

Cabinet

Wednesday 15 March 2017 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	(Leader of the Council)
Councillor Leigh Bramall	(Deputy Leader/Cabinet Member for Business and Economy)
Councillor Ben Curran	(Cabinet Member for Finance and Resources)
Councillor Jackie Drayton	(Cabinet Member for Children, Young People & Families)
Councillor Jayne Dunn	(Cabinet Member for Housing)
Councillor Mazher Iqbal	(Cabinet Member for Infrastructure and Transport)
Councillor Mary Lea	(Cabinet Member for Culture, Parks and Leisure)
Councillor Bryan Lodge	(Cabinet Member for Environment)
Councillor Cate McDonald	(Cabinet Member for Health and Social Care)
Councillor Jack Scott	(Cabinet Member for Community Services and Libraries)

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. 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 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.

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.

If you require any further information please contact Simon Hughes on 0114 273 4014 or email simon.hughes@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.

**CABINET AGENDA
15 MARCH 2017**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
Note: Appendix 1 to item 15 – ‘Land at Spider Park, Sevenfields Lane’ is not available to the public and press because it contains exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) relating to the financial or business affairs of any particular person.

- 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 Meeting** (Pages 5 - 18)
To approve the minutes of the meeting of the Cabinet held on 15 February 2017.

- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public

- 7. Items Called-In For Scrutiny**
The decision of the Cabinet Member for Housing, taken on 23 February 2017, in relation to Approval of New HMO Licensing Standards has been called-in and will be considered at a future meeting of the Safer and Stronger Communities Policy and Development Committee.

- 8. Retirement of Staff** (Pages 19 - 22)
Report of the Acting Executive Director, Resources.

- 9. Care Home Fees 2017/18** (Pages 23 - 58)
Report of the Executive Director, Children, Young People and Families

- 10. Sheffield City Council Public Health Strategy** (Pages 59 - 76)
Report of the Director of Public Health

- 11. Growing Sustainably: A Bold Plan for a Sustainable Sheffield** (Pages 77 - 118)
Report of the Executive Director, Place

- 12. Mental Health Social Care Functions** (Pages 119 - 130)
Report of the Executive Director, Children, Young People and Families
- 13. Neighbourhood Planning - Updated Decision Making Framework** (Pages 131 - 140)
Report of the Executive Director, Children, Young People and Families
- 14. Revenue Budget and Capital Programme 2016/17 Month 9 as at 15 March 2017** (Pages 141 - 202)
Report of the Acting Executive Director, Resources
- 15. Land at Spider Park, Sevenfields Lane** (Pages 203 - 212)
Report of the Executive Director, Place
- 16. Cabinet Acting as Charity Trustees of Oxley Park, Stocksbridge: Lease of Inman Pavillion, Stocksbridge** (Pages 213 - 224)
Report of the Executive Director, Place

NOTE: The next meeting of Cabinet will be held on Wednesday 19 April 2017 at 2.00 pm

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 Audit and 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.

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Cabinet

Meeting held 15 February 2017

PRESENT: Councillors Julie Dore (Chair), Leigh Bramall (Deputy Chair), Ben Curran, Jackie Drayton, Jayne Dunn, Mazher Iqbal, Mary Lea, Bryan Lodge and Jack Scott

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Cate McDonald.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 No items were identified where it was proposed 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 of Cabinet held on 18 January 2017 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Public Question in respect of Government Cuts

5.1.1 Jon Hinchliffe asked why the Council was not doing more to oppose Government cuts? The Council should join up with other Northern Councils to oppose such cuts. The Council had £12m reserves. As we had now reached a crisis point, why were these reserves not being used to support the Budget?

5.1.2 Councillor Ben Curran, Cabinet Member for Finance and Resources, responded that the Council did oppose the cuts. There was close work with the Local Government Association, Special Interest Group of Municipal Authorities (SIGOMA) and the Core Cities etc. to make clear the Council's opposition to the cuts.

5.1.3 There was a legal requirement for the Council to set a balanced budget. If the Council did not do this, Commissioners would be installed. This would not be good for the City as Councillors were accountable to the public in the way that Commissioners wouldn't be.

5.1.4 Councillor Curran was clear that the Council had stood up to the Government and had put forward its opposition to the cuts on numerous occasions, including in the way that money was distributed across the country. The next step in opposing

would be to not set a balanced budget, something which the Council was not legally able to do. No Council in the country had set an illegal budget and there was no large administration throughout the country who had suggested doing so.

- 5.1.5 Sheffield had the lowest reserves amongst all the Core Cities. All money available to protect services had been used. There was a need to save money in reserves for emergencies such as the floods in 2007 which had cost the Council £12 million, which was currently the amount available in reserves. The Council could not set an unbalanced budget and it would be abdicating its responsibilities to do so.
- 5.16 The Leader of the Council, Councillor Julie Dore, added that she had supported a 10,000 signature petition asking for a Fair Deal from the Government and had delivered this to Downing Street. All Labour administrations had received a letter from the Labour leadership which stated that they expected Labour Council's to set a balanced budget. Sheffield City Council was standing up to the Government in respect of Government cuts such as where the Council had jointly funded a Judicial Review in respect of European funding.

5.2 Public Question in respect of Food Hygiene

- 5.2.1 Nigel Slack commented that he was interested to hear at the Budget Conversation meeting that recent legislation made it possible for Council's to charge food outlets that achieved poor hygiene results for subsequent visits to assess whether necessary improvements had been made. When will this come into effect? To how many food outlets in the City might this apply? What might be considered a fair level of charge? Would this income be available to the general revenue fund or be ring-fenced to Environmental Health?
- 5.2.2 Councillor Bryan Lodge, Cabinet Member for the Environment, commented that this option was already in operation and it was a pilot scheme which could be offered to other local businesses in the City. However, it was not about making subsequent visits. It was about businesses themselves wanting to be reassessed. Only one business had applied for this thus far. Councillor Lodge believed that the number of businesses applying would be in the tens rather than hundreds, but the scheme would be marketed.
- 5.2.3 There was a fixed fee for businesses of £150 which was based on a Government recommendation and covered the inspection and administration costs. This money was ring-fenced and could not be put back into the general fund.

5.3 Public Question in respect of Right to Buy

- 5.3.1 Nigel Slack commented that he was delighted to see the completion and occupation of new Council Houses built in the City. What protection was currently available to the Council to prevent these properties becoming subject to 'Right to Buy' legislation immediately and how might that change with the new 'Housing Bill'?
- 5.3.2 Councillor Jayne Dunn, Cabinet Member for Housing, replied that all new Council build was protected from Right to Buy legislation for 15 years and could not be sold

below market value. No opposition party at the Council had put in an alternative to the current Housing Revenue Account.

5.3.3 Councillor Dunn added that new house building was very important to the Council and houses would continue to be built across the City. It should not be assumed that everyone who lived in a Council home wanted to buy it.

5.4 Public Question in respect of University Technical College

5.4.1 Nigel Slack commented that, with news that Manchester's University Technical College (UTC) was to close due to insufficient pupil numbers, after the investment 3 years ago of £9 million, what were the prospects and pupil numbers for Sheffield's University Technical Colleges?

5.4.2 Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families, commented that she was saddened to see the University Technical College in Manchester was to close. The current Government and previous Coalition Government had not valued vocational education and had turned completely to academic education.

5.4.3 Councillor Drayton further commented that UTC's were focused on technical/vocational skills as well as academic, which the the Government had consistently 'dumbed down' and, whereas all examples where previously the measure of a pupil was 5 A-C's including vocational or equivalent subjects, now it was purely academic qualifications.

5.4.4 Sheffield was fortunate in that the first UTC had been was strongly supported and it was a specialist college in design technology and engineering. The College had good links with manufacturing and engineering businesses, had a 'Good' Ofsted inspection result, and now had their first students gaining places at university and higher apprenticeship.

5.4.5 Making the transition from school at 14 years of age to the College where hours were 8:30am – 5:00pm was a big challenge and maybe a reason why numbers of pupils was not as high as expected. The Central UTC had recently seen the first pupils graduating to University and gaining advanced apprenticeships at the Manufacturing Park.

5.4.6 Councillor Drayton added that the second UTC had opened last September at the Olympic Legacy Park. It focused on two vocations, computing and health studies. It had established links with the Universities and Hospital Trusts. Although initial numbers had been low, these were starting to grow.

5.4.7 One of the major barriers to the success of the UTC's was that schools did not want pupils leaving at 14 to attend UTC's as this lost them money. Therefore, there was a need to build parental confidence in their child attending the college. The good results achieved by the first UTC was something for the second to build on and increase confidence amongst parents and pupils.

5.4.8 It was still difficult for the UTC's to get into some schools to promote their values.

The Executive Director, Children, Young People and Families (Jayne Ludlam) and Councillor Drayton had written a joint letter to all schools requesting that all pupils be offered all available options for their future.

- 5.4.9 Councillor Drayton did not know of the particular circumstances of the college in Manchester but she was confident of the continued success of the colleges in Sheffield. She would send the information in respect of numbers to Mr Slack.

5.5 Public Question in respect of Trade Union Legislation

- 5.5.1 Nigel Slack commented that an alternative interpretation of the legitimacy of Section 241 of the Trade Union Labour Relations Act (TULRA) 1992 had been provided by a QC, to one of the Street Tree campaigners, and it was notable that no felling crews, supported by their normal Police escorts, were in evidence today. This opinion, if accepted, would mean that the 19 arrests during this campaign may be illegal and an infringement of the protesters Human Rights under Article 11.

- 5.5.2 Chrissy Meleady M.B.E. had also released a statement reminding us all that in 1992, and with respect to this Act, "Sheffield Labour Council, the Lib Dems and the Sheffield Trades Council vehemently opposed, at the time, as being a draconian and oppressive tool that could be used to suppress and attack workers and the people of this City" adding "To see a piece of legislation that was created to enforce a diminution in rights being supported by those who once condemned it for its potential to erode rights, is very sad and shocking." Does the Council continue to support the use of this legislation on peaceful protesters in the City and how will this affect the ability of protesters to protect areas of the City from Fracking exploitation works?

- 5.5.3 Councillor Bryan Lodge clarified that the interpretation referred to by Mr Slack was from a junior barrister and not a QC as stated. The Council's Legal team had looked at this and it was clear that it was not for the Council to tell the Police about their powers of arrest.

- 5.5.4 Section 303 of the Highways Act stated that it was an offence to wilfully obstruct the operation of lawful work and it was an issue for the Police to interpret how they enforced this.

- 5.5.5 Councillor Dore added that the Council had consistently said it was a decision for the Police to apply the correct legislation where required.

5.6 Public Question in respect of Amey Contract

- 5.6.1 Nigel Slack commented that Street Tree campaigners had also been advised that, for each tree felled, Amey or their contractors should, where the tree overhangs private property, ask for an 'Oversailing License' from the resident and the owner (in the case of rented accommodation). Failure to do so may mean any felling work in such circumstances be deemed illegal. Do Amey or their contractors request such licenses as part of their normal working practice and is there any written evidence for this? If this work is deemed illegal, which organisation would be considered in breach of the law, the contractor, Amey, or the Council? And what

would be the consequences?

- 5.6.2 Councillor Bryan Lodge commented that, thus far, no Oversailing Licenses had been requested in the history of tree felling in Sheffield. It could be said that a tree overhanging a property was trespassing and workers could be said to be there to solve a trespass and a license may not therefore be required. The Council had a duty to maintain the highway and no licenses had been required in respect of this.

6. ITEMS CALLED-IN FOR SCRUTINY

- 6.1 The Chair of the Overview and Scrutiny Management Committee, Councillor Tony Damms, submitted a report outlining the outcome of the Committee's consideration of the Revenue Budget and Capital Programme 2017/18 reports to be considered at today's Cabinet meeting.
- 6.2 Following consideration of the reports the Committee resolved the following:-

RESOLVED: That the Committee:-

(a) notes the contents of the reports of the Acting Executive Director, Resources, on the Capital Programme Budget 2017/18 and the Revenue Budget 2017/18, together with the comments made and the responses provided to the questions raised;

(b) expresses its thanks and appreciation to all officers, and Councillor Ben Curran (Cabinet Member for Finance and Resources), involved in producing a balanced budget for 2017/18; and

(c) recommends that the reports of the Acting Executive Director, Resource on the Capital Programme Budget 2017/18 and the Revenue Budget 2017/18, respectively, be submitted to Cabinet without amendment.

- 6.3 It was then: **RESOLVED:** That the above recommendations of the Overview and Scrutiny Management Committee be noted.

7. RETIREMENT OF STAFF

- 7.1 The Acting Executive Director, Resources submitted a report on Council staff retirements.

RESOLVED: That this Cabinet :-

(a) places on record its appreciation of the valuable service rendered to the City Council by Sharon Sayles – Office Manager, Meersbrook Bank Primary School, CYPF Portfolio over a period of 30 years;

(b) extends to her its best wishes for the future and a long and happy retirement; and

(c) directs that an appropriate extract of this resolution under the Common Seal of the Council be forwarded to her.

8. FINANCIAL INCLUSION STRATEGY

8.1 The Chief Executive submitted a report presenting for approval a new Financial Inclusion Strategy and Action Plan for Sheffield, setting out how the Council and its partners intend to tackle financial exclusion and over-indebtedness in the City.

8.2 **RESOLVED:** That Cabinet:-

- (a) approves the document 'A Financially Inclusive City' attached to the report as a statement of the Council's strategic approach to financial inclusion;
- (b) approves the accompanying Financial Inclusion Action Plan;
- (c) delegates authority to the Director of Policy, Performance and Communications to make amendments to the Action Plan consistent with the principles set out in 'A Financially Inclusive City' if necessary on the basis of further development and consultation with stakeholders;
- (d) requests that the Chief Executive provides a report to the Cabinet Member for Community Services and Libraries on the effectiveness of the Council's discretionary hardship funds in providing support to those experiencing financial crisis; and
- (e) notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

8.3 Reasons for Decision

8.3.1 The introduction of a financial inclusion strategy and action plan will provide the city with an opportunity to build on the excellent work that is already being done to improve financial wellbeing of its residents. The approaches set out here will: ensure that frontline workers are equipped to ask and answer effectively questions about financial issues; support Sheffield Citizens Advice to provide welfare and debt advice where it is needed most; encourage people to save regularly by promoting straightforward products at the beginning of tenancies; ensure that the right kind of self-help information is available for those at major life events such as relationship breakdown or cancer diagnosis to prevent them from going into financial crisis; and embed Financial Inclusion within our City's strategic approach to fairness and tackling poverty.

8.4 Alternatives Considered and Rejected

8.4.1 The 'As-is' option: no new strategy for financial inclusion put in place in the city. Much of the valuable work which takes place in the city supporting people with their financial wellbeing would continue. However, the new opportunities for working together to raise awareness of financial inclusion and target support

effectively would be lost, as would the potential to embed financial inclusion more strongly within our city approaches to fairness and tackling poverty.

9. SHEFFIELD CITY REGION INNOVATION CORRIDOR

9.1 The Executive Director, Place submitted a report seeking approval to accept Department for Transport (DfT) funding (via Sheffield City Region) which has been awarded from the Government's Large Local Major Schemes Fund. Sheffield City Council will receive the funding.

9.2 **RESOLVED:** That Cabinet:-

- (a) approves acceptance of up to £1.4m of grant funding from Sheffield City Region who are expected to be the Accountable Body for the grant which they will receive from the Department for Transport (DfT) and then pass on to Sheffield City Council. The grant will be utilised to develop an Outline Business Case (OBC) for a DfT major transport scheme in accordance with DfT process;
- (b) approves procurement of external support to deliver the OBC in accordance with advice from Commercial Services in the Procurement Strategy;
- (c) approves delegation of authority to the Director of Finance and Commercial Services, in conjunction with the Head of Strategic Transport & Infrastructure, to award contracts to secure the necessary external support to develop the OBC; and
- (d) delegates to the Director of Finance and Commercial Services, in consultation with the Director of Legal and Governance and the Executive Director, Place the power to finalise the grant funding agreement in accordance with Council procedures.

