will directly affect my business, why have I not been directly informed of any meetings? Yes, I understand the meetings have been advertised in various venues, however, this current option will directly affect my trade as Forum Café Bars sell similar products to myself, and targets the same market. Why has this final stage been undertaken in a secretive way?
- (b) I am a small business owner on the road. I work hard to attract customers to my business and I know that many of them use private cars to access my business. I receive regular feedback that they struggle to park in the Walkley area. The proposed changes to Walkley Library will make it a large capacity venue, and it will aim to attract sufficient customers to make it a viable business. It is naïve to blindly accept that all their customers will access the venue on foot or utilising public transport and, as such, there will

be a large increase in vehicular traffic requiring parking in the locality, causing increased issues for residents and current businesses. Whereabouts in Forum Café Bars' plans for the use of the library have they made any provision for the increase in traffic and parking in the area?

5.1.7 Cath Simmonds

- (a) How will the Council guarantee that the library service is continued and is not subsumed within what will be an unequal relationship between a private enterprise which owns the freehold, and a voluntary group?
- (b) As the future of the Carnegie building and the library within it is highly dependent on the success of Forum Café Bars' business, what independent research was conducted and what degree of scrutiny was given to Forum Café Bars' commercial business plan?
- (c) Given that the Walkley Carnegie Library building will no longer be community resources, how does the Council envisage the Library retaining existing members and attracting new ones, especially from more marginalised sections of the community, such as those on low incomes, the elderly or the isolated?
- (d) Under Section 4 of the report into the disposal of Walkley Library, it becomes apparent that should the Library fail for any reason, Forum Café Bars would have beneficial use of the whole building. Why have the potential needs of the community, which in an uncertain future may require an alternative social provision to the library service, not been protected or even considered?

5.1.8 Helen Milner

Why doesn't the Council trust the people of Walkley and the people of Sheffield to finance and operate a thriving and successful modern library – that is de facto a community asset?

5.1.9 Kevin Hanson

- (a) What objection would the Council have to putting the community in control of the building, through granting a long lease, sale or other appropriate means?
- (b) Can the Council explain how and why the benefits attributed to redevelopment by Forum Café Bars should be superior to those following redevelopment by the community?
- (c) A public meeting was held in the Walkley Carnegie Building on 10<sup>th</sup> February 2015, which Dawn Shaw and a number of other City Council representatives attended. Is the Council aware that if this meeting had been minuted, it would show that a large number of those present were

opposed to the idea of selling the freehold of the library to Forum Café Bars, and that this opposition has since grown?

- (d) Since Forum Café Bars' demand for the freehold became known, there has only been one public meeting, at which there was considerable opposition. The decision to support the proposed sale was taken by a small group of library volunteers at meetings to which the public were not invited, reportedly on the advice of Councillors or Council officers. How would the Council justify this situation in terms of its commitment to the principle and practice of democracy?
- (e) Is it difficult to see how a bid by Forum Café Bars could be considered acceptable when the Model Heads of Lease precluded the sale of alcoholic beverages? What consideration was given to the concerns expressed by members of the community about a bar sharing premises with the Library?
- (f) As the Council must now be aware of the level of concern amongst constituents, is it now prepared to put on hold the decision to sell to Forum Café Bars until further consideration of alternatives could be undertaken, such as sale to the community?

5.1.10 Vanessa Williams

What impact would Forum Café Bars have on the local economy in Walkley?

5.1.11 John Illingworth

Have there been any steps taken to see if the building could be converted to housing, and managed by the Council or a Housing Association?

5.1.12 Anne Carter

What will happen to the building if the proposed development does not go ahead?

5.1.13 Carol Hodgetts

- (a) At the public meeting on 10<sup>th</sup> February 2015, it was not apparent that the only option was the sale of the Library. When, and by whom, was the decision made to sell the library?
- (b) Why has the sale of the Library, and its valuation, not been advertised and put out to tender since the decision to sell was made?
- (c) How can the Council guarantee the viability of the Library in what will be a very much reduced space if the sale to Forum Café Bars goes through?
- (d) What will happen to the Library and building if Forum Café Bars' takeover fails, particularly in the light of the closure of a number of other bars in Walkley over the last few years?

- (e) There is much widespread opposition to the Council's proposed sale of the Library in Walkley, and across the City. Why has the Council chosen to ignore this?
- 5.2 Councillor Isobel Bowler, Cabinet Member for Neighbourhoods, indicated that, on the basis that the review of the Library Service in Sheffield and the majority of the work relating to Walkley Library, pre-dated her term as relevant Cabinet Member, she was not able to respond in any detail to the questions raised. She had, however, requested that a brief presentation be made at the meeting, setting out the history in terms of the decision, and which would hopefully answer a number of the questions raised.
- 5.3 Dave Wood, Interim Property Surveying Manager, reported that following Cabinet approval to proceed with the review of Library Services, expressions of interest had been sought from volunteer groups to run 10 associate libraries, which included Walkley Library. The initial process of putting forward expressions of interest commenced in early 2013, culminating in business plans being submitted in June 2014. The Council received two expressions of interest to run Walkley Library – one from a voluntary group and one from a commercial organisation planning to run a combined café-bar and library. This was the only instance where a commercial organisation had put forward a bid. An Assessment Panel, comprising officers from Libraries, Property and Communities, met on 10<sup>th</sup> July 2014, to go through all the bids received and to assess whether the various bids were acceptable and whether any of them needed further clarification. Both bids for Walkley were assessed as being acceptable, although both had areas which needed clarifying. The Panel reconvened on 6<sup>th</sup> August 2014, to review the clarifications received, and confirmed that both Walkley bids had passed the threshold required. As a result, both groups were asked if they would explore working together to produce a combined proposition for running the building – using private sector finance to bring the property back into good condition and using volunteers to provide a library service. When both parties had confirmed a way forward, officers addressed issues around how this could work from a property perspective. Negotiations with Forum Café Bars commenced in early November 2014, and the basis of a deal was agreed in December 2014. After this, officers commenced wider tripartite discussions to agree how the proposal would work, culminating in a public meeting held on 10<sup>th</sup> February 2015, at the library. Since then, there had been a number of meetings held between the three parties to finalise the detail, which resulted in a report being put forward to the Leader of the Council, for approval, in June 2015. The report was a closed report as it contained commercially sensitive information, although the decision taken is a matter of public record on the Council's website, subject to the scrutiny call-in.
- 5.4 Mr Wood stated that the decision to sell the freehold interest in the building was made as a result of the bids received to run a library service from it, when it became apparent that the sale of the freehold would be required in order to secure a commitment to invest significant capital funding in the refurbishment of the building. This proposal was not excluded by the process to establish a sustainable associate library by submission of business plans, and achieved the aims of that