9.3 Reasons for Decision

9.3.1 The DfT's Large Local Major Schemes Fund presents a unique opportunity to develop the significant transport infrastructure improvements required in the SCR Innovation Corridor and promote a bid for hundreds of millions of pounds in government funding at minimal risk to the Council.

9.3.2 DfT major scheme outline business cases have normally to be developed at risk, by the scheme promoter. OBC development costs can be substantial and these are only refunded by the DfT if a scheme is accepted into their funding programmes. The Large Local Major Schemes Fund offers a lower risk approach, in that it provides advance DfT funding to develop the OBC.

9.3.3 The SCR Innovation Corridor suffers from heavy traffic congestion, particularly around junctions 33 and 34 of the M1. These problems are exacerbated by the limited number of access points for cross traffic between Sheffield and Rotherham, much of which uses the motorway junctions. The project will aim to deliver a

highway scheme which will relieve the area from traffic congestion and provide better cross linkages between Sheffield and Rotherham.

- 9.3.4 The area suffers from poor air quality, to which transport emissions are a major contributor. Poor air quality is known to have detrimental effects on health, resulting in premature deaths. The project will aim to produce a scheme which lowers congestion levels, producing beneficial effects on air quality. It will also facilitate better public transport links, reducing the reliance on car trips.
- 9.3.5 The area suffers from poor public transport connectivity, which limits access to jobs and opportunities and increases reliance on car based trips due to the lack of viable alternatives. The project will aim to produce a scheme which facilitates the provision of improved public transport links to and from this area.
- 9.3.6 The output of the project will be a DfT compliant outline business case, which will be used to potentially secure very significant funding for the strategic transport infrastructure improvements needed to ensure that the area fulfils its potential as a nationally and globally significant location for advanced manufacturing. Such a transport project, potentially involving hundreds of millions of pounds of construction work, would itself have a beneficial impact on the local economy, but the transport infrastructure built would provide the best possible transport linkages to facilitate development and economic growth, providing access to jobs and opportunities for the citizens of Sheffield City Region.

9.4 Alternatives Considered and Rejected

- 9.4.1 Do nothing – do not accept the offered funding and do not develop the SCR innovation Corridor Scheme or any other intervention. This would mean that the issues of traffic congestion, poor public transport links and poor air quality would not be addressed and would in fact worsen due to ongoing traffic growth. These issues would therefore become even greater constraints to development and prevent the area achieving its full economic potential.
- 9.4.2 Do minimum – do not accept the offered funding but continue to develop and implement local improvements. Local improvements would not have significant impacts on the heavy traffic congestion and consequent air quality issues and public transport connectivity would continue to be an issue. Minor improvements gained would be offset by ongoing traffic growth. These issues would therefore continue to be major impediments to development and prevent the area achieving its full economic potential.

(NOTE: This decision is not subject to call-in, in accordance with the Fast Track process set out in Scrutiny Procedure Rule 17 of the Constitution.)

10. TOBACCO CONTROL IN SHEFFIELD: STRATEGY AND FUTURE COMMISSIONING MODEL

- 10.1 The Executive Director, Place submitted a report proposing a Tobacco Control Strategy for Sheffield and changes to future commissioning to support the Tobacco Control Strategy.

10.2 **RESOLVED:** That:-

- (a) the content of the report is noted and approval is given to the Tobacco Control Strategy and the Tobacco Control future commissioning strategy;
- (b) the Director of Culture and Environment be authorised to terminate contracts relevant to the delivery of the Tobacco Control Strategy in accordance with terms and conditions of those contracts;
- (c) in accordance with the commissioning strategy and this report, authority be delegated to the Director of Financial and Commercial Services to:
 - (i) in consultation with the Director of Culture and Environment and the Director of Public Health, approve the procurement strategy for the services outlined in this report; and
 - (ii) in consultation with the Director of Culture and Environment, Director of Public Health and Director of Legal and Governance, to award, vary or extend contracts for the provision of services outlined in this report; and
- (d) the Director of Culture and Environment in consultation with the Director of Public Health, the Director of Legal and Governance, and the Director of Finance and Commercial Services is authorised to take such steps as he deems appropriate to achieve the outcomes in this report.

10.3 **Reasons for Decision**

10.3.1 The proposal set before Cabinet is the preferred option because:

It is based on detailed analysis of local need through a Tobacco Health Needs Assessment in line with commissioning good practice;

It is evidence based, drawing on good practice and evidence of what works in international contexts including the World Health Organisation MPOWER approach;

It has been developed over a 12 month period with the Sheffield Tobacco Control Board partners and is supported by the Board;

It has been tested through a 6 week public consultation through Citizen Space and through specific consultation events with key stakeholders, including NHS partners;

An important caveat is that these proposals are not supported by the Yorkshire and Humber Regional Lead for Tobacco Control or by ASH, as they include a reduction of investment in individual quits which have a strong evidence base. Sheffield City Council recognises the expertise of ASH and the Regional Lead and welcomes this challenge. Where investment has been earmarked for projects with a less strong evidence base than 4 week quits, a research partnership will be sought to robustly evaluate the projects and add to the evidence base, not just for Sheffield but for wider Tobacco Control. The Director of Public Health will

continue a dialogue with local NHS partners regarding increased NHS investment in stop smoking services.

10.4 **Alternatives Considered and Rejected**

- 10.4.1 Do nothing – business as usual re-commissioning or extend current contracts. This option will not provide the greatest opportunity to respond to changing need as evidenced by the Tobacco Health Needs Assessment, and to the diminishing resources available and will not provide the best opportunity to re-consider how to address population prevalence.
- 10.4.2 Collaborative commissioning as a sub-region of South Yorkshire - this option is not recommended as the timescales are not conducive to be able to do so, and the aims and ambitions of the different Local Authorities are sufficiently different that there is not a good match.
- 10.4.3 Increase investment overall in Tobacco Control from additional NHS partner contributions - this remains an aspiration, as tobacco dependency is a chronic relapsing condition that usually starts in childhood and which is currently under-treated. The London Senate describe treating tobacco dependency as “the highest value intervention for today’s NHS and Public Health system, saving and increasing healthy lives at an affordable cost” <http://www.londonsenate.nhs.uk/helping-smokers-quit/> . However, further local NHS investment has not yet been agreed within the timescales for this procurement. These conversations will continue and will be led by the Director of Public Health.

11. **REVENUE BUDGET 2017/18**

- 11.1 The Acting Executive Director, Resources submitted a report to request that the Cabinet request Full Council to:-
- approve the City Council’s revenue budget for 2017/18, including the position on reserves and balances;
 - approve a 2017/18 Council Tax for the City Council; and
 - note the levies and precepts made on the City Council by other authorities.
- 11.2 **RESOLVED:** That Cabinet recommends to the meeting of the City Council on 3 March 2017:-
- (a) to approve a net Revenue Budget for 2017/18 amounting to £395.551m;
- (b) to approve a Band D equivalent Council Tax of £1,428.36 for City Council services, i.e. an increase of 4.99% (1.99% City Council increase and 3%

- national arrangement for the social care precept);
- (c) to approve the Revenue Budget allocations and Budget Implementation Plans for each of the services, as set out in Appendix 2 of the report;
 - (d) to note that, based on the estimated expenditure level set out in Appendix 3 to the report, the amounts shown in part B of Appendix 6 would be calculated by the City Council for the year 2017/18, in accordance with sections 30 to 36 of the Local Government Finance Act 1992;
 - (e) to note that the Section 151 Officer has reviewed the robustness of the estimates and the adequacy of the proposed financial reserves, in accordance with Part 2 of the Local Government Act 2003. Further details can be found in Appendix 4 of the report;
 - (f) to note the information on the precepts issued by the South Yorkshire Police & Crime Commissioner and South Yorkshire Fire & Rescue Authority, together with the impact of these on the overall amount of Council Tax to be charged in the City Council's area;
 - (g) to approve the proposed amount of compensation to Parish Councils for the loss of Council Tax income in 2017/18 at the levels shown in the table in paragraph 177 of the report;
 - (h) to note the latest 2016/17 budget monitoring position;
 - (i) to approve the Treasury Management and Annual Investment Strategies set out in Appendix 7 of the report and the recommendations contained therein;
 - (j) to approve the Minimum Revenue Provision (MRP) Statement set out in Appendix 7 of the report;
 - (k) to agree that authority be delegated to the Director of Finance to undertake Treasury Management activity, to create and amend appropriate Treasury Management Practice Statements and to report on the operation of Treasury Management activity on the terms set out in these documents;
 - (l) to approve a Pay Policy for 2017/18 as set out in Appendix 8 of the report; and
 - (m) to agree that authority be delegated to the Executive Director of Communities to set – subject to budgetary constraints – a framework of care home & home care fee increases with effect from 1 April 2017.

11.3 Reasons for Decision

- 11.3.1 The City Council on 3 March 2017 meets to consider the Revenue Budget for 2017/18 and to determine the Council Tax for that year. The report provides information to enable the Council to set a budget and determine the Council Tax.

The proposals set out in this report provide for a balanced budget to be recommended to Council.

11.4 **Alternatives Considered and Rejected**

- 11.4.1 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.

(Note: This is subject to approval at Full Council at its meeting to be held on 3 March 2017 and is not subject to call-in).

12. **CAPITAL PROGRAMME 2017/18**

- 12.1 The Acting Executive Director, Resources submitted a report setting out the proposed Capital Programme from 2017-18 onwards describing the programmes to be undertaken, listing the projects to be delivered and setting out the context in which it has been compiled.

- 12.2 **RESOLVED:** That Cabinet recommends to the meeting of the City Council on 3rd March 2017:-

- (a) that Members note the specific projects included in the years 2017-18 to 2022-23 programmes at Appendix 9. Block allocations are included within the programme for noting at this stage and detailed proposals will be brought back for separate Member approval as part of the monthly monitoring procedures;
- (b) to note the proposed Capital Programme for the 6 years to 2022/23 as per Appendix 9 of the report; and
- (c) to approve the Corporate Resource Pool policy outlined in Appendix 4 such that the commitment from the CRP is limited to one year and no CRP supported schemes are approved beyond 2017/18 unless explicitly stated. Further reports will be brought to Members as part of the monthly approval process should the receipts position improve.

12.3 **Reasons for Decision**

- 12.3.1 The proposed projects within the Capital Programme will improve the services to the people of Sheffield

- 12.3.2 To formally record the Capital Programme in line with the Council's annual budgetary procedures and gain Member approval for the policy on the management of the Corporate Resource Pool.

12.4 **Alternatives Considered and Rejected**

- 12.4.1 A number of alternative courses of action are considered as part of the capital approval 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.

(Note: This is subject to approval at Full Council at its meeting to be held on 3 March 2017 and is not subject to call-in).

13. REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2016/17 MONTH 9 AS AT 31/12/16

- 13.1 The Acting Executive Director, Resources submitted a report providing the month 9 monitoring statement on the City Council's Revenue and Capital Budget for 2016/17.

13.2 **RESOLVED:** That Cabinet:-

- (a) note the updated information and management actions provided by the report on the 2016/17 Revenue Budget position;
- (b) notes the planned proposal to use New Homes Bonus reserves to reinstate the General Fund Balance to the 31st March 2016 levels following any drawdown required to balance the 2016/17 budget position. We will finalise our approach as part of Outturn; and
- (c) in relation to the Capital Programme:
 - (i) approves the proposed additions to the Capital Programme listed in Appendix 6.1 of the report, including the procurement strategies and delegations of authority to the Interim Director of Finance and Commercial Services or nominated officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
 - (ii) approves the proposed additions to the Capital Programme relating to the Growth Investment Fund listed in Appendix 6.1 of the report;
 - (iii) approves the proposed variations, deletions and slippage in Appendix 6.1 of the report;
 - (iv) approves the acceptance of the grant detailed in Appendix 6.2 of the report;
 - (v) notes the variations authorised by Directors under the delegated authority provisions; and
 - (vi) notes the latest position on the Capital Programme.

13.3 **Reasons for Decision**

- 13.3.1 To record formally 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.

13.4 **Alternatives Considered and Rejected**

- 13.4.1 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.

Agenda Item 8



Author/Lead Officer of Report:
Simon Hughes/Principal Committee Secretary

Tel: 27 34014

Report of: *Acting Executive Director, Resources*

Report to: *Cabinet*

Date of Decision: *15 March 2017*

Subject: *Staff Retirements*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>N/A</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>N/A</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		

Purpose of Report:

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

Recommendations:

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 20 years' service.

Background Papers: None

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

1. PROPOSAL

1.1 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>		
Freda Mower	Senior Teaching Assistant Level 3, Wharnccliffe Side Primary School	28
Shirley Roddis	Teacher, Brunswick Community Primary School	24

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Author/Lead Officer of Report: Joanne Knight –
Commissioning Manager

Tel: 0114 2735060

Report of: Phil Holmes
Report to: Cabinet
Date of Decision: 15th March 2017
Subject: Care Home Fees 2017/18

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

Purpose of Report:

For cabinet to approve the annual uplift of care home fees in Sheffield for the financial year 2017/18.

There are 82 independent care homes in the city providing 3768 beds in total, 18 are voluntary/not for profit homes. The providers range from small, long established operators with a single care home in a converted property, to large national organisations that run many purpose-built care homes – typically focused on areas of the city where land costs are lower. Approximately 33% of the current

care homes in Sheffield are operated by large national organisations; however there are a growing number of more local organisations who have multiple care home ownership. Such a diverse range of ownership, brings with it different business models, some operate with significant debts whereas others may have very little. National providers will cross-subsidise across their homes to manage local variations in demand and profitability, these larger providers can also exploit economies of scale.

People living in care homes are often aged 85+ and are likely to be frailer and have greater care needs, currently 12,700 people in Sheffield are over 85 and this is expected to rise steeply bringing the population of the 85+ age group to over 20,000 by 2030. Although people are older and frailer when they enter a care home their length of stay still varies but national evidence¹ suggests it averages 2.5 years in residential and under 18 months in nursing. Many access care later in life after a spell in hospital or intermediate care hence their care needs maybe greater as a result.

The market in the city has remained fairly stable over the previous 12 months, however there continues to be a significant demand for places and the occupancy of care homes remains relatively high. If the demand increases or the capacity reduces there is a risk there will be insufficient places at the right quality and price for the people who need them

This report is designed to ensure that current funding arrangements and fees are uplifted to mitigate for the increase in the National Minimum Wage and other inflationary pressures.

¹ Laing & Buisson 2014

Recommendations:

That in 2017/18 there is a 3.2% increase to the standard fee in residential and nursing homes.

That the fees for out of city placements are increased by the same amount provided they are at or below the standard fee rate.

Background Papers:

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

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Steve Scott
		Legal: Steve Eccleston
		Equalities: Liz Tooke
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Phil Holmes</i>
3	Cabinet Member consulted:	<i>Cate McDonald</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Joanne Knight</i>	Job Title: <i>Commissioning Manager</i>
	Date: <i>16th February 2017</i>	

1. PROPOSAL

- 1.1 The proposal is to change the fee rates that the Council pays independent sector care home providers who are subject to standard fee rates (that is, rates that do not require assessment on a case-by-case basis) by 3.2%. These rates are to take effect from April 2017 as reflective of the cost pressures that providers will face in 2017-18 when delivering care of appropriate quality for some of Sheffield's most vulnerable residents.
- 1.2 The Council is legally required to consider these fee rates. The following report ensures they:
- 1.2.1 Are informed by the Council's established cost model for residential and nursing care
 - 1.2.2. Are informed by consultation with local care home providers
 - 1.2.3. Are informed by analysis of both local and national evidence
 - 1.2.4. Meet the Council's legal responsibilities by being sufficient to meet assessed care needs and to provide residents with the level of care services that they could reasonably expect to receive if the possibility of resident and third party contributions did not exist

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 This decision seeks to maintain and improve the experience that care home residents in Sheffield have of receiving satisfactory care and support.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 Care home providers have been fully consulted to help ensure recommendations support the Council's legal responsibilities.
- 3.2 Consultation has been organised as follows:
- 3.2.1 An on-line questionnaire
 - 3.2.2 A presentation/questions at care home manager's forum – October 2016
 - 3.2.3 A care home owners meeting – November 2016
 - 3.2.4 Individual meetings between providers and Council officers
 - 3.2.5 Further care home owner engagement- December 2016

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

- 4.1 Equality of Opportunity Implications
- 4.1.1 An Equality Impact Assessment has been completed for the proposed fee increase. A full list of the equality considerations, impacts and actions can be found in the Equality Impact Assessment at Appendix 1.

4.2 Financial and Commercial Implications

4.2.1 The process used to arrive at the recommended fee uplift and the subsequent financial implications of the report have been assessed and agreed as acceptable by Sheffield City Council's Corporate Finance Section.

4.3 Legal Implications

4.3.1 Sections 7 and 7A of the Local Authority Social Services Act 1970 (LASSA 1970) require local authorities to act under the general guidance and directions of the Secretary of State in the exercise of their social services functions.

4.3.2 Circular LAC (2004)20 (Circular) replaced the guidance that accompanied the Directions 1992 and is issued under section 7 of the LASSA 1970. The Circular sets out what an individual should be able to expect from the council that is funding his/her care, subject to the individual's means, when arranging a care home place. The relevant parts of the Circular for the purposes of this case are: "*[The usual cost] should be set by councils at the start of a financial or other planning period, or in response to significant changes in the cost of providing care, to be sufficient to meet the assessed care needs of supported residents in residential accommodation... In setting and reviewing their costs, councils should have due regard to the actual costs of providing care and other local factors. Councils should also have due regard to Best Value requirements under the Local Government Act 1999.....When setting its usual cost(s) a council should be able to demonstrate that this cost is sufficient to allow it to meet assessed care needs and to provide residents with the level of care services that they could reasonably expect to receive if the possibility of resident and third party contributions did not exist*".

4.3.3 The Care Act came into force in April 2015. It sets out a range of measures, in order that local people can choose from a diverse range of high quality care services, to drive up the quality of care and put people's needs and outcomes centre-stage. The new legal framework reinforces the local authority's duty to promote a diverse, sustainable and high quality market of care and support services. Local authorities are required to ensure that there is a range of providers offering services that meet the needs of individuals, families and carers.

4.3.4 This duty requires local authorities to understand the level of risk and the quality support for care home residents to assure that services:

- Meet the minimum standards as set out by the Care Quality Commission
- Are sustainable
- Have sound leadership and that all staff are appropriately trained
- Are focused on delivering quality care that is evidence based

4.3.5 The Council must evidence that it has properly consulted with providers

during its process of setting fee levels to take account of relevant factors in understanding the actual cost of care to them.

- 4.3.6 Setting a proper level of fee will evidence that that council is delivering its obligations to support a sustainable market which is viable and enables people to have choice in the accommodation needs. That then delivers obligations as to respecting private, home and family life under the Human Rights Act and the Public Sector Equality Duty under S149 the Equality Act 2010
- 4.3.7 The council should also consider a number of recent high court judgments made as a result of challenges by Care home providers following the cut in fees as local authorities try to meet the demands of the demographic changes and budget cuts.
- 4.3.8 In 2010 Sefton Council was ruled to have acted unlawfully by freezing Care home fees for 2011-12. Judge Raynor ruled that Sefton Council "failed adequately to investigate or address the actual costs of care with the claimants and other providers", which was contrary to relevant guidance. The judge said setting fee levels significantly below actual cost would inevitably lead to a reduction in the quality of service provision which "may put individuals at risk".
- 4.3.9 Also in 2010 Leicestershire County Council attempted to freeze the fees it paid to Care home providers for the year 2011-12 at the rate it paid for the year 2010-11. Judge Langon agreed with the findings in Sefton (above).
- 4.3.10 In 2011 SW Care v Devon Council. A group representing Care home providers challenged the council's decision taken not to increase the fees in 2011/2012 also citing that the council had also awarded no increase in fees for the previous financial year. The Council agreed not to award any fee increase but instead enter in to further discussions with providers to address individual concerns. Concerns were expressed about the consultation process and the superficiality of the Equality Impact Assessment and the importance for local authorities to pay regard to their equality duty when setting fees.
- 4.3.11 On 18 October 2012 in Care North East Newcastle v Newcastle City Council the judge ruled that councils must have due regard to the actual costs of care, stating that, "In making the decision to set appropriate rates for Care homes the local authority is under an obligation to have due regard to the actual costs of providing care and other local factors". He emphasised the need for local authorities to ask themselves the right questions when considering fees and the need for it to use an evidence-based system to ascertain the actual cost of care.
- 4.3.12 In March 2012 Northumberland County Council was involved in a dispute over the level of fees to care homes for older people under a new three-year contract starting in April 2012. The local care home owners' trade association declined the terms offered by the Council and

applied for judicial review of the Council's decision.

The claim alleged that the Council had:

- failed to consult adequately
- failed to ascertain the "actual cost of care" provided by care homes
- made irrational assumptions
- unlawfully refused to make placements with the claimant

The judgement which of 15 February 2013 dismissed all four of the grounds of claim saying there was evidence of genuine consultation, that rational decisions had been made and that Northumberland acted lawfully in making placements. The judge rejected the claimants' argument that Government guidance required the Council to carry out research to set a figure for the "actual cost of care", and accepted the Council's view that it was reasonable to set fees based on what they knew about the care home market – which was that there is substantial excess capacity, with many homes carrying large numbers of vacancies, and that new providers are still wanting to build care homes. In effect the Court confirmed that the council had a wide discretion as to the factors which it took account of and how it did that provide that gave it the evidence it needed to make a proper decision.

4.4 Other Implications

4.4.1 N/A

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 There were two options considered for the 2017/18 care home fee uplift with option 2 being the recommended option.

5.1.1. Use the same formula as 2016/17 with different staff: non-staff ratios for residential (63:37) and nursing care (70:30)

5.1.2. Use the higher nursing care ratio of (70:30) for all types of care.

5.1.3. The options were appraised taking into account the following:

- Provider feedback from engagement events & planned consultation
- Market factors as described in the appendix to this report
- Costs of care as calculated in the appendix to this report
- Current and projected supply and demand
- The financial position of the Council.
- National Minimum Wage (NMW) at £7.50
- CPI at 1%

6. REASONS FOR RECOMMENDATIONS

- 6.1 To ensure that fees paid for care and nursing homes in the City of Sheffield are uplifted in line with increases in the cost of wages and inflation for 2017/18.

Report Supporting The Recommendations for Care Home Fee Uplifts Sheffield City Council 2017/18.

Background:

The following report summarizes the methodology, consultaion, risk assessment and decision making processes to recommend a 3.2% increase in residential and nursing care homes in Sheffield for 2017/18.

1. PROPOSAL AND PROCESS USED TO DETERMINE THIS

It is proposed that all care homes (residential and nursing) for older people paid under the standard fee arrangement are offered an increase of 3.2% in 2017/18.

The impact of this will be to increase the current fees by around £13 per person per week and bring the fee levels to:-

Residential Care	Max Contribution from SCC (2017/18)	Max Contribution for Higher Environmental standard (2017/18)
Standard	£389.00	£391.00
High dependency	£426.00	£430.00
EMI	£434.00	£438.00

Nursing Care	Max Contribution from SCC (2017/18)	Max Contribution for Higher Environmental standard (2017/18)
Standard	£590.00	£596.00
Enhanced	£603.00	£609.00

The process used to determine this increase is set out below:-

To understand the increased cost pressures on cares homes consideration has been given to the Consumer Price Index (CPI) of 1% based on Sept.16, and the increase to the National Minimum Wage (NmW) of £7.50 from April 2017. This follows a similar process to that used in the previous 3 years

Care and nursing homes are basically subject to the same financial increases in terms of food, energy and maintenance as any domestic home therefore the CPI is a useful determinant of increasing non staff pressures, the September increase is also used for determining pension increases.

The difference between care homes and a domestic home is that there are staff costs associated with the running of the homes and this is often a more significant pressure on the provider, especially with the NMW set to increase in April 2017.

In previous consultations providers stated that the ratio of staff to non-staff costs differed between residential and nursing care and that nursing care have additional staff costs to those in residential. They estimated the costs in nursing to be 70% staff and 30% non-staff costs.

All nursing homes will have received an increase in funded nursing care in 2016 which will have helped with additional nursing costs; therefore the 70:30 ratio has been applied in 17/18 to all care homes in acknowledgement of the staffing pressures they both face. (see below)

	2016/17	2017/18	Increase (%)	Staff (70%) & Non-staff (30%)
Minimum wage	£7.20	£7.50	4.2%	2.9%
CPI	1%		1%	0.3%
Overall Fee increase				3.2%

By using the NMW, the CPI and the 70:30 ratio, it is possible to estimate the cost pressures on care homes and therefore a final recommendation of 3.2% for nursing and residential care is proposed.

Due to the wide variation of care home size and business model it is difficult to ascertain whether individual care homes are generally profitable or not. We do know however from recent research¹ that for some providers the cost of debt is becoming more of an issue and the cost of borrowing can impact on how much of council funds are spent on care. This is something the Council needs to explore further.

¹ The cost of care – Sheffield University 2015

2. BACKGROUND

There are 82 independent care homes in the city providing 3768 beds in total, 18 are voluntary/not for profit homes. The providers range from small, long established operators with a single care home in a converted property, to large national organisations that run many purpose-built care homes – typically focused on areas of the city where land costs are lower. Approximately 33% of the current care homes in Sheffield are operated by large national organisations; however there are a growing number of more local organisations who have multiple care home ownership. Such a diverse range of ownership, brings with it different business models, some operate with significant debts whereas others may have very little. National providers will cross-subsidise across their homes to manage local variations in demand and profitability, these larger providers can also exploit economies of scale.

People living in care homes are often aged 85+ and are likely to be frailer and have greater care needs, currently 12,700 people in Sheffield are over 85 and this is expected to rise steeply bringing the population of the 85+ age group to over 20,000 by 2030. Although people are older and frailer when they enter a care home their length of stay still varies but national evidence² suggests it averages 2.5 years in residential and under 18 months in nursing. Many access care later in life after a spell in hospital or intermediate care hence their care needs maybe greater as a result.

The market in the city has remained fairly stable over the previous 12 months, however there continues to be a significant demand for places and the occupancy of care homes remains relatively high. If the demand increases or the capacity reduces there is a risk there will be insufficient places at the right quality and price for the people who need them.

This report describes some of those risks and the rationale for recommending the uplift in fees.

3. WHAT PROVIDERS HAVE TOLD US - ISSUES WHICH IMPACT ON CARE HOME STABILITY (See appendix B for further data relating to these issues)

Providers were offered the opportunity to talk to us about the factors/pressures which impact on their ability to remain in the market and continue to provide good quality services. They were able to do this through:-

- An on-line questionnaire – 26 responses
- A presentation/questions at care home manager's forum – October 2016
- A care home owners meeting – November 2016
- Individual meetings with Commissioners
- A care home owner engagement- December 2016

² Laing & Buisson 2014

- An opportunity to view and comment on final draft during January 2017

They said the following should be taken into account (each one has been considered in more detail below):-

- Fee Levels – The low fee level paid by Sheffield in comparison to other authorities
- The introduction of the National Living Wage (NLW) and the increase to £7.50 from April 2017. This affects a high proportion of the front line staff working in care homes.
- Retention and agency costs – the high turnover of staff in care homes and the difficulty recruiting and retaining nurses in nursing homes often leads to use of high cost agency staff
- Top Ups – more homes feeling they have to charge “top up” fees to balance the books leaving a reduced number of beds available at the fee level.
- Quality – the impact low fees can have on the quality of the provision
- Maintenance –The age of the current stock in the city means for some refurbishment is required on an on-going basis and finding sufficient capital is difficult
- Contract process – the impact the current arrangements have on cash flow and some providers failing to receive payment in a timely way

In addition we believe there are other factors which could impact on the stability of the market

- High demand and occupancy with greater levels of dependency.
- An increased number of care home closures resulting in an overall reduction (to date, Dec 16) of around 110 beds in the city
- A continued number of private fee payers in care homes paying higher costs.

3.1 Fee Levels - Providers feel that Sheffield fee levels are low and that this has a direct impact on the viability of their businesses.

It is acknowledged that Sheffield has historically been in the lower quartile of fee payers. The table below shows Sheffield’s current (2016/17) standard nursing care and standard residential care compared to neighbouring authorities.

Authority	Reg.	Elderly £/wk		Dementia £/wk	
		min	max	min	max
Sheffield	Nursing	£576.25	£582.25	£589.25	£595.25
	Residential	£377.00	£421.00	£421.00	£425.00
Doncaster	Nursing	£639.62	£743.51	£642.66	£795.27

	Residential	£438.97	£438.97	£438.97	£438.97
Rotherham	Nursing	£577.25	£577.25	£674.25	£674.25
	Residential	£417.00	£417.00	£451.00	£451.00
Barnsley	Nursing	£513.08	£513.08	n/a	n/a
	Residential	£401.08	£401.08	£434.16	£434.16
Wakefield	Nursing	£621.25	£621.25	£621.25	£621.25
	Residential	£465.00	£465.00	£465.00	£465.00

NB The figures above all include Funded Nursing Care at £156.25 which may be revised January 2017

The comparable figures for core cities are shown below.

Authority	Reg.	Elderly £/wk		Dementia £/wk	
		min	max	Min	max
Sheffield	Nursing	£576.25	£582.25	£589.25	£595.25
	Residential	£377.00	£421.00	£421.00	£425.00
Liverpool	Nursing	£546.10	£546.10	£646.24	£646.24
	Residential	£489.01	£574.18	£489.01	£574.18
Newcastle	Nursing	£518.70	£691.67	£637.54	£713.15
	Residential	£462.45	£535.42	£481.29	£556.59
Leeds	Nursing	£629.25	£679.25	£633.25	£679.25
	Residential	£441.00	£486.00	£454.00	£507.00
Birmingham (average rates)	Nursing	£652.83	£652.83	£652.83	£652.83
	Residential	£436.50	£436.50	£436.50	£436.50

NB The figures above all include Funded Nursing Care at £156.25 which may be revised January 2017

Although the comparator information for all authorities is not yet available, early indicators are that Sheffield will continue in the lower quartile for care home fees regardless of whether an uplift is applied, therefore it is important that any fee uplift recognises some of the likely cost pressure on providers.

In nursing homes NHS Funded Nursing Care (FNC) is provided to clients because the local authority cannot provide clinical services. The amount paid by the NHS for clinical services is set annually by central government and is currently £156.25 pw, this has increased significantly recently. At the same time the CCG approved the same increase for their Continuing Health Care (CHC) beds. As this is only a recent increase it is too early to understand whether this will relieve the pressure in nursing homes however it is welcomed by the sector.

In contrast there is a particular disparity between the comparator fees for residential homes; Sheffield retains one of the lowest fee levels. Even though residential homes do not have the same issues with nursing staff they still have significant issues in terms of retention of staff and staff training. Therefore the fee uplift recommended for 17/18 applies equally to both residential and nursing homes so as not to widen the gap further.

Sheffield City Council will arrange to meet with providers throughout the financial year 2017/18 and look to address the issues related to the costs of providing good quality care in Sheffield. Alongside the overall financial offer made to providers other avenues of making the market more efficient and attractive for providers to maintain their presence will be covered.

3.2 The National Minimum Wage – Providers raised the National Minimum Wage as a big concern as it is a mandatory year on year increase that has a disproportionate impact on care home pay rates.

It is acknowledged that the National Minimum Wage (NMW) has a disproportionate impact on the care home sector. This is not especially because they pay the minimum wage, many homes pay well above this level, however most homes will have workers on the minimum wage and this means a mandatory rise each year. Although the NMW does not impact on all grades of staff employed e.g. managers and nursing staff, if the impact is not considered across the workforce, it can erode the pay differentials of more experienced staff.

The recommendations in this report therefore, have considered the NMW impact across the workforce in both care and nursing homes.

3.3 Retention and agency costs – Providers stated this remains an issue, staff turnover and the difficulty of retaining nursing staff in particular leads to a reliance on agency staff and higher costs.

As of July 2015, it was estimated³ that there was a total workforce of around 15,000 in this sector, approximately 50% of these positions being full-time.