process. Therefore, there was no reason to put the building on the open market. This is why the property has not been advertised for sale on the open market. However, the Council had been able to demonstrate that it had obtained best consideration for the property, in accordance with its statutory requirement, by procuring an independent third party valuation which demonstrated that it had obtained above market value for the property. The Council had also complied with its own Disposals Framework – which is an adopted Council policy, setting out how it deals with property disposals and circumstances where an off-market transaction would be acceptable. Under the current plans, there would be an exclusive area in the building for a library plus the option of more exclusive library space or shared space with the Café Bar. The exclusive area would be accessed without the need to enter the licenced premises. These proposals were currently under discussion with the parties involved before identifying the final space to be included within the library lease. The proposals would not proceed until all three parties were happy with the outcome. The sale included a 125 year lease back to the Council for the provision of a library service, and would also give the Council first refusal to buy the whole building back if the freeholder ever decided to sell. Therefore, whilst ever there was a group willing to run a library service, its future within the building would be secure. The Council has always stated that its priority was to continue to have vibrant and accessible library services across the City. Officers believed this proposal gave the most sustainable long-term future for a library service in Walkley. The library building was owned by the Council outright and was not held in trust on behalf of the local community, as had been suggested. The Council acquired the site of the library – it was not donated by Andrew Carnegie. The building is in poor condition as the Council had had to prioritise its limited budget on ensuring that health and safety related issues had been prioritised across its operational portfolio. Significant funds would be required to bring the property back into good condition, and this was something that Forum Café Bars would have funding for from the outset.

- 5.5 The terms agreed were subject to Forum Café Bars obtaining planning permission, listed building consent and a Premises Licence, prior to completing the purchase of the building. These applications would be considered by the relevant Authorities, having full regard to the amenities of local residents and the impact on the locality, including highways and parking issues. The future of the library would be protected by a 125 year lease back to the Council, and this lease would continue in place irrespective of the identity of the future owner of the freehold and their financial status. If the freeholder goes into administration, the lease would still remain in force. The freehold sale and 125 year lease would place restrictions on the future use of the building to ensure that the wider building was not used in such a way as to cause problems for the ongoing provision of a library space. As the Council would hold the 125 year lease, it would have a position of strength to enforce covenants if issues do arise in the future. Provisions had been included within the agreed terms for the freeholder to buy out the remainder of the 125 year lease if there were no groups that were able to provide a sustainable library service and the library facility had to close. However, whilst ever there was a lease in place with a library group, then the Council would not be able to progress such a course of action unilaterally. The Council had offered the Library Group a 25 year lease of the library space from the outset, provided that it could provide a

sustainable business plan for a period of 10 years. The terms agreed with Forum Café Bars provided for all maintenance and utility costs to be provided cost-free to the Council for the first 21 years of the lease and therefore, the Library Group would benefit from these savings, supporting its viability. The Library Group would need to be able to demonstrate it had a sustainable future for the library beyond March 2017, when the funding agreement to support Associate Libraries came to an end. Forum Café Bars had confirmed that it would need to acquire the freehold interest in order to provide security for the significant investment and risk it would be taking with the property. The Council had been able to secure significant benefits in return for the benefit of future library provision in Walkley.

5.6 David Hollis, Assistant Director of Legal and Governance, provided an explanation of the legal process in connection with the disposal of buildings, under Section 123 of the Local Government Act 1972, indicating that the Council had the power to dispose of any buildings it owned if it saw fit, and there was no requirement for the Council to tender or offer such buildings for sale on the open market. The Council would need to seek the consent of the Secretary of State if it wanted to dispose of any buildings under current market value. He added that any highways issues linked to the change of use of the building would be considered as part of the planning procedures.

5.7 Councillor Isobel Bowler stated that she had reviewed the position with regard to the Library Service when appointed as the relevant Cabinet Member, and, in connection with Walkley Library, she had met with the Library Group, Forum Café Bars and local Ward Councillors, and officers had reported on the options available, as well as providing details on the condition of the building. It was also made clear at the meeting that support from the Council to the community library group could not be guaranteed. Details of the lease arrangements were also made clear to all parties involved. The local Councillors present at the meeting all expressed a wish to see the building remain as a community resource, and it was the Council's wish to work with, and support, the local community, and encourage vibrancy in the local neighbourhood.

5.8 In response to further questions from members of the public, it was confirmed that the Council had received two expressions of interest from Forum Café Bars and Walkley Carnegie Library Group, and following a review of the bids, it was deemed that they complemented each other. The advertisements in terms of the expressions of interest was widely publicised, and open to any group or organisation that wished to submit a bid.

## **6. CALL-IN OF THE LEADER'S DECISION ON THE PROPOSED DISPOSAL OF WALKLEY LIBRARY**

6.1 The Committee considered the decision of the Leader made on 30<sup>th</sup> June 2015, relating to the proposed disposal of Walkley Library.

### **6.2 Signatories**

The Lead Signatory to the call-in was Councillor Ben Curran and the other

signatories were Councillors Olivia Blake, Neale Gibson, Geoff Smith and Lewis Dagnall.

6.3 Reasons for the Call-in

The signatories had confirmed that they wished to ensure that further scrutiny was undertaken on the Leader's decision to sell Walkley Library.

6.4 Attendees

- Councillor Isobel Bowler (Cabinet Member for Neighbourhoods)
- David Hollis (Assistant Director of Legal and Governance)
- Dave Wood (Interim Property Surveying Manager)
- Nick Partridge (Libraries, Archives and Information Manager)

6.5 Councillor Ben Curran addressed the Committee as Lead Signatory, initially expressing his thanks and appreciation in terms of how quickly arrangements had been made for the call-in to be considered by the Committee, and to the Carnegie Walkley Library Group for the excellent work in operating the Library following the re-organisation in 2014. He stated that there were mixed feelings in the community in terms of the proposed disposal of the Library building, and confirmed that there was nothing in the original deeds following the transfer of the building from Andrew Carnegie to the City Council, indicating that the Council could not dispose of the building. He stated that he hoped that a number of questions and concerns raised by members of the public, particularly residents in Walkley, would be answered and alleviated, respectively, particularly relating to the levels of consultation, the best way forward in terms of protecting the library service in the area, and the future involvement of any other interested groups. Councillor Curran concluded by expressing his concerns if members of the public had not received written responses to questions raised in connection with the review of library services in the City, at public meetings.