Sheffield had an average staff turnover rate of approximately 20.0%; this is lower than the turnover rate for Yorkshire & Humber which is 23.2%.

The turnover rate however varies depending on job group with managerial staff having the highest turnover rate (34.9%), this is concerning as management and leadership is known to be one of the key causes of failure in the market.

Based on this information the estimated vacancy levels are 2,150 direct care and 950 managerial and supervisory roles per year. This indicates a very fluid workforce with high turnover and a constant influx of less experienced staff. There may be a number of reasons for this:

- Relatively low levels of pay for direct care staff.

³ The Skills for Care (National Minimum Data Set)

- Increased responsibility.
- Large number of NHS career opportunities in the local area.

Whatever the reason it represents a real issue for care home providers who struggle to recruit and retain experienced staff. High turnover carries its own cost in terms of advertising, training etc., but can also result in further cost as provider's backfill with often very expensive agency workers.

There is an opportunity for the Council to work collaboratively with providers to see if there ways to reduce the burden/costs associated with recruitment and retention and this is part of the "other support" recommendation in this report.

3.4 Top-ups - Providers instinctively don't like charging top-ups though this is becoming the norm for many more homes as a way of balancing the books.

A "top up" is the difference between what the local authority would usually expect to pay and the extra cost of a specific care home.

As of Oct 2016, 39 of the 82 care homes were charging a "top-up" of between £10 to £209 per person per week; this is often determined by the room occupied and its facilities.

The number of top ups and their average cost are good indicators of the market response to local authority fee levels and to supply and demand in the market. Given that the number of top ups is increasing year upon year, this is a strong indication that 100% occupancy with a standard fee level is not sustainable.

Figures from October 2016 show finding a vacancy at the standard fee level reduces the choice available by nearly 50%, at this time there were only 148 out of the 273 possible vacancies available at the standard fee level. This is especially acute in the event of a care home closing unexpectedly or when there is a need for a short term bed vacancy either to facilitate an emergency, winter pressure in the NHS or as a planned break for a carer'.

It is important to note that the implications of the cost of top-ups and self-funded care are a potential threat to the cost of care for the local authority.

The Directives on Choice notes that if insufficient supply is available at the contract fee level then the local authority may be obliged to fund care at the next level – potentially the third party level or self-funder price. The Council not only has an obligation as the dominant buyer in the market to ensure that it pays a fair price, but a direct financial incentive to ensure there is sufficient capacity at the fee level in the market.

Further analysis on the use of top ups is required over the coming 12 months, if the numbers of these increase this become a significant risk to the stability of the market. A reasonable fee uplift on will help mitigate, in part, the need for providers to charge a top up

3.5 Quality - Providers feel that the impact of low fee rates and increasing direct and indirect staff costs will inevitably impact on the quality of service they are able to offer.

Overall the quality of care remains high in Sheffield, however over the last 12 months an average of 6 homes have been under some additional monitoring in any given month. Dependent on the risk posed, this can lead to restrictions on admissions. These restrictions not only impact on the provider but on the availability of places in the city.

The reasons for admissions being halted or restricted vary, but can include:

- Poor management and leadership
- Inadequate care planning
- Lack of understanding of Mental Capacity Act and Deprivation of Liberty
- Medication issues
- Inadequate monitoring of nutrition and hydration
- Insufficient record-keeping

Although the Council has robust quality assurance arrangements in place, there is an acknowledgment these have to change and include more support and development opportunities that encourage continuous development. There is also the potential to review the current training offer to independent sector providers in line with this.

A review of the current monitoring arrangements will take place during 17/18 in partnership with the CCG and in collaboration with providers.

This is a recommendation under “other support” to providers

3.6 Maintenance - A lot of care home stock in Sheffield was built in the 1990s and providers feel that repairs and refurbishment are becoming an issue. A specific point was made that in some homes any new large capital spend e.g. boiler replacement may prove a breaking point in terms of viability.

There is an acknowledgement that the one off costs of refurbishment can be significant especially where providers have higher than usually capital repayments. There is an appetite within social care to scope the possibility of supporting debt through council borrowing. This was floated with providers at a meeting in November 2016 and there is a recommendation to take this forward under “other support” to providers

3.7 F3 Process (Individual Placement Contract) - Despite improvements over the last 18 months, the F3 process continues to frustrate providers. The delay in payment has a direct impact on cash flow. Part of the problem appears to be around multiple assessments and hand offs between professionals.

There is an acknowledgement that although the process has improved further work is required to ensure payments are made in a timely way

3.8 Supply and Demand

As of October 2016 there were 3,768 beds places in the city. Although this is a net reduction of over 200 beds since 2013, 2016/17 had the biggest number of net bed losses.

Whilst the recent and unexpected closure of 2 homes in the latter part of 2016 reduced the number of beds available, it did not create a significant issue in the market in terms of availability. As previously stated it is not necessarily the number of beds available which is an issue but the number available at the standard fee.

The data indicates there is sufficient capacity for the short- to medium-term but the market could not be described as “stable” and any further unexpected closures could create significant instability.

Recent figures from the Adult Social Care Outcomes Framework⁴ (ASCOF) returns show Sheffield’s admission of older adults into care homes has increased by 257.5 per 100,000 population between 2015 and 2016 and we now have higher admissions of older adults than the National, Regional and Core City figures. This is concerning as the rate of admissions has increased recently. If the current admissions were to follow a straight line projection a further 2% more nursing and residential places would be needed per year going forward. Based on this and if no further action is taken to reduce admissions demand could exceed supply in the more medium term (2 years). In this scenario it would be the market that would drive future price increases rather than the Local Authority.

It is widely recognised that further work is required to ensure only those who need to go into a care home do so and that sufficient support to care for people at home and following a hospital stay may reduce the number of people living in a care home in the longer term. If the planned work to reduce admissions is successful the greatest impact will be seen in the residential market as it will be those people who will be supported to stay at home for longer.

It is important to retain the current level of supply in the market and the increase in fees will support this. Offering the residential sector the same fee uplift takes account of any potential reduction demand if interventions to keep people at home are successful.

3.9 Dependency

⁴ Adult Social Care Outcomes Framework Benchmarking 2 Author: Chris Blackburn 15/16

The City Council has undertaken two small scale analyses on the factors which affect admissions into care homes in the City, although 4 years apart the findings are very similar and suggest dementia and carer breakdown as two of the major contributory factors. Although dementia is not set to rise significantly (per head of the population), it does require staff in care homes to have particular skills and training, all which have an impact on the cost to the provider. As previously stated the loss of care home places at the standard fee has a significant impact on the availability of short term beds to support carer breaks. To ensure there is an adequate supply for this purpose means reducing the risk of further homes exiting the market, the fee increase proposed will help support this.

3.10 Private fee payers (self- funders)

Many people have the means to purchase their own care and choose to do so. As home ownership and property values increase, the proportion of 'self-funders' is likely to increase.

Although the Council is the dominant buyer in the market buying 52% of all places, the estimated figure of the self-funder market is 33% which is broadly in line with other authorities with similar economies and demographics. However, it is lower than the national average of 41%.

Self-funders (and their relatives) generally have higher expectations of care and often exercise greater levels of choice. This generally benefits newer or refurbished care homes at the expense of smaller older homes, even though the care may be excellent in either alternative.

Many care homes charge different rates for Council placements and self-funders with the latter price being much higher. The charge varies significantly but can be as much as £437 extra per person per week in residential or £346 extra per week in nursing. (Oct 2016).

Most providers have a balance of self-funding and council funded placements however providers in less well-off areas of the city do not necessarily attract large numbers of self-funders which often means they are highly dependent on the Council's fee level.

More recently there have been a number of self-funders in care homes who have exhausted their capital assets and approached the City Council to fund their care. This often creates a dilemma for the Council as the persons' placement is often at a higher cost than the Council can afford to pay. The number of these will be monitored over the next 12-18 months to see what impact they are having on Council budgets, market supply and price.

A fee increase will help to bridge the cost differential between council funded and privately funded places.

3.11 Additional support offered/to be offered to care homes

The Council and Clinical Commissioning Group (CCG) provide other support to care homes to help improve the quality of care. These include:

- additional payments for a higher standard of physical environment (room size, availability of ensuite facilities, absence of shared rooms)
- training to care home staff, mostly free of charge to the provider which includes training to meet the Common Induction Standards.
- Sheffield CCG invest in a GP Locally Commissioned Service (LCS) scheme, which costs around £800,000. In this each Care home is aligned to one GP practice which accepts all residents who choose to register.

However it is clear that there are other opportunities to collaborate with providers and potential ways of creating further efficiencies. There is a commitment within social care to develop these initiatives which will include:-

- Investigating the potential use of assistive technology in care homes which could improve efficiency;
- Finding solutions for marketing bed availability through improved use of technology;
- Actively involving providers in the review of the contract monitoring processes undertaken by the Council
- Investigating options for enhanced care in homes which avoid admissions to hospital
- Providers working jointly with the Council on exploring gain share agreements and/or more efficient solutions to capital repayments and the cost of debt

4. IMPLICATIONS OF THE DECISION

The implications of this fee increase are as follows:

4.1 Equalities Implications

Approving the recommended 3.2% rise in fees, and following other actions identified in the EIA (e.g. fee levels to continue to differentiate between different levels of need; close management of provider viability), should provide effective mitigation for the identified risks.

A full list of the equality considerations, impacts and actions can be found in the Equality Impact Assessment at Appendix A

4.2 Financial and commercial implications

The estimated impact on the Council's budget as a result of these increases would be as follows. Note that the increase cannot be predicted exactly as levels of demand for care home places will vary over the year.

Forecast Budget at period 7 (2016)

	Total £	Increase %	New Total £	Impact £
Residential	£24.8m	3.2%	£25.60m	£800k
Nursing	£18.2m	3.2%	£18.78	£580k
Gross Total	£43.0m		£44.38m	1.38m

N.B. This impact **only** relates to older people's care at the standard fee rate and does not reflect mental health/learning/physical disability or any other beds purchased at an individually agreed rate.

In addition to the figures above the Council fund around 65 ex-Sheffield residents who for a variety of reasons live in residential homes elsewhere in the country. Where people are receiving the Sheffield rate it is suggested that this will be automatically uplifted in line with the recommendations of this review. If people have had an individually assessed rate this will not be automatically uplifted as it should be subject to the same procedure as other individually assessed fees.

4.3 Legal implications

Sections 7 and 7A of the Local Authority Social Services Act 1970 (LASSA 1970) require local authorities to act under the general guidance and directions of the Secretary of State in the exercise of their social services functions.

Circular LAC (2004)20 (Circular) replaced the guidance that accompanied the Directions 1992 and is issued under section 7 of the LASSA 1970. The Circular sets out what an individual should be able to expect from the council that is funding his care, subject to the individual's means, when arranging a care home place. The relevant parts of the Circular for the purposes of this case are:

"2.5.4 ... [The usual cost] should be set by councils at the start of a financial or other planning period, or in response to significant changes in the cost of providing care, to be sufficient to meet the assessed care needs of supported residents in residential accommodation... In setting and reviewing their costs, councils should have due regard to the actual costs of providing care and other local factors. Councils should also have due regard to Best Value requirements under the Local Government Act 1999.

When setting its usual cost(s) a council should be able to demonstrate that this cost is sufficient to allow it to meet assessed care needs and to provide residents with the level of care services that they could reasonably expect to receive if the possibility of resident and third party contributions did not exist".

The Care Act came into force in April 2015. It sets out a range of measures, in order that local people can choose from a diverse range of high quality care services, to drive up the quality of care and put people's needs and outcomes centre-stage.

The new legal framework reinforces the local authority's duty to promote a diverse, sustainable and high quality market of care and support services. Local authorities are required to ensure that there is a range of providers offering services that meet the needs of individuals, families and carers.

This duty requires local authorities to understand the level of risk and the quality support for Care home residents to assure it that they:

- Meet the minimum standards as set out by the Care Quality Commission
- Is sustainable
- Have sound leadership and that all staff are appropriately trained
- Are focused on delivering quality care that is evidence based

The Council must evidence that it has properly consulted with providers during its process of setting fee levels to take account of relevant factors in understanding the actual cost of care to them.

Setting a proper level of fee will evidence that that council is delivering its obligations to support a sustainable market which is viable and enables people to have choice in the accommodation needs. That then delivers obligations as to respecting private, home and family life under the Human Rights Act and the Public Sector Equality Duty under S149 the Equality Act 2010

The council should also consider a number of recent high court judgments made as a result of challenges by Care home providers following the cut in fees as local authorities try to meet the demands of the demographic changes and budget cuts.

In 2010 Sefton Council was ruled to have acted unlawfully by freezing Care home fees for 2011-12. Judge Raynor ruled that Sefton Council "failed adequately to investigate or address the actual costs of care with the claimants and other providers", which was contrary to relevant guidance. The judge said setting fee levels significantly below actual cost would inevitably lead to a reduction in the quality of service provision which "may put individuals at risk".

Also in 2010 Leicestershire County Council attempted to freeze the fees it paid to Care home providers for the year 2011-12 at the rate it paid for the year 2010-11. Judge Langon agreed with the findings in Sefton (above)

In 2011 SW Care v Devon Council. A group representing Care home providers challenged the council's decision taken not to increase the fees in 2011/2012 also citing that the council had also awarded no increase in fees for the previous

financial year. The Council agreed not to award any fee increase but instead enter in to further discussions with providers to address individual concerns.

Concerns were expressed about the consultation process and the superficiality of the Equality Impact Assessment and the importance for local authorities to pay regard to their equality duty when setting fees.

On 18 October 2012 in *Care North East Newcastle v Newcastle City Council* the judge ruled that councils must have due regard to the actual costs of care, stating that, "In making the decision to set appropriate rates for Care homes the local authority is under an obligation to have due regard to the actual costs of providing care and other local factors".

He emphasised the need for local authorities to ask themselves the right questions when considering fees and the need for it to use an evidence-based system to ascertain the actual cost of care.

In March 2012 Northumberland County Council was involved in a dispute over the level of fees to care homes for older people under a new three-year contract starting in April 2012. The local care home owners' trade association declined the terms offered by the Council and applied for judicial review of the Council's decision.

The claim alleged that the Council had:

- failed to consult adequately
- failed to ascertain the "actual cost of care" provided by care homes
- made irrational assumptions
- unlawfully refused to make placements with the claimant

The judgement which of 15 February 2013 dismissed all four of the grounds of claim saying there was evidence of genuine consultation, that rational decisions had been made and that Northumberland acted lawfully in making placements.

The judge rejected the claimants' argument that Government guidance required the Council to carry out research to set a figure for the "actual cost of care", and accepted the Council's view that it was reasonable to set fees based on what they knew about the Care home market – which was that there is substantial excess capacity, with many homes carrying large numbers of vacancies, and that new providers are still wanting to build Care homes. In effect the Court confirmed that the council had a wide discretion as to the factors which it took account of and how it did that provide that gave it the evidence it needed to make a proper decision.

5. ALTERNATIVE OPTIONS CONSIDERED

There were two options considered for 2017/18 with option 2 being the recommended option.

1. Use the same formula as 2016/17 with different staff: non-staff ratios for residential (63:37) and nursing care(70:30)
2. Use the higher nursing care ratio of 70:30 for all types of care

The options were appraised taking into account the following;

- Provider feedback from engagement events & planned consultation
- Market factors as described in this report
- Costs of care as calculated in the report
- Current and projected supply and demand
- The financial position of the Council.
- NMW at £7.50
- CPI at 1%

Option	Benefit	Risk
1 3% increase for residential and 3.2% increase for nursing	Same approach as previous years accepted as fair by most providers and tested legally. Cost of £1.33m	Low in terms of providers but moderate in terms of SCC budget risk. Widens the gap between residential and nursing fees and the gap in residential fees between comparator authorities
2 3.2% increase for both residential and nursing	Slightly higher cost @ 1.38m arguable that differential no longer needed given 2016 FNC increase.	Low in terms of providers but moderate in terms of SCC budget risk. Reduces the ratio:non staff ratio in nursing homes which has been previously agreed

6. RECOMMENDATIONS

- That in 2017/18 there is a 3.2% rise to the standard fee in residential and nursing homes.
- That the fees for out of city placements are increased by the same amount provided they are at or below the standard fee rate
- That any fees which are individually assessed are not part of this agreement and subject to a separate process

- That there is recognition of the commitment to engage with care home providers on areas of work which may create further efficiencies and improve relationships.

Equality Impact Assessment

Portfolio: Communities

Name of policy/project/decision: 2017/18 Fees for Care Homes

Status of policy/project/decision: New

Name of person(s) writing EIA Steve Jakeman

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

- To consider the appropriate fee level for care home fees as part of the budget setting process
- This is achieved by:
 - A market analysis which considers demand, supply, quality and care home viability
 - Calculating the actual cost of care
 - Consultation with providers
 -

Recommendation

The recommendation for 2017/18 is for a rise of 3.2 % in both residential and nursing home fees.

Provider feedback

Extensive engagement has taken place with residential care home and nursing Home providers, the key issues for them are as follows:

- Increases in staff costs created by rise in the National Minimum wage
- Difficulty in recruiting and retaining quality nursing staff.

Providers are concerned that without a fee rise quality of care to residents could be adversely impacted upon.

Are there any potential Council staffing implications, include workforce diversity? No

Entered on Qtier: -Select- Action plan needed: Yes

Approved (Lead Manager) (Commissioning) Date:

Approved (EIA Lead person for Portfolio): Date:

Does the proposal/ decision impact on or relate to specialist provision:

Yes

Risk rating: High

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	H	<p>A high proportion of care home residents are very old people 85+ with high dependency levels. Nursing Homes 54% Residential Homes 61%.</p> <p>Existing supported residents are entirely dependent on the fee level set by the Local Authority as they have no income of their own.</p>
Disability	Negative	L	<p>People of all ages with physical or mental health disabilities are residents of care homes. Any change in the ability of providers to deliver care at a reasonable level would have a disproportionate</p>

			<p>impact on the most frail or disabled residents.</p> <p>People are entering residential care much later in life, and an increasing number have some form of disability. Local figures are unavailable but national statistics suggest 71% will suffer from incontinence, 46% with some form of dementia This means that they require more support from Care home staff.</p>
Pregnancy/maternity		L	No disproportionate impacts are anticipated.
Race	Neutral	L	Our Market analysis tells us that BME residents are under-represented in Care homes. This may be for many reasons but we do not believe that there is any disproportionate impact from the setting of the fees level itself.
Religion/belief	Neutral	L	No disproportionate impacts are anticipated.
Sex	Negative	L	<p>There are more women than men in older people care homes - 73% to 27%. Any change in the ability of providers to deliver care at a reasonable level would have a disproportionate impact on women.</p> <p>Statistically more care workers are female (81%) than male.</p>
Sexual orientation	Negative	L	We expect providers who are under contract to the Council to provide care and support which is personalised to the individual, including recognising and respecting their sexual orientation but we are conscious that national research suggests that there is some way to go in achieving acceptable outcomes for LGB people in residential care. Notwithstanding we do not anticipate any disproportionate

			impacts from the proposals on fees for LGBT residents
Transgender	Neutral	L	No disproportionate impacts are anticipated.
Financial inclusion, poverty, social justice, cohesion or carers	Negative	L	<p>A fee level below inflation may increase affect the fee levels providers charge self-funders as there is evidence that care homes cross-subsidise council fees with higher fees for those who fund their own care.</p> <p>There is a risk that a fee level below inflation may also adversely affect the lives of people funded by the local authority as it may be below the level that they may reasonably expect good quality care to be provided.</p> <p>However we have found no evidence of this happening anywhere at present in Sheffield.</p>
Voluntary, community & faith sector		L	No disproportionate impacts are anticipated.
Other/additional Closure of Care Homes – impact on age/disability	Negative	H	<p>One home has closed in 2016 with the loss of 60 beds at the time of closure there were nine residents.</p> <p>It is recognised that Care Homes closures can cause disturbance to elderly/disabled residents before, during and after the transition period.</p> <p>Whilst the local authority is not obliged to remove the risk by supporting inefficient providers it needs to demonstrate that it has mechanisms in place to anticipate this</p>

			<p>and mitigate the impact on existing care home residents whether funded by Sheffield CC or not. Sheffield CC has carefully considered the steps necessary to mitigate that risk further. Those steps are discussed in detail in the impact assessment.</p> <p>In summary they are:</p> <ul style="list-style-type: none"> (i) Be alert to, and respond to, indicators of a risk of a home closure such as: low occupancy; high dependence on council placements; low number of registered beds. (ii) Improve the 'early warning system' for homes that are in difficulty to encourage discussion with the council or with an independent advisor to examine options other than closure. (iii) Develop a reasonable offer of support to failing homes where the council considers that there is a need for that home to remain open, which may avert closure and/or minimise impact on affected residents. (iv) In the event of an anticipated or actual closure, Sheffield adheres to the principles of the Association of Directors of Adult Social Services national guidance: 'Achieving Closure – Good Practice in supporting older people during residential care closures'
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http://www.adass.org.uk/images/stories/Publications/Miscellaneous/Achieving_Closure.pdf

In summary Sheffield takes care to:

- Put in place well organised, dedicated and skilled assessment teams. Involve all relevant parties (especially older people and their families themselves) in decisions about future services.
- Get to know people well and carry out holistic assessments of their needs. Support older people, families and care staff through potentially distressing and unsettling changes.
- Work at the pace of the individual and give as much time and space to explore future arrangements as possible.
- Help residents and key members of care staff to stay together if possible. Ensure independent advocacy is available.
- Plan the practicalities of any moves and ensure as much continuity as possible after the move has taken place.
- Stay in touch with people and assess the longer-term impact of resettlement. Work in partnership with a range of external agencies and key stakeholders, managing

<p>Carers and Families</p>	<p>Negative</p>	<p>H</p>	<p>information and communication well.</p> <ul style="list-style-type: none"> • Follow the above principles even in an emergency closure so far as possible. <p>These are, of course, general principles which are adapted to the needs of specific cases. Although home closures are rare in Sheffield, where there has been a closure in the past 12 months a combined health and social care team oversaw the work surrounding the closures being prioritised to support affected residents. This in turn was monitored by Head of Service Adult Social Care Commissioning. Sheffield is satisfied that it follows best practice which enables the most appropriate mitigation of the risk.</p> <p>There was an increase in fees of 4.32% (Residential) and 4.8% (Nursing) fees in 2016/17</p> <p>In addition, following a national review, funded nursing care (FNC) payments increased from £122 pw to £156.25 pw – a rise of 39.5%</p> <p>We have seen a slight decrease in the number of people paying a top up fee, however the amount of the average top-up has increased</p> <p>Any further freeze will potentially impact the financial burden on carers and families as Care homes increase Top up fees to</p>
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			balance their books.
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Date: **Service:** *Adult Social Care Commissioning*

Overall summary of possible impact (to be used on EMT, cabinet reports etc.):

The EIA identifies that if a fees rise is set too low, there would be a high risk of negative impact as quality of care to residents could be adversely impacted upon.

The negative impact would be felt disproportionately by older and disabled people and women due to the demographic profile of the client group.

Approving the recommended 3.2% rise in residential and nursing fees and following other actions identified in the EIA (e.g. fee levels to continue to differentiate between different levels of need; close management of provider viability), should provide effective mitigation for the identified risks.

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed	Update
<p>If fees were not sufficient to cover costs of care, then individuals' needs arising from age or disability might not be properly addressed.</p>	<p>Sheffield has carried out an extensive market analysis of a number of years and has also developed a good understanding of the issues facing care home providers. We believe that the fee level applied in recent years has ensured that there is an adequate supply of care home places for all care types. The evidence for this is the low level of market failures in the past 5 years and the fact that new care homes have opened in Sheffield and they do not require residents to 'top-up' the Council's contract fee. Analysis of the top up fees generally has shown that the numbers have not increased significantly.</p> <p>A robust provider forum will be established to create a joint approach to pressures on the care home market related to the setting of weekly fees, areas of collaborative work designed to increase efficiency and stimulate positive market development.</p> <p>The recommendation is for 3.2% to off-set the impact of the National Living wage and CPI inflation.</p> <p>Sheffield has a policy of spot purchasing care from a range of providers rather than single providers on block contracts. This allows providers to meet diverse needs,</p>	<p>Annual Fees and Market Analysis Reports compiled by Adult Social Care Commissioning</p>	<p>Ongoing</p>

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed	Update
	in particular because of the potential for smaller providers to cater for specific cultural needs of (for example) minority ethnic and religious communities		
There is a risk that some inefficient providers will be unable to operate if fee levels are not increased.	<p>Whilst the local authority is not obliged to remove the risk by supporting inefficient providers it needs to demonstrate that it has mechanisms in place to anticipate this and mitigate the impact on existing care home residents whether funded by SCC or not.</p> <p>SCC has a duty to ensure that the citizens of Sheffield receive value for money for the residential services but it recognises the need to protect those people who are residents in care homes that become non-viable because the provider is inefficient. Sheffield has in place a comprehensive multi-agency monitoring process. This allows SCC to identify providers that are struggling to meet appropriate standards. It further allows them to offer support where appropriate or take direct action to safeguard residents.</p>	The Monthly multi-agency KPI led by SCC Contracts team	Ongoing

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

Approved (Lead Manager): Phil Holmes Date:

Approved (EIA Lead Officer for Portfolio): Cate McDonald Date:

Current Supply/Demand Analysis

Vacancies available at the standard fee level as of Oct 2016

	Total no.of beds	Vacancies @ SCC funded level Oct 2016
Nursing	2195	69
Equivalent Occupancy level		97%
Residential	1563	79
Equivalent Occupancy level		95%

Supply in care homes if demand continues at the same as the current rate, the shaded boxes indicate demand exceeding supply.

Occupancy increase	Nursing					
	October 2016	2017/18	2017/18	2018/19	2019/20	2020/21
1.0%	1945	1964	1984	2004	2024	2044
2.0%	1945	1984	2024	2064	2105	2147
3.0%	1945	2003	2063	2125	2189	2195
5.0%	1945	2042	2144	2195	2195	2195

Occupancy increase	Residential					
	October 2016	2017/18	2017/18	2018/19	2019/20	2020/21
1.0%	1451	1466	1480	1495	1510	1525
2.0%	1451	1480	1510	1540	1563	1563
3.0%	1451	1495	1539	1563	1563	1563
5.0%	1451	1524	1563	1563	1563	1563

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Agenda Item 10



Author/Lead Officer of Report: Greg Fell, Director of Public Health

Tel: 0114 2057463

Report of: *Greg Fell*

Report to: *Cabinet*

Date of Decision: *March2017*

Subject: *Sheffield City Council Public Health Strategy*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <i>Cate McDonald – Health and Social Care</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Healthier Communities and Adult Social Care Scrutiny</i>				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
This is planned as part of implementation				
If YES, what EIA reference number has it been given? <i>(1190)</i>				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

Purpose of Report:

To propose that Sheffield City Council adopts the draft Public Health Strategy.

Recommendations:

It is recommended that Cabinet:

- Approve the Sheffield City Council Public Health Strategy 2017- 19
- Ask that Cabinet Members and the Executive Management Team consider how best to implement the strategy across the functions of the Council.

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Liz Gough
		Legal: Nadine Wynter
		Equalities: Adele Robinson
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Greg Fell</i>
3	Cabinet Member consulted:	<i>Cate McDonald</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Greg Fell</i>	Job Title: <i>Director of Public Health</i>
	Date: <i>(Insert date) 24.2.17</i>	

1. PROPOSAL

- 1.1 Sheffield City Council has made a commitment to becoming an organisation oriented around prevention and to be a public health organisation. The purpose of the proposed strategy is to enable the public to hold the council to account in it's commitment to in this respect; to define the role of SCC as "a public health organisation" to set out a statement of ambition and to establish some priority areas and strategically important issues. The strategy is not intended to replace existing plans and strategies, but to boost their implementation.

2. HOW DOES THIS DECISION CONTRIBUTE ?

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

- 2.1 The focus of this strategy is that to describe the ambition of SCC for being a public health organisation and to set out the main areas for early implementation. The ambition is to increase healthy life expectancy by 1 year over the next 10 years, explicitly focused on improving fastest in those with lowest healthy life expectancy. Four objectives and ten areas of early focus are set.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 No formal public consultation has been undertaken. There has been extensive discussion with all portfolios, through the portfolio leadership teams and with individuals, in addition there has been scrutiny consideration of an earlier draft and extensive informal discussion with a number of key stakeholders across the city.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 See below – 4.3.

An equality impact assessment will also be undertaken as part of implementation.

4.2 Financial and Commercial Implications

- 4.2.1 NA

4.3 Legal Implications

- 4.3.1 Implementation of the Public Health Strategy 2017 – 2019 will assist the Council in meeting its relevant statutory duties and exercising its appropriate legal powers. These are noted below.

Duty to improve public health – section 2B of the National Health Act 2006 (as amended) states that the Council must take such steps as it considers appropriate for

improving the health of the people in its area. The steps that may be taken include:

- a) Providing information and advice;
- b) Providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way);
- c) Providing services or facilities for the prevention, diagnosis or treatment of illness;
- d) Providing financial incentives to encourage individuals to adopt healthier lifestyles;
- e) Providing assistance (including financial assistance) to help individuals to minimise any risks to health arising from their accommodation or environment;
- f) Providing or participating in the provision of training for persons working or seeking to work in the field of health improvement; and
- g) Making available the services of any person or any facilities.

Public Sector Equality duty – section 149 of the Equality Act 2010 states that the Council must, in the exercise of its functions have regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

These duties and powers have been taken into account when drafting the Public Health Strategy 20017-2019.”

4.4 Other Implications

4.4.1 NA

5. **ALTERNATIVE OPTIONS CONSIDERED**

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

- 5.1 it is not mandatory for a Local Authority to produce a (formal) public health strategy. Some have done so, many have not. The principal alternative option would be to not produce a public health strategy, or to produce a strategy that focused on the Public Health Grant. This was discounted as the ambition is that the totality of SCC is an organisation committed to improving the health and well being of residents of Sheffield.

6. REASONS FOR RECOMMENDATIONS

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

- 6.1 It is recommended that Cabinet approve the strategy and give consideration to how best to enact the recommendations. This will enable the organisation to deploy it's resources to achieve the aims.

Sheffield City Council

Public Health Strategy

April 2017 – March 2019

Suggested foreword

Responsibility for Public Health transferred from the NHS to local government in 2013. In reality responsibility for public health has rested with local government for over a century. Sheffield City Council has a stated aim of being a “public health organisation”, the aim of this strategy is to try to define what that actually means.

This strategy sets out an ambitious agenda to reframe “public health” as a civic responsibility for local authorities, move away from some of the less successful approaches of the past and to influence the way a city works for health. The critical question is if we were redesigning a city for about 570,000 people where improved health and reduced inequality in health outcomes was a key criterion of success, what would this look like, and if we had a budget of £14bn what would it look like.

Our strategy aims to take what could be defined as a healthy cities approach and implement this across the totality of responsibilities of the City Council. Our challenge is to institutionalise the focus across all our functions and decision making processes. Our view is the resources to be influenced are the totality of the city's resources, not just “the public health grant”.

It is a two year strategy – April 2017 to March 2019. We are aware that many of the actions have a long term pay off. We also accept some of our ambition may be tempered by changes in national policy outside local control, but this doesn't dampen our ambition. We will review progress in two years.

Cllr Cate McDonald, Cabinet Member for Health and Social Care.

John Mothersole, Chief Executive.

Contents

1 introduction

- a) Our approach to health and well being, and inequalities in Sheffield.
- b) The health of the people that live in the city, what are the key issues in Sheffield.