6.6 David Hollis stated that checks had been made of the original documents regarding the alleged sale of the library building by Andrew Carnegie to the Council, and confirmed that the Council had acquired the land from a third party and owned the freehold of the building with no restrictions attached.

6.7 Questions from Members of the Committee

Members raised questions and the following responses were provided:-

- The Business Plan process had been deemed to be transparent and correctly executed.
- The Assessment Panel established to review all the bids received comprised Nick Partridge, Dave Wood, an officer from the Communities Portfolio and an officer responsible for dealing with grants, who therefore had experience of dealing with community groups. The tests used by the Panel in connection with the assessment process, included viability and how the bids integrated

community needs.

- Considerable time and effort had been put in by all the groups and organisations who had submitted bids to run one of the 10 associate libraries, therefore it had been deemed not fair or suitable to bring in any new groups after all this work.
- The terms of the 125 year lease would give the Council first refusal to buy the whole building back if the freeholder ever decided to sell, meaning that whilst ever there was a group willing to run a library service, its future within the building would be secure.
- As well as the Council's and Kier's valuations, the Council had also procured an independent third party valuation.
- It was Forum Café Bars' policy to own the freehold of a building it would be investing in, and this had been indicated in their bid. Due to the condition of the building, it had been deemed critical to attract significant commercial investment.
- It was not clear as to why Forum Café Bars had offered above market value for the building, but by doing this, the company had demonstrated how serious they were in terms of their future plans.
- If the Council wanted to buy back the building at any time in the future, the sale price would be determined by the market value at that time.
- The future of the Library would be protected by a 125 year lease back to the Council. The freehold would include both the building and the land.
- Whilst it was difficult to assess the impact of the proposed development on other businesses in the area, the feedback received had indicated that local businesses largely supported the plans.
- The Council had only been made aware that Forum Café Bars wished to purchase the freehold interest in the building when the Assessment Panel reconvened on 6<sup>th</sup> August 2014, to review the clarifications received. Given the level of investment required in connection with the renovation of the building, it had been decided that this would be the best option. Council officers had also taken into consideration Forum Café Bars' excellent business record.
- All relevant protections had been written in as part of the conditions of the 125 year lease, including a condition stopping the landlord from using the property for reasons which are incompatible with a library service.
- It was envisaged that the Council would look to achieve security of tenure in terms of the building on the expiration of the 125 year lease.



- In terms of all the associate libraries, the Council was working closely with all the voluntary community groups running the libraries, with fortnightly meetings being held and training and advice provided to all the groups. To date, all the 10 associate libraries remained open.
- The lease would provide for Forum Café Bars to meet the full costs of all utilities and maintenance of the property for the first 21 years of the lease, thereby freeing Walkley Carnegie Library Group from the task of raising future funds for this purpose. There would be provision for the lease to be surrendered to the landlord, in the event of there being no library groups willing and able to run the library service from the property. Upon such a surrender, Forum Café Bars, or the then current owner, would pay an additional amount to the Council to reflect the value to them of having beneficial use of the library space.
- As part of the process regarding expressions of interest, the offer of the sale of the freehold was not excluded at any time of the process, and it was up to the bidders to set out in their Business Plans, how they wanted to proceed. Whilst it could not be confirmed, it was believed that there was no information in the submission documents relating to a requirement to purchase the freehold or leasehold interest.
- The main aim of the Council had been to enable a library service to be run in all areas of the City where it could no longer run a service and so, had developed a model of associate and co-delivered libraries based on what had been done elsewhere, eg Doncaster, which would be community run.
- Part of the library space would be totally separate from the licensed area, although the precise arrangements in terms of the layout was still to be decided. The entrance to the current children's library, where the library would operate, was totally separate.
- Although plans in terms of the library space had not yet been determined, the initial plans indicate that approximately one-third of the floor space would be exclusive library space, with another third of the floor space being shared – library space during the day and café/bar in the evenings. Further discussions would be held on this issue and the final arrangements concluded only when all parties were happy.
- Whilst it was not envisaged that there would be any major problems in terms of the planning application, if any issues were identified by the local Planning Authority, these would need to be fully addressed and, if necessary, the application would need to be resubmitted.
- As part of the assessment of the original Business Plans, officers had looked at what library space would be required within the building. The children's library space was acceptable as a minimum size to run the proposed library from. If the overall space currently designated as library space was not

shared between the two parties, extra provision could be identified within the building as library space, which were presently not designated for library use.

- The Council was satisfied that there was no instance of any Trust being established in this case.
- The decision in terms of the proposed disposal could not have been made under any existing delegations, and needed to be made by either the Cabinet or the Leader. The decision was taken by the Leader on the basis that the Cabinet did not have a meeting arranged at the time. Also, with the Cabinet not meeting in August, there would have been too much of a delay in terms of the decision being made, particularly in the light of possible call-in. There was also concern that Forum Café Bars would not be prepared to accept further delays in waiting for the decision.
- It was likely, under the new plans, for the library space to be kept separate from the licensed area. The Council was confident that the new plans would be successful, and create a vibrant and interesting project, as well as being commercially viable. Arrangements between Forum Café Bars and the Carnegie Walkley Library Group have been developing very positively.
- As part of the Business Planning process, the Assessment Panel was given the opportunity to look at all plans submitted to the Council, based on an agreed criteria. The Panel was particularly interested in a long-term viability, as well as a sustainable plan for the recruitment and training of volunteers who would be running the library service. The Panel held a preliminary session to see if the parties met the agreed threshold, then reconvened to raise any further queries it had in terms of the bids.
- The building was not compliant with the requirements of the Equalities Act as regards disability access at the present time, and there were a number of other challenges in terms of its condition. There was no funding identified in the Council's budget to address such issues.
- The relationship, as part of the future arrangements, would predominantly be between Forum Café Bars and the Carnegie Walkley Library Group, with the Council providing ongoing advice and assistance to the Library Group.
- Forum Café Bars were looking to invest heavily in terms of the refurbishment of the building, in the region of between £300,000 and £500,000 and therefore, it had been necessary to sell the company the freehold in order for them to secure such funding.
- It had been considered that, by careful negotiation with Forum Café Bars, the period of 21 years, in respect of the surrender of the maintenance and utility costs being met by Forum Café Bars, represented a very good deal for the Council. It was not possible to extend the period beyond this term.