2 Aims and objectives

- a) Why this strategy
- b) Aim – what outcome are we seeking to change
- c) Objectives

3 Implementation

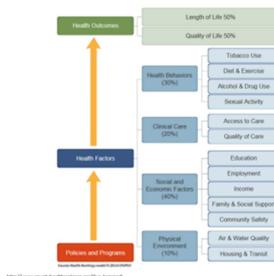
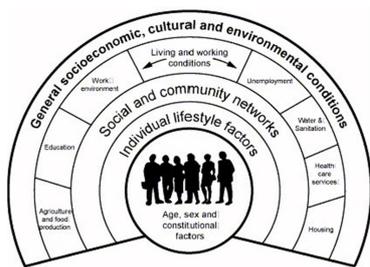
- a) Ten areas of early focus
- b) Risks and enablers
- c) Indicators
- d) Involving other stakeholders
- e) Resources. The “public health budget”.
- f) Who has what responsibility and accountability

4 conclusions

1 introduction

a) Our approach to health and well being, and inequalities in Sheffield.

SCC has agreed to adopt a social model of health^{1 2}. This focuses the attention and locus on the upstream social and economic determinants of health.



A medically- and a socially-focused approach to health are not mutually exclusive, and different stakeholders may put different emphasis on one approach or the other. There are a number of balances to be struck between different approaches, for example: the balance between areas of activity, for example the balances between

- social issues (jobs and poverty) and lifestyle issues (tobacco and physical activity),
- service provision and structural / policy solutions
- “treatment of here and now issues” and “prevention by going upstream”

Our approach is deliberately different to the health service model of public health of the recent past. This is not to say that the health service doesn't have an important role in improving the health of the public, however our approach reflects the responsibilities of local government.

Inequality and social injustice in itself is a risk to health. Inequality affects how you see those around you and your level of happiness. People in less equal societies are less likely to trust each other, less likely to engage in social or civic participation, and less likely to say they're happy. Living in an unequal society causes stress and status anxiety, which may damage health. In more equal societies people live longer, are less likely to be mentally ill or obese and there are lower rates of infant mortality³.

b) The health of the people that live in the city, what are the key issues in Sheffield.

A wide selection of data and feedback from the public tells us a consistent story about the key themes for public health priorities.

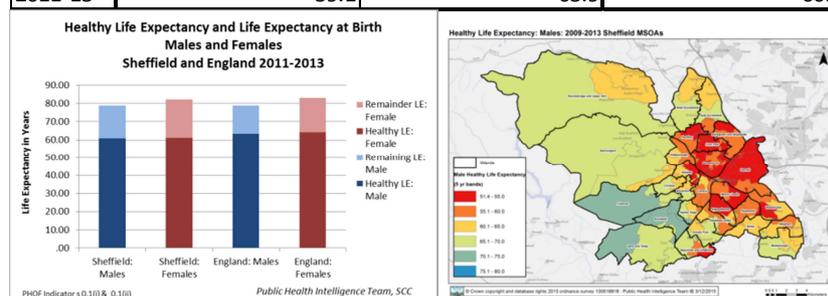
Good health and well being is obviously important in its own right as a fundamental human need. The Sheffield Joint Strategic Needs Assessment, the Public Health Outcomes Framework & the 2015 Marmot Profile for Sheffield gives good insight and high level indicators into some of the key issues, on the wider determinants of health, health improvement, health protection, premature mortality.

Our JSNA shows that the health priorities for Sheffield are largely the same as anywhere else; good mental health and wellbeing underpins all success; poor physical health is linked to lifestyle behaviours; health inequalities result from social and income inequality; healthier futures are built on good employment and decent homes. But the way these priorities distribute across our population is more unusual than many other similar large and diverse cities. Sheffield is characterised by extremes in the population; in terms of socio-economic status, health outcomes, environment and economic prosperity. But these extremes are often masked when we look at averages, meaning that the Public Health Outcomes for Sheffield can seem on a par with the rest of England when for large parts of the City the reality is significantly and enduringly worse. It's why we have to maintain a focus on small area variation in outcomes and develop our indicators and targets accordingly (see the ward and neighbourhood quilts⁴).

Healthy life expectancy is not improving and inequality persists

Healthy Life Expectancy is a metric that incorporates the length of life, but also the number of years lived with illness. For example, the graph below shows that for women in Sheffield average life expectancy is 82, but approximately 20 of those years are lived with poorer than optimal health. Recent research⁵ has highlighted that one in eight people are too ill or disabled to work by state pension age. This is obviously important from a wide range of viewpoints, it is also a solvable problem. There is a 20-25 year gap between most and least deprived people in Healthy Life Expectancy, as indicated below, this is not just a geographic phenomena.

	Sheffield HLE Female	England HLE Female	Sheffield HLE Male	England HLE Male
2009-11	61.2	64.2	59.3	63.2
2010-12	61.4	64.1	60.6	63.4
2011-13	59.1	63.9	60.8	63.3



There are worrying signals that the long term, historic trend in the improvement of life expectancy has slowed significantly in recent years. This is happening in England and in Sheffield. The reasons for this are not yet known, but it is a significant issue that warrants significant attention.

2 Aims and objectives

a) Why this strategy

Sheffield City Council has made a commitment to becoming an organisation oriented around prevention and to be a public health organisation. The challenge is therefore to optimise the use of its budget, associated purchasing power, and policy making process to improve health and address inequality.

This is a strategy for Sheffield City Council. It is intended to enable the public to hold the council to account in it's commitment to becoming a public health organisation. The **purpose of this strategy is to define the role of SCC as "a public health organisation" to set out a statement of ambition and to establish some priority areas** and strategically important issues.

This strategy aims to state the level of ambition contained within this commitment and set out a vision for the Council as an organisation focused on improving health outcomes and reducing inequalities

The strategy is not intended to replace existing plans and strategies, but to boost their implementation, to signal opportunities to further enhance progress against our priorities, and a tool to provoke debate on where more ambitious/radical approaches need exploring. This strategy will also be a tool to change the debate about "health" to something that is considerably wider than "health services" and considerably further upstream than the current debate. There is an obvious interface with other plans, including the Health and Well Being

Strategy, the 2014 Health Inequalities strategy, the Sheffield Place Based plan, the SCC Corporate Plan, the Best Start Strategy and existing service plans in many services and portfolios that will contain significant services and policy areas that impact on health.

The strategy is considerably broader than “service provision”, and includes policies and supportive environments can enable health. Large chunks of NHS and social care resource are used “buying back” health that we've already lost via policy choices in other policy spaces. Over time we may move away from “services” towards investments and outcomes.

b) Aim – what outcome are we seeking to change

The overall vision is to improve healthy life expectancy, and to reduce inequality in healthy life expectancy between best and worst communities.

The aim of this strategy is to increase healthy life expectancy by 1 year over the next 10 years, explicitly focused on improving fastest in those with lowest healthy life expectancy.

This will equate to significant number of years of illness and disability avoided. The benefits of this in terms of care costs avoided are obvious. It will also equate to making an impact on the productivity of the economy, and contribute to a broader social justice agenda.

Our focus is on giving people in Sheffield **the best start in life** to maximise their life chances, and taking a life course approach. We will consider the health dividend across all our work; and considering how we can best support people in Sheffield to live **longer and healthier lives, with an explicit focus on inequalities.**

A healthy population is seen as an investment for vibrant and just society and economy not a cost to health and social care system. That investment will have positive consequences on downstream health and care costs, and broader social and economic impacts. For each of these interactions there is a two way relationship, The identified early priorities below are a combination of easy wins, big gain areas and strategically important issues.

The obvious challenge is being explicit about “well being” on the balance sheet and ensuring it is being considered with the same gravity as finance and economic growth. We will work towards quantifying the gain from changed life trajectories from past and current investments and policy decisions. ..

c) Objectives

We have set 4 objectives – focusing our attention on health inequalities, health in all policies, health protection and healthy lifestyles. The actions set out in the strategy are clearly focused on a clearly stated issue of avoidable illness and early death, and the consequences of both in terms of lost quality of life, lost economically productive years and pressure on health and social care services.

Objective 1- we will refresh and revise the Sheffield approach to health inequalities.

Sheffield City Council accepts this as one of its most important priorities. It also accepts there are no simple easy solutions. Through the Health & Well Being Board, the council has agreed five areas of focus reflect a need for interventions with a short and long term return and has agreed to refresh the city's strategy for health inequalities with initial priorities:

- **Continued commitment to a community development based approach** to health and well being. We don't underestimate the difficulty of this in an era of shrinking resources. We will build on and reflect the strengths which communities have, developing resilience and promoting greater community spirit.
- **Continued investment in and commitment to community and primary care, especially in the most disadvantaged parts of the city.** In particular we should focus on targeted cardiovascular risk management and an approach to healthy

lifestyles as part of treatment and prevention. We will also focus developing the model of, and maximising the impact of social prescribing.

- **Continued commitment to the principle of implementing effort and change where greatest need is identified**; this is building on the key recommendation of Professor Sir Michael Marmot of proportionate universality – a universal offer for all, but focused approaches where need is highest. Though this will require further debate there is a case to consider the concept of disproportionate universality.
- **Refocused effort on the link between employment and health**, through the development of a comprehensive strategy for work and health. This will focus on finding new ways to help people get back into work, and stay healthy at work.
- **When we are looking at the issue of healthy lifestyles we need to focus on the environment and make the healthy choice the easiest and default choice**. This may need some difficult conversations about policies and a shift away from “lifestyles” being about individual level actions and services.

We also agree that specific population groups required additional focus, for example children and young people, BME groups, those with learning and physical disabilities and those experiencing mental health problems. The **advantage of a double and layered approach is that it will allow for multiple inequalities to be handled at the same time**. The Council accepts these five issues aren't the only answer to the difficult issue of health inequalities, they are the issues we will focus on first. The council will also will also facilitate a number of public engagement events on this issue as a way of developing a broader debate.

Objective 2 – We will adopt a principle of Health in All Policies & systematically consider health and well being outcomes, and inequalities across all of the decisions we make

There is renewed interest in the concept of Health in All Policies, and there is currently an openness to new ways of working and innovative approaches. This gives us an opportunity to prioritise health and wellbeing across the totality of SCC resource commitments and areas of policy responsibility.

A Health in All Policies (HiAP) approach is strongly advocated by WHO and is being adopted worldwide. We will seek to work across sectors and systematically takes into account the health implications of decisions, seek synergies, and avoids harmful health impacts in order to improve population health and health equity.

Health in All Policies is mechanism to make explicit, **and increase** (*rather than describe* the current), the health gain from policies and programme areas that have not been considered as “health” related. One of the aims is to ensure the health and inequalities impact is on the balance sheet in a visible and tangible way. In this way we will challenge the way the existing resources are committed.

For example the expectation would be that transport policy and investments in this area will deliver health gain and that should be led from within that part of the council. The same may be said about licencing process, or the build environment planning process. In this way “health” becomes business as usual for the council.

The challenge remains to build this into the fabric of the organisation and the standard operating protocol so it is considered unconsciously. We will pursue an approach based on, but more ambitious than, the healthy cities model.

Objective 3 – we will maintain and develop a robust system to protect the population from preventable infections and environmental hazards

Protecting the population of Sheffield from preventable infections and environmental hazards remains a critical aspect of preventative work.

- **We will continue to ensure we have strong health protection arrangements by working through the Health Protection Committee** to provide leadership and strengthen assurance arrangements for preventing and responding to health protection incidents and communicable disease outbreaks.
- **We will continue to reduce risks to the health of the population through vaccination and screening programmes** and seek opportunities through targeted work to protect the health of those most at risk of infections and environmental hazards, including TB, sexually transmitted infections and HIV.

Objective 4 – we will develop ambitious policy and service based approaches to promote healthy lifestyles.

Reflecting that “healthy lifestyles” are in the context of the environment in which we live and make choices we will actively seek to encourage **an environment that is as healthy as it can be, to support the healthy choice being the easiest or default** option, using both behaviour change & behavioural insight techniques and policy focused approaches.

We will publish and implement detailed cross council and city strategies around

- **food** – with a specific focus on sugar, salt and the fast food environment; food poverty, the local food economy.
- **tobacco**;
- **alcohol and drugs**
- **physical activity**;

These strategies will link to other strategies focusing on public health priority areas for example oral health as an obvious inequalities challenge.

We will develop a “Heart of Sheffield” project to coordinate work in this area.

3 Implementation

It is not our intention to write a long action plan at this stage. Our aim is to use this strategy to influence the way the organisation works. Within our four broad objectives, there are ten areas of early focus where we would focus our attention first.

a) areas of early focus

We have not set out all the areas for detailed work on interventions beyond the headlines areas set out. The identified early priorities below are a combination of easy wins, big gain areas and strategically important issues where we feel we can make quick impacts. There are many other areas that are not included here, that remain important. There isn't a single big intervention that will resolve the challenges of the city in this area. An approach based on a range of interventions including education, service provision, regulation and structural and policy initiatives will be needed. Also we will seek to balance initiatives with a short, medium and long term pay off but all focused on reducing demand for downstream services.

There are a number of specific areas we propose to prioritise initially. These are set out below.

- 1. We will renew and increase SCC's commitment to best start – pre birth to primary school education. The first 1001 days.** Building on this we will refocus our effort on Adverse Childhood Experiences and inequalities in educational attainment as a determinant of health. We will also refocus our approach to healthy schools agenda. This is underpinned by the evidence that proactive early interventions in early years, and with families, represents the best value investment for improving the health of future generations, and achieving short term gains. Ignoring this sets up future demand and avoidable poor outcomes.
- 2. We will develop a comprehensive work and health strategy, focusing on delivery of interventions to optimise the health of those not in work due to ill health.** There are multiple other strands to this that need to be brought together into a coherent strategy; it also includes interventions to optimise the well being of those in work. This obviously reflects the two way relationship between health and the economy. We will also ensure that the skills system is a part of this work
- 3. We will seek to maximise the potential for sustainable economic growth to improve better health outcomes and redresses inequalities.** There are many opportunities here around economic growth, the public and the social economy and inclusive growth to address health directly, but also the determinants of health such as poverty.
- 4. We will refresh and redevelop the City for All Ages Strategy and refresh our approach to healthy ageing.**
- 5. We will optimise the health & well being opportunities around land use planning; population density and mix, transport planning including active travel by adopting a healthy town framework.** We will seek to build health impact assessment into planning processes and developments in a way that is practical, pragmatic and supportive. There may be significant opportunities to learn from other European Cities on spatial planning.
- 6. We will redevelop an Air Quality Strategy for Sheffield.** This will reflect the emerging evidence base about effective and cost effective interventions. Linked to this, **ensure that the developing Transport strategy fully engages with the opportunities to improve health and redress health inequality.** This will need to encompass the Streets Ahead programme but also incorporate close links with public transport planning and other aspects of transport.
- 7. We will support the NHS with the reform and transformation agenda as articulated in the Sheffield Place Based Plan.** This will particularly focus on achieving the radical upgrade in prevention and the transformation of the delivery model to move the health and care system towards a place based population

focused model based around “wellness”. In addition we will focus on supporting the development of primary care, person centred care and capitalising on the potential of up scaling the implementation of behaviour change techniques.

8. **We will review and redevelop the Sheffield strategy for open space and green space, bringing together our approach to the Outdoor City, parks, Move More and other agendas**
9. **We will maximise the health and well being opportunities through our housing strategy, and development in the housing sector more broadly.** This will include issues picked out in the Housing Hazard Rating System NICE Guidance 6, including - fuel poverty, slips and fall hazards, housing quality, supported housing, social housing and standards for new build and environmental hazards in homes.
10. **We will develop a strategy for mental well being, building on, and complementing the mental health strategy.**

b) Risks and enablers

Realising a health in all policies approach is dependent on a number of factors; **and success will happen if the approach is institutionalised. To truly deliver a health in all policies approach it will be necessary to change the way the organization thinks and does its business.**

This is a long term project and the difficulty shouldn't be underestimated. It involves changing cultures, standard operating procedures for a city and challenging the status quo. Gaining traction in the way that large resource commitments influence long term well being and inequality outcomes, in the face of immediate demand led pressures, and reconsideration of core statutory duties is the key resource challenge. It is accepted trade offs are often necessary. Often the execution of “public health” has been about challenging vested interests and as ever the demands of the short term thinking dominates agendas and resources. These are not easy challenges, as history has demonstrated in both the NHS and Social Care.

We will seek to build health impact assessment into planning processes and developments in a practical way, based on best practice. This will be prospective and undertaken in a way so as to influence policy at an early stage, not retrospectively measuring when a decision has been made. There is a danger that this becomes a technical diversion away from the real decision making process, we will assess that on a case by case basis.

On occasion asking challenging questions of what we commission and relook at the purpose of commissioning. We may consider the question of the purpose of “commissioning”, what outcomes do we want to achieve and whether there are more strategic uses of resources to get the outcomes we want.

In some areas it may be necessary to change how success is measured in big systems, how ROI is considered and what lessons can be learned from elsewhere in the world or other relevant sectors. An example of this might be reconsidering how “success” is measured in transport policy, and the incorporation of health impact into success measures and evaluation models. A second example would be the consideration of the long term health impact of economic policies.

We acknowledge that we need to continue the current path of establishing community and neighbourhood approaches as the key delivery mechanism; especially focused on an explicit community development approach. We will seek to work with people and communities by using a co-production approach wherever possible. And focus on building on existing assets and strengths in individual people and communities.

We also acknowledge we need to maximise the potential of citizen contact with public services to improve health through making every contact count and similar

approaches. We have a strong training and development function both for SCC staff and within our communities that enables this to happen.

c) Indicators

Inequalities in healthy life expectancy is the key indicator of the success of this strategy. Obviously this is not something that is easy to see change in, or easy to change. As set out above the desired outcome is a 1 year improvement in healthy life expectancy over the next decade. This will be achieved achieved by focusing on inequality and areas or populations where healthy life expectancy is lowest.

We will use the established health and well being board indicator framework to measure progress; and we each programme and project will have its own indicator framework.

If successful we will see a changed direction of the resource commitment towards prevention being the norm and focused effort across the council on achieving the aim of the strategy – that being improving healthy life expectancy and reduction of the gap between best and worst.

d) Involving other stakeholders

Improving the health of the public is far from only being the business of “public health”. We encourage new partnerships and new stakeholders to be involved in the pursuit of improved health and wellbeing in the city that may not have been explicitly involved in the past. These include, but are obviously not limited to communities, the fire service, the police, trade unions, business leaders, better incorporating the knowledge that rests within the universities and higher education sectors.

This is a strategy for SCC. Sheffield city council cant, by itself, solve the problem of health inequalities. Our ambition is to engage a wider set of stakeholders into “public health”. We will obviously reflect the ambition for 'public health' across the totality of the system, there should be contributions from the NHS, VCS, Public Health England, the universities both as major employers and in terms of knowledge transfer, schools and many others.

We will also invite expertise from outside Sheffield to help us think through difficult problems from a range of new perspectives.

e) Resources. The “public health budget”.

Public health is an organisational responsibility not a line in a budget. The “Public Health Grant” cannot by itself address the public health challenges of the city. The purpose of the public health grant is to leverage change and to enable fresh and challenging approaches to be tested and applied.

Sheffield City Council has set out its ambition to be a public health organisation, so the challenge is therefore to optimise the use of its £1.4bn budget, and associated purchasing power, to best improve health and address inequality. This is best framed as not about “new resources” but as about maximising benefits from existing commitments, and then changing the nature and shape of those commitments over time to optimise outcomes. Thus the question on “the public health budget” is best framed as “is SCC using its power to best improve the trajectory of health and wellbeing indicators, to redress health inequality and to optimise the health dividend (or the health return on investment) through the right interventions”.

The task is one of reimagining health in a city, setting out from a health perspective what sort of city we want in 1, 2, 5, 10 and 20 years, and what investments and changes we need to make now to achieve this.

f) Who has what responsibility and accountability

Leadership of public health is currently a shared responsibility with a number of individuals and groups playing a part. There isn't a hierarchy, one concept isn't subservient to another. Improving health and well being is a key function of all aspects of the councils business. **Councillors** have a role to set the policy direction, provide political leadership and engage communities in understanding and addressing challenges, and taking opportunities when they arise.

The Council also has a significant role in terms of wider influence outside Sheffield, for example in Sheffield City Region and advocating for where we want to see change at a national policy level through influencing government.

Where change requires a national legislative or policy change there is an important role of **SCC Members in advocacy for national change**.

SCC Cabinet has a responsibility for agreeing the overall strategy and detailed implementation plans and to realise the vision.

It is important to be clear that the council can't direct and control all aspects of this agenda, nor should they try to. Similarly the council doesn't have "the answer" to the problem; the role is to set a framework and a culture and to orchestrate the right response to the challenge.

The Health and Well Being Board has a critical role for the city in improving the health of residents and tackling inequality, and the council will work through the Board to influence agendas it cannot influence alone.

Scrutiny also has an important role in developing rounded policy and scrutinising implementation.

The role of the DPH should be to champion new ideas, to influence resource commitments so they better improve well being and health inequalities and support the council to achieve its potential. The Annual DPH report will consider progress in implementation of this strategy.

Implementing Health in All Policies requires a level of technical skill and sustained committed leadership. The LGA guidance¹ made a number of helpful suggestions about "backbone staff". The Council will consider how best to enable this through the skill sets we have and what we need to develop. Despite immediate budget pressures the support staff to enable strategic change to happen are not seen as an expensive luxury.

4 Conclusion

The task and ambition of this strategy is one of helping, supporting, injecting new ideas and fresh approaches to core SCC business to enable each and all of those systems to give us better health and wellbeing outcomes. This may, however, imply using expertise to ask challenging questions of current models and testing whether current commitments really deliver improved outcomes and value. There is also a role to connect systems together in a way they may not have been historically connected.

The realisation of a "health in all policies" approach, and the challenge for this strategy is that it must change the way we commit mainstream resources. The point of such approaches is using such frameworks to challenge resource commitments and improve outcomes with a view to delivering more health return with them than is currently the case. The difficulty of moving some of these debates forward is not underestimated.

This is an ambitious agenda to reframe "public health" as a civic responsibility for local authorities, move away from some of the less successful approaches of the past and to influence the way a city works for health. We accept some of our ambition may be tempered by changes in national policy outside local control, but this doesn't dampen our ambition. We will review progress in two years.

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- ¹ <http://sheffielddemocracy.moderngov.co.uk/Data/Cabinet/20120125/Agenda/11%20New%20Arrangements%20for%20Public%20Health%20in%20Sheffield.pdf>
- ² <http://sheffielddemocracy.moderngov.co.uk/documents/s9992/Social%20Model%20of%20Public%20Health.pdf>
- ³ <https://www.equalitytrust.org.uk/about-inequality/impacts>
- ⁴ <https://www.sheffield.gov.uk/caresupport/health/director-of-public-health-report.html>
- ⁵ <https://www.tuc.org.uk/equality-issues/age-equality/one-eight-people-are-too-ill-or-disabled-work-state-pension-age-says>

Agenda Item 11



Author/Lead Officer of Report:

Mark Whitworth

Head of Strategic Housing and Regeneration

Tel: 0114 2736494

Report of: Laraine Manley
Executive Director of Place

Report to: Cabinet

Date of Decision: 15 March 2017

Subject: Growing sustainably:
a bold plan for a sustainable Sheffield

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000		<input type="checkbox"/>		
- Affects 2 or more Wards		<input type="checkbox"/>		

Which Cabinet Member Portfolio does this relate to? *Infrastructure and Transport*

Which Scrutiny and Policy Development Committee does this relate to? *Economic and Environmental Wellbeing*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
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If YES, what EIA reference number has it been given? EIA 1238

Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
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If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

To present the report 'Sheffield's Green Commitment', the final report of the Sheffield Green Commission. This sets out a vision for how, working together as a city, Sheffield could become a smarter, more sustainable and more competitive future city.

To acknowledge the dedication and commitment of the Sheffield Green Commission, alongside that of the other partners, participants and members of the public who engaged and supported the process.

To present for approval a new Sustainability strategy for Sheffield, setting out how the Council intends progress its approach to creating a more Sustainable Sheffield.

Recommendations:That Cabinet:

1. Recognises and welcomes the dedication and commitment that has been provided by the Sheffield Green Commission in developing and delivering their report 'Sheffield's Green Commitment'.
2. Notes the recommendations of the report *Sheffield's Green Commitment*, which have informed Recommendation 3.
3. Approves the document *Growing Sustainably: a bold plan for a sustainable Sheffield*, and the five priority themes it contains, as a statement of the Council's strategic approach to Sustainability.
4. Delegates authority to the Executive Director of Place in consultation with Cabinet Member for Infrastructure and Transport to develop a gap analysis for each of the proposed five priority themes to identify Sheffield's strengths and opportunities for the city which will then form a detailed action plan.
5. Delegates authority to the Executive Director in consultation with Cabinet Member for Infrastructure and Transport of Place to develop an Action Plan consistent with the principles set out in *Growing Sustainably*.
6. Notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

Background Papers:

Appendix 1: Growing Sustainably: a bold plan for a sustainable Sheffield

Appendix 2: Sheffield's Green Commitment

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Paul Schofield</i>
		Legal: <i>Andrea Simpson</i>
		Equalities: <i>Annemarie Johnson</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Laraine Manley</i>
3	Cabinet Member consulted:	<i>Cllr Mazher Iqbal</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Mark Whitworth</i>	Job Title: <i>Head of Strategic Housing and Regeneration</i>
	Date: <i>3 March 2017</i>	

PROPOSAL

1. In May 2014, Cabinet Member for Environment, Recycling and Streetscene agreed the establishment a Sheffield Green Commission.¹
2. A multi-agency Green Commission was to be tasked with undertaking a review of the environmental strengths, opportunities and challenges set against the context of climate change and sustainable development in the City and craft a refined vision for the city.

¹ Sheffield City Council (2014) *The Sheffield Green Commission*, Individual Cabinet Member Decision, <http://democracy.sheffield.gov.uk/documents/s13620/Green%20Commission.pdf>

3. The Sheffield Green Commission was initiated and launched in May 2014 by Councillor Jack Scott and was subsequently carried forward and chaired by Councillor Jayne Dunn, in both cases as the relevant Cabinet Member.
4. The Commission was made up of key stakeholders from across the city, including business, industry, both Universities, the public sector and the independent and community sector and amassed a significant evidence base from written submissions and oral evidence from expert witnesses. All the evidence and video footage of the hearings can be accessed on the Sheffield City Council website here: <https://www.sheffield.gov.uk/your-city-council/policy--performance/green-commission.html>
5. The final report of the Sheffield Green Commission —**Sheffield's Green Commitment**— was published in February 2016 and set out a vision for how, working together as a city, Sheffield could become a smarter, more sustainable, more competitive, future city. The report set out a series of recommendations shaped around four core visions for a more sustainable city:
 - **Connected city** - a city with transportation systems that are efficient and affordable, reliable and clean, simple and intuitive, networked and integrated, and low-emission. A city digitally connected to reduce avoidable travel. A city where there is a modal-shift towards active travel, where people move more on foot or by cycle, particularly for short-distances of under 5k/3 miles.
 - **Transformative energy** - an energy secure city with transformative affordable, clean, efficient, low-emission, networked, renewable, resilient, simple and locally owned energy solutions.
 - **European green city** - Sheffield is a green city both in its urban core and its surrounding landscape and this is part of its attractiveness and distinctiveness. A city with an accessible, ambitious, bold, bio-diverse, equitable and high-quality, well-designed formal and informal landscape that is sustainable to maintain and delivers a myriad of benefits. An Outdoor City that provides legacy in terms of its place-making. Green space which when linked together into a permeable network is game-changing for people, and for wildlife. An Outdoor City ecosystem.
 - **Learning city** - A Core City and Euro-city which, building on its unique resources and capabilities, collaborates with partners in order to innovate and learn from its residents and from others in moving towards a more sustainable future. Sheffield is committed to continuously learning about how to make Sheffield a smart, sustainable future city.
6. "*Sheffield's Green Commitment*" is attached to this report as Appendix 2. It contains a number of recommendations which have informed the development of the proposed strategic approach.
7. The Commission's aim was to '*contribute to the debate*' and to '*influence and help create a sustainable and smart city vision that takes account of economic, social and environmental drivers*'.
8. It is recommended that Sheffield City Council welcomes the work and commitment of the 19 members of the Green Commission and everyone who contributed evidence, expertise and valuable time to develop a vital report for the city.
9. This report sets out a commitment to build on the comprehensive evidence base and recommendations delivered by the Commission to set out an ambitious vision to make Sheffield a growing, productive and sustainable city. The formal response is in "*Growing Sustainably: A bold plan for a sustainable Sheffield*", attached to this report as [Appendix 1](#). It is proposed that this document is approved as a new Sustainability strategy for Sheffield, setting out how the Council intends progress its approach to creating a more Sustainable Sheffield.

10. Cities drive economic growth; in the UK 61% of growth comes from our main city regions. Aligned to this, more and more people are living in cities. The growth of cities like Sheffield brings major social, economic and cultural opportunities for people and for businesses, whilst at the same time there are consequences to the economic and cultural opportunity that cities represent: for example, significant energy consumption and carbon dioxide emissions, along with associated pressure on infrastructure including waste and transport.
11. Sheffield is known for its innovation and its ability to create and shape the future of industries. Sustainable growth and the changes we need to make to create a more sustainable city and global economy is an opportunity for Sheffield and one which plays to the city's strengths.
12. Building on the vital work of the Green Commission, "Growing Sustainably" sets out **five priority areas** which will enable Sheffield to be a leading centre of sustainable growth.

The five priority themes are:

- **Sustainable and affordable energy, for homes and businesses**

Energy is a key component for sustainable city growth, from a generation, distribution and usage/ consumption perspective. Security of supply and low cost is essential for both residents and businesses alike. As a city which already generates significant levels of low-carbon energy, there are opportunities to expand this capability. In addition to our homes and businesses benefiting from lower cost, resilient and low carbon sources of heat and power, we will explore opportunities to use our energy more effectively and efficiently.

- **Transport and mobility**

A growing and thriving City needs a transport network that is fully integrated, which connects different modes of travel to encourage people to use public transport, cycle and walk, and that meets the future demands of Sheffield. A Transport system which supports economic growth, and considers environmental sustainability. A city which benefits from low emission vehicles and technology.

- **Air quality**

We want to be a city where our air quality is good, and where air pollution is reduced to a point well below the European Health Limit maximum values.

- **A Green and innovative economy**

A growing and thriving city creates significant opportunities for our businesses, educational institutions and communities but growth at scale will bring additional pressure on our existing infrastructure. We will explore the opportunities to work with city partners to develop innovative solutions that could for example reduce carbon, help us adapt to climate change and to improve air quality.

- **Climate change mitigation and adaptation**

It is widely accepted that climate change is already occurring and that if we take action now we can avoid the worse impacts of a changing climate. Cities are the major drivers of global growth and

must take an equally major role in leading and implementing solutions to climate change. Cities across the world are already leading the global response to climate change (including several in the UK) and they have individually and in collaboration with other cities (eg. Compact of Mayors) have established programmes to mitigate their impacts and develop adaptation programmes.

Sheffield is already investing and delivering adaptation programmes; Sheffield is the first city in the UK to develop a Business Improvement District (BID) for flood defence investment. Sheffield has been selected as the UK's pilot core city to lead the way in urban flood protection. The centrepiece of this pilot is the strategic catchment-wide approach that the partnership between the Council and the Environment Agency is taking. That approach aims to protect the city from flooding over the coming century as the effects of changing weather patterns brought about by climate change are experienced.

The partnership is developing an £83 million capital investment programme in the city's strategic flood and sustainable drainage infrastructure scheduled to be delivered over the next few years. This investment programme provide further economic advantage to our City's businesses by developing resilience to climate events, as well as helping to protect homes and other important assets in our city.

As a city we need to explore the opportunities to mitigate our impact on the climate, and establish a carbon reduction programme with partners in the city. This could include participating in a national, European or global climate change programme, such as the Compact of Mayors, Resilient Cities Programme or Climate Local.

13. These five priority themes are set out in more detail in "Growing Sustainably". It is proposed that further work is carried out to develop a gap analysis for each of the proposed five priority themes to identify Sheffield's strengths and opportunities for the city which will then form a detailed action plan.