6.8 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the comments now made and the responses to the questions raised; and
- (b) agrees to take no action in relation to the called-in decision, but considers that the issue regarding library services in the City in general, be added to the Work Programme 2015/16.

(NOTE: Prior to the passing of the above resolution, an alternative motion was moved by Councillor Robert Murphy and seconded by Councillor Ian Auckland, in the following form, was put to the vote and negated:-

“That this Committee requests that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive on the grounds that the Leader’s report does not contain alternative options, specifically relating to the lease of the building to other community groups in Walkley and/or putting the building on the open market”).

## **7. WORK PROGRAMME 2015/16**

- 7.1 The Policy and Improvement Officer submitted a report attaching the draft Work Programme for 2015/16. The draft Programme set out the details of a number of topics which the Committee would be requested to prioritise in terms of their consideration at future meetings. The Programme also contained details of written briefings which would be submitted to the Committee for information only.
- 7.2 RESOLVED: That the Committee notes and approves the draft Work Programme for 2015/16 now submitted, subject to the suggested changes now made by Members, and any further changes suggested by Members following this meeting, to be finalised by the Chair and Deputy Chair, in consultation with the Policy and Improvement Officer, and submitted to the next meeting.

(NOTE: In accordance with Council Procedure Rule 26 of the Council’s Constitution and the provisions of Section 100B(4)(b) of the Local Government (Access to Information) Act 1985, the Chair decided that the above item be considered as a matter of urgency in order that Members could agree its Work Programme for 2015/16 in connection with items to be considered at future meetings, although five clear days’ notice that the item was to be considered had not been given.)

## **8. DATE OF NEXT MEETING**

- 8.1 It was noted that the next meeting of the Committee would be held on Wednesday, 30<sup>th</sup> September 2015, at 5.00 pm, in the Town Hall.

This page is intentionally left blank



## Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee 30 Sep 15

**Report of:** Mick Crofts, Director of Business Strategy and Regulation

**Subject:** Assisted Collection Policy review

**Author of Report:** Neil Townrow, Waste Management Officer, Tel: 0114 2037622

### Summary:

The information in this paper has been requested by the Committee to inform and steer, potential changes to Sheffield's assisted collection eligibility criteria.

In Sheffield, households are required to present their black bin, blue bin and box to the kerbside for collection.

Where, for reason of age or mobility there is no-one in a household able to move the bins/box, an application can be made for an assisted collection. Once receiving this service, the household is not required to present their black bin, blue bin and box for collection.

A number of limitations have been identified with the current approach to providing assisted collections. This paper sets out the current approach, limitations, and changes proposed to address these limitations.

This paper also sets out details of the consultation exercise currently underway.

**Type of item:** The report author should tick the appropriate box

Reviewing of existing policy	<input checked="" type="checkbox"/>
Informing the development of new policy	<input checked="" type="checkbox"/>
Statutory consultation	<input type="checkbox"/>
Performance / budget monitoring report	<input type="checkbox"/>
Cabinet request for scrutiny	<input type="checkbox"/>
Full Council request for scrutiny	<input type="checkbox"/>
Community Assembly request for scrutiny	<input type="checkbox"/>
Call-in of Cabinet decision	<input type="checkbox"/>
Briefing paper for the Scrutiny Committee	<input type="checkbox"/>
Other	<input type="checkbox"/>

**The Scrutiny Committee is being asked to:**

- Provide their views and comment on the changes proposed to Sheffield's assisted collection eligibility criteria.
- Identify any additional groups the Committee feels should be directly approached with the consultation

---

**Background Papers:** N/A

**Category of Report:** OPEN

# **Report of the Director of Business Strategy and Regulation**

## **Assisted Collection Policy review**

### **1. Introduction/Context**

- 1.1. This paper has been produced on request of the Committee.
- 1.2. This paper sets out the approach and limitations associated with Sheffield's current assisted collection policy.
- 1.3. Following a review of services provided by other Local Authorities, proposals have been put forward to change the assisted collection eligibility criteria to address these limitations.
- 1.4. This paper seeks comments and input from the Scrutiny Committee on the changes proposed for the assisted collection service, and the consultation exercise currently underway.

### **2. Assisted Collection Policy review**

#### **2.1. Background Information**

- 2.1.1. In Sheffield, households that do not share their waste and recycling containers with other households are required to present their black bin, blue bin and box to the kerbside for collection.
- 2.1.2. Where, for reason of age or mobility there is no-one in a household able to move the bins/box, an assisted collection service will be provided. The collection crew will then collect and return the black bin, blue bin and box after emptying to their usual point of storage. The household is no longer required to move their bins/box.
- 2.1.3. The provision of the assisted collection service ensures compliance with the Equality Act 2010, enabling residents who are unable to move their waste and recycling containers to be able to use the the services provided.
- 2.1.4. Circa 10,500 households receive the assisted collection service across the city.

#### **2.2. Current service criteria**

- 2.2.1. Assisted collections are provided following an application, and will be granted where the applicant is aged:
  - 65 or over, or
  - under 65 but has a medical condition that prevents them from being able to present their bins for collection

- and only where there is no person living within the household aged 16 or over, or a carer, that can help
- 2.2.2. The eligibility criteria has not been reviewed in the past 10 years, and a number of limitations have been identified with the existing approach:
- There is a lack of clarity on the type and severity of medical conditions requiring an assisted collection. This means there is a risk of the criteria being applied in an inconsistent manner.
  - Many residents older than 65 are able to present their bins for collection
  - The information provided by the applicant is not subjected to any checks, and therefore can mean that people are granted the service who do not need it
- 2.2.3. Recognising these limitations a review of other Local Authority Assisted Collection services has been undertaken. The purpose of this exercise was to understand how other authorities assess applications for assisted collections, and to identify potential changes to address the limitations identified with Sheffield's current approach.
- 2.2.4. The review identified three broad approaches:
- Approach 1: Applications are assessed on a trust basis with no checks taking place to ensure the information provided is correct. This reflects Sheffield's current position.
  - Approach 2: An application is followed up by a visit from a Waste Management Officer to verify the need for the service.
  - Approach 3: Applicants are required to provide evidence to support their application. This can be a doctors certificate, proof of age, receipt of benefits.
  - The minimum age limit in place to automatically approve an application varies for all three approaches, up to the age of 80.
- 2.2.5. Recognising that Sheffield currently uses approach 1, consideration has been given to adopting approach 2. Whilst the introduction of home visits from a Waste Management would in all likelihood help to remove some requests from residents not in need of the service, the lack of medical expertise needed to accurately assess an ailment would not remove the risk of inconsistency in deciding which applications to approve or reject. Further, the amount of officer time needed to undertake these visits means that this option is not viable using the existing staffing resource.



2.2.6. Approach 3 is seen as the most viable option, as it will provide set parameters around how assisted collections should be awarded, allow for verification to take place of the information provided.

### 2.3. Proposed Changes:

2.3.1. A series of changes have been proposed, based on Approach 3.

2.3.2. The requirement of a doctor's certificate has been disregarded, due to the increased resource pressure this would put on the NHS.

2.3.3. The proposed changes mean that a **permanent** assisted collection will be provided where an application is received from a resident aged 75 or over, **or** where the resident is under 75 and meets one or more of the following criteria:

- Is registered blind or partially sighted
- Holds a blue badge for parking
- Receives the higher rate of care component of Disability Living Allowance or enhanced daily living component of Personal Independence Payment
- Receives the mobility component of Disability Living Allowance or enhanced mobility component of Personal Independence Payment
- Receives the War Pensioners' Mobility Supplement

2.3.4. The criteria identified for assessing applications from residents under the age of 75, have been identified as they are tested and demonstrate ailments highly likely to affect a persons' ability to move their waste and recycling containers.

2.3.5. Residents who apply and do not meet the above criteria may be granted a **temporary** assisted collection if there is a need for this service for a set period of no more than six months. This may be due to an illness, or recovery from an operation or injury. A repeat application can be made at the end of each agreed period.

2.3.6. Permanent and temporary assisted collections will only be provided where there is no-one living within the household aged 16 or over, or a carer that can help.

2.3.7. Residents receiving the permanent assisted collection service will be contacted every three years to confirm they still live at the address and need the service.

### 2.4. Finance

2.4.1. The cost associated with providing an assisted collection is £10.36 per household per year per 240 litre bin (15/16) above that of the non-assisted service. Whilst the proposed changes may lead

to a small reduction in costs, the driver behind the proposed changes is not cost, and there has been no saving target identified under the proposed changes.

## 2.5. Equalities

- 2.5.1. An Equality Impact Assessment will be circulated at the Scrutiny Committee on 30<sup>th</sup> September.

## 2.6. Public Consultation

- 2.6.1. A six week public consultation exercise is taking place to get feedback from Sheffield residents about the proposed changes. The consultation began on 15<sup>th</sup> September and will run until 23<sup>rd</sup> October.
- 2.6.2. A copy of the consultation questions is provided as background paper, 'Consultation questions.'
- 2.6.3. Residents can complete the consultation online using the Council's Consultation management system at <https://sheffield.citizenspace.com/>, over the phone by contacting Waste Management on 0114 2037621 or they can request a paper copy on this number or by email.
- 2.6.4. Details of the consultation have been publicised in a press release, and links have been added to Veolia's website, as well as the Council's waste management web page.
- 2.6.5. Details of the consultation have been sent to the following groups:
  - Equalities Hub Network
  - Sheffield Pensioners Action Group
  - Sheffield Young Carers
  - Sheffield 50 Plus
  - Disability Sheffield
  - Access Liaison Group
  - Sheffield Carers
  - Royal National Institute of the Blind
  - Help the Aged
  - Age UK
  - Age Concern

## 2.7. Post Consultation

- 2.7.1. Once the public consultation has been completed, the responses will be considered, and adjustments to the proposed changes may be made depending on this feedback.
- 2.7.2. An Independent Cabinet Member report will be submitted to the Cabinet Member for Environment and Transport to formally adopt any policy change.

### **3. What does this mean for the people of Sheffield?**

- 3.1. The changes proposed for the assisted collection service will make it easier for residents to understand what qualifies them for help, and how applications are assessed.
- 3.2. The changes proposed, if adopted will make application of the eligibility criteria, fair, and consistent and ensure that only those people who are in need of the service receive it.

### **4. Recommendation**

- 4.1. The Committee is asked to:
  - 4.1.1. Provide their views and comment on the changes proposed.
  - 4.1.2. Identify any additional groups the Committee feels should be directly approached with the consultation

This page is intentionally left blank

# Assisted Collection Consultation

## Overview

In Sheffield, residents are required to present their waste and recycling containers to the pavement for collection. Where, for a reason of age or mobility, there is no one within a household able to present the bins for collection, an application can be made for an assisted collection service. This means the collection crew will collect and then return the black bin, blue bin and box after emptying, to their usual point of storage. The householder is not required to move the bins.

Assisted collections are currently provided to households where:

- Residents are aged 65 or over
- Residents are aged under 65 but have a medical condition which prevents them from being able to put their bins out for collection

And where there is no-one living within the household aged 16 or over, or a carer, that can help.

## Why We Are Consulting

A number of problems have been identified with the current approach:

- There is a lack of clarity on the type and severity of medical conditions requiring an assisted collection.
- The information provided by the applicant is not subjected to any checks
- Many residents older than 65 are able to present their bins for collection

A series of changes have been proposed with the aim of providing a fairer, more consistent approach to providing assisted collections. The revised approach should ensure that only those residents who need the service receive it.

The purpose of this consultation is to get your views on the changes to ensure that what we are proposing is right for the residents of Sheffield.

The proposed changes will mean that a **permanent** assisted collection will be provided where an application is received from a resident aged 75 or over, or where the resident is under 75 and meets one or more of the following criteria:

- i. Is registered blind or partially sighted
- ii. Holds a blue badge for parking
- iii. Receives the higher rate of care component of Disability Living Allowance or enhanced daily living component of Personal Independence Payment
- iv. Receives the mobility component of Disability Living Allowance or enhanced mobility component of Personal Independence Payment
- v. Receives the War Pensioners' Mobility Supplement

Residents who apply and do not meet the above criteria may be granted a **temporary** assisted collection if there is a need for this service for a set period of no more than six months. This may be due to an illness, or recovery from an operation or injury.

Please note:

- Permanent and temporary assisted collections will only be provided where there is no-one living within the household aged 16 or over, or a carer that can help.
- Residents receiving the permanent assisted collection service will be contacted every three years to confirm they still live at the address and need the service

## Have Your Say

Give us your views by completing the assisted collection survey and return to:

Freepost – RRJG-TZXE-JSSE  
Waste Management  
2-10 Carbrook Hall Road  
Sheffield  
S9 2DB

Alternatively, you can complete the form over the phone by calling: 0114 20 37621

### Consultation Questions:

1. Do you think assisted collections should be provided to residents aged 75 and over, regardless of whether they have a medical condition or not?

Yes  No

2. Do you think assisted collections should be provided to residents aged under 75, with a medical condition preventing them from putting their bins out for collection?

Yes  No

3. Do you think residents aged under 75 should only receive a **permanent** assisted collection service if they meet one or more of the following criteria:

- i. Registered blind or partially sighted
- ii. Hold a blue badge for parking
- iii. Receive the higher rate of care component of Disability Living Allowance or enhanced daily living component of Personal Independence Payment
- iv. Receive the mobility component of Disability Living Allowance or enhanced mobility component of Personal Independence Payment
- v. Receive the War Pensioners' Mobility Supplement

and where there is no-one living within the household aged 16 or over, or a carer that can help.

Yes  No

4. Do you think residents should provide information to support their application for a **permanent** assisted collection e.g. proof of age, photocopy of their blue badge, copy of a confirmation letter

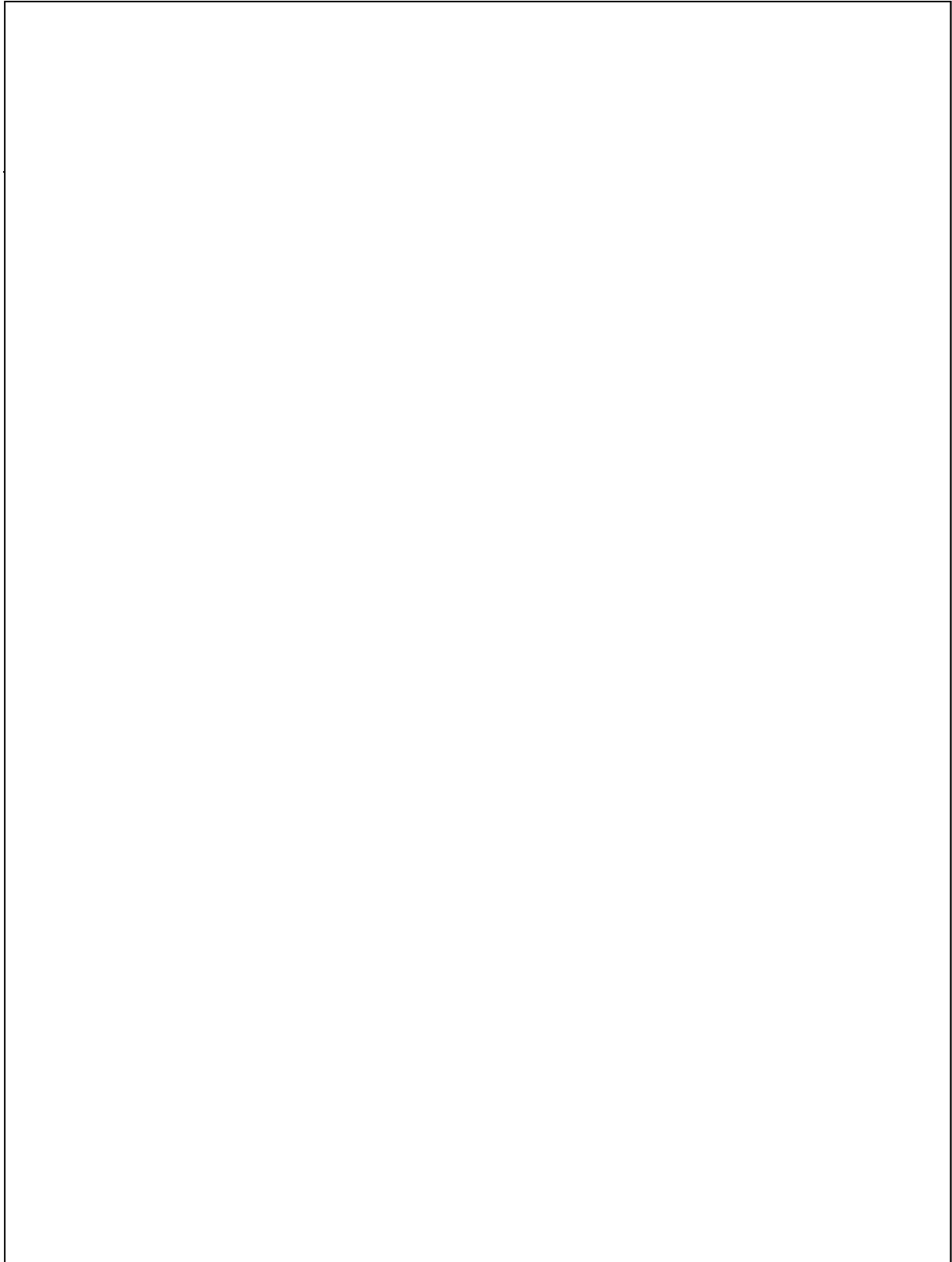
Yes  No

5. Do you think residents who do not qualify for a permanent assisted collection, should receive it on a temporary basis if they are in need of help?

Yes  No

(please turn over)

Do you have any additional comments you would like to make?



Thank you for taking the time to complete these questions. Whilst we cannot respond to individual responses, your feedback will be considered alongside all responses received before deciding on any changes.





# Streets Ahead Project

## Winter Review

### Steve Robinson, Head of Highway Maintenance



# Overview winter 2014/15

- In June & July 2014 we ran a winter consultation to reduce the gritting network and the number of highway grit bins
- Changes were implemented in August 2014
- Gritting network was reduced by 9% and 121 (6%) grit bins were removed
- A decision was taken in December 2014 to revert back to the previous gritting routes – including routes added

## **Current Winter service**

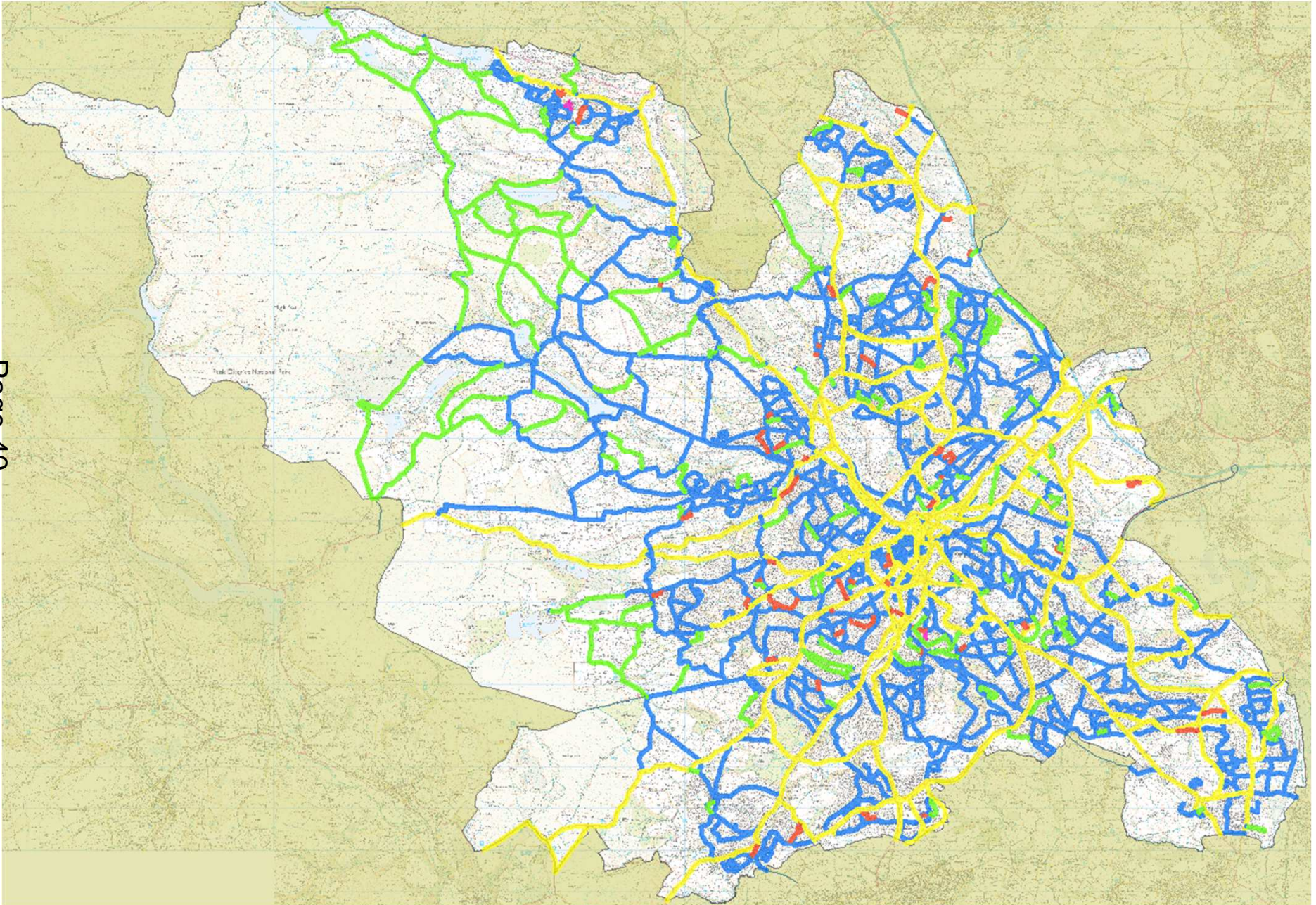
- Precautionary gritting covers over 60% of the City's roads - around 1900 grit bins – over 550 snow wardens

# Road Network and Fleet Summary

- The priority gritting route network is split into 12 Primary and 12 Secondary routes with an additional 4 rural routes
- Amey have 14 new dedicated gritters - Four 6m<sup>3</sup>, Nine 9m<sup>3</sup> and One 1m<sup>3</sup> vehicles - Six additional sub-contracted vehicles for rural areas
- Additional resilience was provided by 10 sub contracted farmers
- 1 snow blower
- Gritters are fitted with 10ft snow ploughs when snowing
- All gritters fitted with the Masternaut GPS tracking system

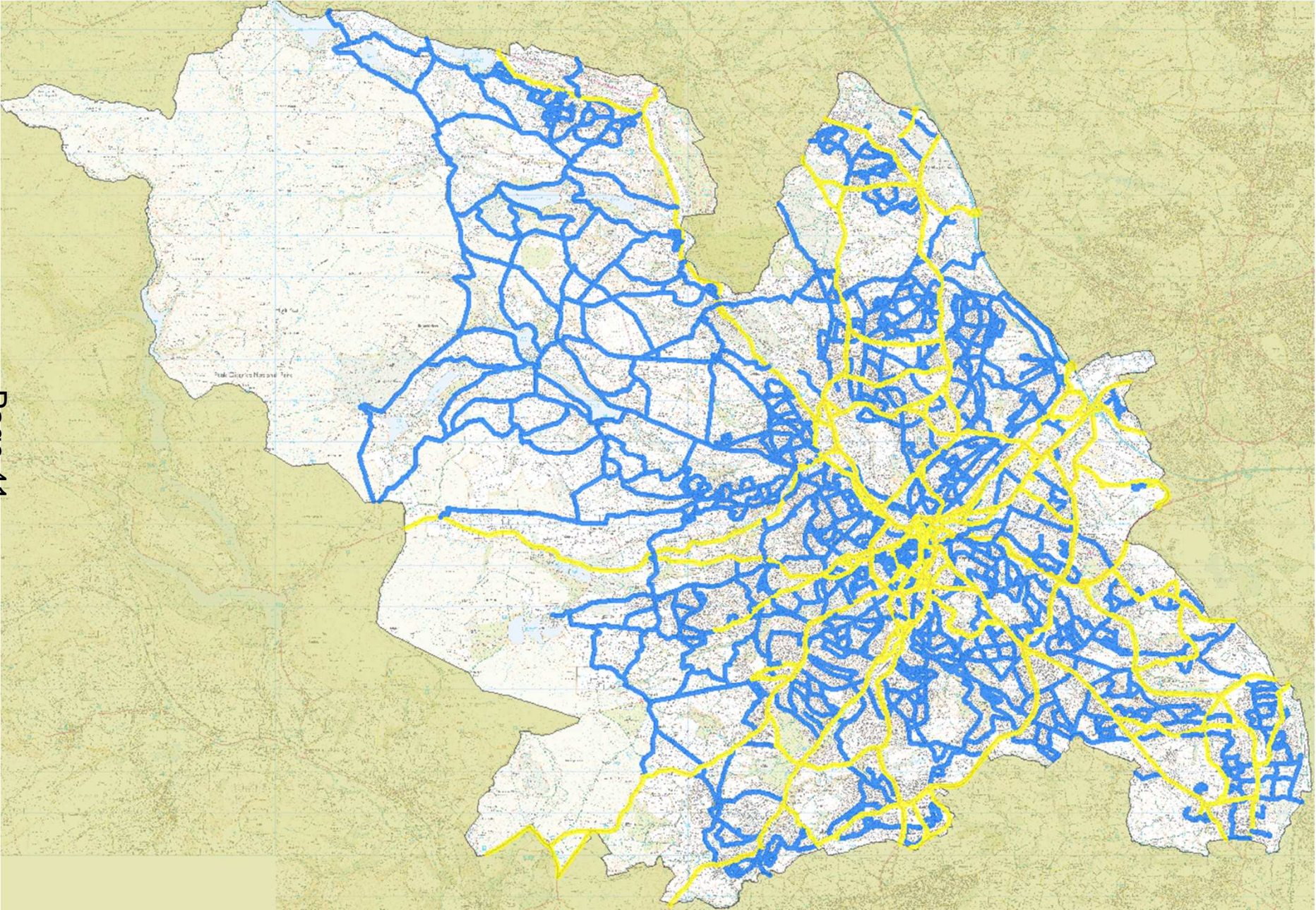


# 2014 Changes





# Current Routes





# Lessons learnt (1)

- Manage public expectations about certain issues, including:
  - How grit works and when it is effective
  - Our priority order for gritting and snow clearance
  - What we do and what we don't do
- We provide the main winter service but there are gaps – that need someone to fill
- Automatic updates to VMS signs across the city
- Agree communication protocols with the PTE and bus companies about where/when the road network is clear
- Talk to the PTE and Bus Companies to identify specific problem areas and any possible solutions

## Lessons learnt (2)

- Review any operational or decision making improvements that are possible
- Develop a snow event communications plan
- Communicate potential issues earlier
- Develop further information for the website
- Consider information on the website which shows where our gritters are operating in near real time
- All lessons learnt must be in place by 1 October:-
  - Winter service runs from 1 October – 30 April
  - Full service must be ready for 1 October – including routes optimised, gritters on standby, drivers trained on routes, salt barns full, grit bins full, equipment tested and weather forecasting in place

This page is intentionally left blank





## Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee 30<sup>th</sup> September 2015

---

**Report of:** Policy & Improvement Officer

---

**Subject:** Work Programme 2015/16

---

**Author of Report:** Matthew Borland, Policy and Improvement Officer  
[matthew.borland@sheffield.gov.uk](mailto:matthew.borland@sheffield.gov.uk)  
0114 273 5065

---

A proposed work programme is attached at appendix 1 for the Committee's consideration and discussion.

The proposed work programme aims to focus on a small number of issues, in depth. This means that the Committee will need to prioritise which issues will be included on formal meeting agendas. In doing this, the Committee may wish to reflect on the prioritisation principles attached at appendix 2 to ensure that scrutiny activity is focussed where it can add most value.

Where an issue is not appropriate for inclusion on a meeting agenda, but there is significant interest from members, the Committee can request written briefings or presentations outside of formal scrutiny meeting time.

---

**The Scrutiny Committee is being asked to:**

- Comment on the proposed work programme
  - Identify priorities for inclusion on agendas
  - Identify items for written briefings
-

**Economic and Environmental Wellbeing Scrutiny & Policy Development Committee  
Draft Work Programme 2015-16**

Please note: the draft work programme is a live document and so is subject to change.

Potential Item	Rationale	Date
House Building Task Group	This was the Committee's Task Group for 2014/15. This item is the report back from the Cabinet Member and officers which Cabinet agreed at its June meeting to do this as soon as possible after the summer.	October 2015
Future Role of City Centre	Follow up to the Committee's discussion in October 2014.	
Sheffield's International Economic Commission	April 2015: the Committee should (A) monitor the developments of Sheffield's International Economic Commission and (B) give consideration to (1) establishing a Task Group during 2015/16 to scrutinise the proposals in respect of the Commission.	
Broadband and economic development	Suggested as single topic meeting by the 2014/15 Committee.	
<b>Written briefings (without agenda time)</b>		
Streets Ahead	Committee requested an update following discussion of the Streets Ahead Action Plan on Street Lighting in July 2014.	October 2015
Air Quality	Follow up to the Committee's discussion in February 2015.	
Cycling Inquiry Progress	To update the Committee on implementation. In July 2014 the Committee asked for an update on progress in one year's time.	

Modernisation of Cabinet Highways Committee - review of new arrangements	The Committee requested at its April 2013 meeting that a review of the new arrangements be undertaken following implementation.	
<b>Proposed to include within other items</b>		
Rural broadband	The Committee has had written and verbal updates on this topic following the discussion in April 2013. It is proposed to incorporate this item in to the potential item on 'Broadband and economic development.'	

The Committee's meeting dates are:

- 5.00pm Wednesday 21st, October 2015
- 5.00pm Wednesday 16th, December 2015
- 5.00pm Wednesday 17th, February 2016
- 5.00pm Wednesday 16th, March 2016

## Selecting Scrutiny topics

This tool is designed to assist the Scrutiny Committees focus on the topics most appropriate for their scrutiny.

- **Public Interest**  
The concerns of local people should influence the issues chosen for scrutiny;
- **Ability to Change / Impact**  
Priority should be given to issues that the Committee can realistically have an impact on, and that will influence decision makers;
- **Performance**  
Priority should be given to the areas in which the Council, and other organisations (public or private) are not performing well;
- **Extent**  
Priority should be given to issues that are relevant to all or large parts of the city (geographical or communities of interest);
- **Replication / other approaches**  
Work programmes must take account of what else is happening (or has happened) in the areas being considered to avoid duplication or wasted effort. Alternatively, could another body, agency, or approach (e.g. briefing paper) more appropriately deal with the topic

### Other influencing factors

- **Cross-party** - There is the potential to reach cross-party agreement on a report and recommendations.
- **Resources**. Members with the Policy & Improvement Officer can complete the work needed in a reasonable time to achieve the required outcome