HOW DOES THIS DECISION CONTRIBUTE?

14. The report 'Growing Sustainably' contributes to the Sheffield City Council Corporate Plan ambition in a number of ways;
15. *A strong economy*
 - a. In creating the conditions for local businesses to grow, by ensuring that issues which may in future act as hurdle for business growth, including developing plans for energy resilience, air quality and climate change are progressed.
 - b. In the city being well connected, by developing a comprehensive transport strategy.
 - c. By promoting green innovation, by working with our partners in the city to explore innovate solutions to environmental sustainability challenges.
 - d. Support the investment in Sheffield's flood and drainage infrastructure to make the city more resilient to climate change.
 - e. Access to local, low carbon energy by reducing the dependency of Sheffield's businesses on imported fuel with decarbonised, locally generated energy sources will give Sheffield a competitive advantage over other locations and support future economic growth.

16. *Thriving neighbourhoods and communities,*

- a. by helping to support the creation of places and spaces where people enjoy being, including access to green and open spaces, as well as city's unique status as the 'Outdoor City'
- b. Better connected transport and increased travel choices, by supporting the development of a transport strategy which aims to provide a transport network which is integrated, connecting different modes of travel to encourage people to use public transport, cycle and walking.

17. *Better health and wellbeing;*

- a. Better housing conditions to improve health, through supporting the development of residential energy investment programmes and a local energy supply company, aiming to provide lower cost energy to households across the city. This will help to address the impact of fuel poverty in the city and support those individuals and families who this affects.

HAS THERE BEEN ANY CONSULTATION?

18. There has been considerable consultation and engagement with stakeholders and members of the public throughout the Sheffield Green Commission programme.
19. 19 individuals who had both expertise and influence were invited to become Green Commissioners. They were selected to represent voices of different stakeholders across the city, including business, industry, universities, the public sector and the independent sector.
20. All hearings (6) were held in public, where the Commissioners received and reviewed evidence. This including verbal evidence from expert witnesses as well as written and verbal evidence from local experts and grassroots campaigners. Expert witnesses were chosen to bring a wide range of evidence and insight into the issues that need to be tackled to make cities more sustainable and to give practical examples of successful initiatives and innovation.
21. The process commenced with a public consultation event in May 2014, which informed the initial areas of enquiry for the Commissioners. A 'fringe' event was also held, and at all events the public was encouraged to submit written evidence. This is detailed in Appendix 3 of the Green Commitment.
22. As part of the Green Commission, an open and wide-ranging call for evidence took place over a 15 month period, inviting contributions from residents of Sheffield and beyond.
23. This included verbal evidence from expert witnesses at six hearings held in public and written evidence, including from local experts and grassroots campaigners. Expert witnesses were invited to present a wide range of evidence and insight into the issues that the Commissioners agreed needed to be addressed in order to make cities more sustainable and to give practical examples of successful initiatives and innovation.

RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality of Opportunity Implications

24. Overall the 'Growing Sustainably Strategy' is expected to have a positive impact on the economic and health outcomes of everyone in the city. However it should have a particularly positive impact on financial inclusion, people with disabilities and their carers', young and old people and pregnant women.
25. The level and nature of impact will be reviewed and updated, when the plan for the delivery of the strategy is developed.

Financial and Commercial Implications

26. There are no immediate direct financial or commercial implications arising out of this policy report as it does not propose to incur cost in respect of specific actions to realise the objectives of the Green Commission.
27. In order to realise some of the city's ambitions, specific actions will be required and the expenditure associated with these will be brought forward for approval under the Council's existing Revenue and Capital Budget procedures. This may require the reprioritisation of expenditure as there is currently no budgetary provision for these activities.

Legal Implications

28. The Council does not have a duty to develop a strategic approach to sustainability but the "general power of competence" under the Localism Act 2011 enables the production of the Strategy and for it to inform the Council's exercise of its functions.
29. The Council is required to have regard to the National Planning Policy Framework (NPPF) as a material consideration in the exercise of its planning functions. The NPPF sets out the government's expectations for sustainable development, or growth, and so a Sustainability Strategy will assist the Council in complying with this duty.
30. The implementation of any of the actions set out in this report may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the legal implications will be considered fully at that time.

ALTERNATIVE OPTIONS CONSIDERED

The 'As-is' option: no new Sustainability Strategy or approach put in place in the city

31. Much of the valuable work which already takes place in the city supporting sustainability outcomes would continue. However, the new opportunities for co-ordinated approach, working together to deliver greater benefits would be lost, as would the potential to embed sustainability more strongly within our city and our activities.

REASONS FOR RECOMMENDATIONS

32. The introduction of a Sustainability strategy will provide the city with an opportunity to build on the excellent work that is already being done, and take forward the significant progress made by the Sheffield Green Commission.
33. It enables the Council to make a bold statement of its intentions, and to seek the support of its partners and stakeholders across the city.
34. It sets the direction and focus for our efforts and will allow us to develop an action plan.
35. To be clear to Government and our other partners in the Sheffield City Region of our intentions and strategy, which will support any request for investment or funding.
36. City sustainability is not something which one organisation can achieve in isolation, and will require the support and contribution of all organisations, businesses and residents across the city. Creating a clear vision and strategy will help to crystallise and re-affirm our ambitions and enable other partners to also contribute.
37. We understand that we have a unique role in facilitating and enabling, working alongside business and our communities to create collective approaches to the opportunities and challenges we face as a city.

Growing sustainably: a bold plan for a sustainable Sheffield

Cities are driving economic growth – 80% of world's GDP growth is generated by cities and in the UK, 61% of growth comes from our main city regions. More and more people are living in cities – the world is urbanising and by 2050, 70% of the global population will live in cities. Sheffield is no different: today, we are a city of 569,000 people but are expected to grow to 650,000 by 2039.

The growth of cities like Sheffield brings major social, economic and cultural opportunities for people and for businesses. Cities are dynamic, restless places that are always at the forefront of progress: leading, innovating and challenging to shape futures. But, there are consequences to the economic and cultural opportunity that cities represent: 70% of global CO₂ emissions come from cities and cities consume two-thirds of the world's energy. In the UK, cities actually emit less CO₂ than the rest of the country as a whole and in 2014, cities accounted for 54% of the UK population but only 46% of the UK's total CO₂ emissions. Sheffield's CO₂ emissions per capita were 5.45 in 2014, which is lower than the UK average of 6.3 per capita². This means that cities have a critical role in not only reducing climate impact but in creating and shaping a sustainable global economy that connects people to the opportunities and proceeds of growth while harnessing the inherent innovation and creativity that cities have to protect and enable environmentally sustainable growth.

Sustainable growth and the changes we need to make to create a more sustainable city and global economy provide an opportunity for Sheffield and one which plays to the city's strengths.

Sheffield is known for its innovation and its ability to create and shape the future of industries. It is a City of Makers and the Outdoor City, uniquely combining major city economic and cultural opportunities with spectacular National Park. The city has long been recognised for its commitments and track record on sustainability:

- Sheffield was one of the first major UK cities to develop an energy recovery facility and to create an energy network that provides heat and hot water to businesses and residents in the city.
- Private-sector led renewable power plants in the Lower Don Valley (E.ON) and Holbrook (UYE).
- The Lower Don Valley Flood Defence Business Improvement District (BID) – the first BID in the UK where private sector investment has been secured to deliver and maintain flood defence and resilience measures in Sheffield's Lower Don Valley.
- Sheffield will be the first UK city to have low energy LED street lighting across all its neighbourhoods.
- The City already has a number of innovative companies whose product and services contribute towards greater environmental sustainability. The Advanced Manufacturing Research Centre is a collaborative partnership between the University of Sheffield, Boeing and Rolls Royce which applies world-leading research and development, environmental sustainable solutions and manufacturing Sheffield's advanced manufacturing expertise to create and shape industries.

² Centre for Cities (2017) *Cities Outlook 2017*, <http://www.centreforcities.org/wp-content/uploads/2017/01/Cities-Outlook-2017-Web.pdf> based on Department of Energy and Climate Change (DECC) 2016, CO₂ emissions per capita, 2014 data. ONS 2015, Population Estimates, 2013 and 2014 data.

Sheffield City Council has a unique role in facilitating and enabling, working alongside business and our communities to create collective approaches to the opportunities and challenges we face as a city. This desire to bring key stakeholders together led to the establishment of the Sheffield Green Commission which has produced an ambitious and far-reaching report and set a vision for a more sustainable city.

We welcome the report from the Sheffield Green Commission and the dedication, commitment and expertise that were brought together to deliver such clear and aspirational recommendations. We recognise that there is much to do but as a city, we are making significant strides:

<p>Connected city</p>	<ul style="list-style-type: none"> • Devolution to Sheffield City Region creates new opportunities and investment for the strategic transport networks that connect up places in the city region and connect the city region to other major cities and markets. • UK’s first tram-train scheme connecting Sheffield and Rotherham, building on the existing Supertram system • Sheffield-based companies supporting the development of the wind/ hydrogen refuelling station at the Advanced Manufacturing Park • University of Sheffield has established ‘Sheffield Bycycle’ bicycle rental scheme.
<p>Transformative energy</p>	<ul style="list-style-type: none"> • Sheffield was one of the UK first cities to develop a district heat network. Municipal waste is converted into electricity and heat, which supplies heat to homes and commercial properties on the network. • Private sector investment has seen further investment into heat networks in the city, notably E.ON’s 30MW biomass energy plant in the Lower Don Valley and UYE’s 6.5MW biomass energy plant at Holbrook. • Sheffield Renewables have installed several crowd-funded community share PV installations in Sheffield and the wider City-Region. • The University of Sheffield is operating a state-of-the-art photovoltaic (PV) installation, designed to test use of PV technologies in northern latitudes and field-test new technologies.
<p>European green city</p>	<ul style="list-style-type: none"> • In partnership with the Environment Agency, Sheffield City Council is delivering an ambitious capital investment programme in flood protection and sustainable drainage to make the city more resilient to flooding, protecting thousands of homes and businesses and supporting new housing development and economic growth. • With 83 public parks and green spaces, 70 green roofs and more than a third of the city within the Peak District National Park, Sheffield is recognised as being a ‘green city’. It is also creating new green space within the city, such as the award-winning Grey to Green scheme which not only created new vibrant public space but also provides innovative sustainable drainage as part of the city’s flood defences.³ • Sheffield is capitalising on its strong economic advantage as the ‘Outdoor City’.

³ www.greytogreen.org.uk

Learning city

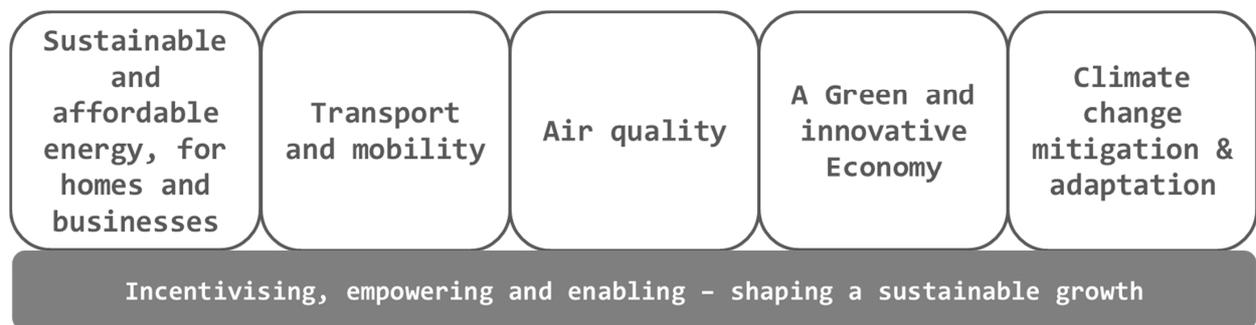
- Sheffield, through its Green Commission has started a city-wide dialogue with a range of partners about how we transform Sheffield into a smart, sustainable city of the future.
- The City already has growing expertise in a wide range of sustainability-related matters, from resource efficiency and environmentally progressive manufacturing to innovative alternative fuel development and renewable technologies.
- Sheffield has a number of community-based and grass-roots organisations which are already progressing sustainability solutions, and which can provide a network for wider engagement, participation and delivery.

GROWING SUSTAINABLY: WHAT WE'RE GOING TO DO

We recognise that as major UK city economy, Sheffield has a vital contribution to make in creating a sustainable future. Growth remains vital for our city and our economic strengths, our growing population and its inherent talent provides us with the opportunity and capacity to explore and develop innovative solutions to the challenges we face.

In harnessing our city's innovation and creativity, Sheffield has the opportunity to create a more sustainable city.

Building on the vital work of the Green Commission, we will set out five priority themes which will enable Sheffield to be a leading centre of sustainable growth. The **five key priority themes** are:



These five priority themes have been chosen as they are considered to be areas where the Council and its partners can make progress and represent issues which are critical for the city going forward. A description of each priority theme is set out below.

The priorities build on the recommendations of the Sheffield Green Commission report. It is envisaged that other areas and recommendations contained within the report *Sheffield's Green Commitment* will be progressed by organisations and individuals across the city, recognising that Sheffield's civil society (including organisations, businesses and individuals from many different sectors) are already working together and contributing towards a more sustainable city.

We will undertake and develop a gap analysis for each of the proposed five priority themes to identify Sheffield's strengths and opportunities for the City which will then form a clear and detailed action plan.

Sustainable and affordable energy, for homes and businesses

Energy is a key component for any city, from both from generation, distribution and usage perspectives. The Mini-Stern Review for the Sheffield City Region (SCR) *'The Economics of Low Carbon Cities'* forecast SCR energy bill to be £4.59 billion by 2022 – a £1.18 billion annual increase from the 2011 SCR energy bill⁴. It concluded that the SCR could insulate itself against projected energy price increases to a 'very large extent' through investments in energy efficiency and low carbon options.

Sheffield generates significant levels of energy already, via its heat networks and power generation, and with those of its partners (including E.ON, UYE and Sheffield Renewables). There are further opportunities to develop energy generation in the city, particularly with the support and investment of the private sector.

The Council and community organisations have invested and co-ordinated local initiatives to increase levels of energy efficiency and reduce fuel poverty across homes in the city, but low take-up of the Government's Green Deal programmes have meant that there are still households that cannot sufficiently heat their homes.

KEY AREAS OF FOCUS

- Supporting Sheffield's businesses to harness low carbon, locally generated energy sources, potentially unlocking competitive advantage and reliable, sustainable energy to support their growth.
- We will continue to work with partners to expand our energy networks, with the ambition of increasing access to businesses and residents.
- We will continue to explore the opportunities to establish an Energy Supply Company.
- As well as economic benefits, residents will have access to stable, long-term energy pricing and supplies which will also help those suffering with fuel poverty and can provide wider health-related benefits.

Transport and mobility

A growing and thriving city needs a transport network that is fully integrated, which connects different modes of travel to encourage people to use public transport, cycle and walk.

In order to provide an integrated transport network that meets the future demands of Sheffield we are developing a new Transport Strategy for the city. This is principally focused on ensuring the transport system supports economic growth, and the trips associated with additional planned employment and housing, but will also consider matters of environmental sustainability including issues highlighted in the Green Commission. It is also thought highly likely that both our economic growth and sustainability ambitions will suggest significant intervention to support public transport, cycling and walking, as these more sustainable modes are also the more space efficient modes. Given the physical constraints of the city increasing road capacity to carry motor vehicles in many areas is limited, sustainable and efficient modes create the opportunity to provide for growth in travel demand without resulting in unacceptable levels of traffic congestion.

It is planned that consultation on the vision for the Transport Strategy will commence in early summer 2017 and finalised in early 2018.

⁴ Centre for Low Carbon Futures (2012) *The Economics of Low Carbon Cities - A Mini-Stern Review for the Sheffield City Region*
<http://www.lowcarbonfutures.org/sites/default/files/SCR%20Mini%20Stern%20Final%20Report.pdf>

KEY AREAS OF FOCUS

- Develop an ambitious, multi-modal transport strategy for Sheffield
- Deliver the UK's first tram-train providing fast, lower emission connectivity between Rotherham and Sheffield city centre
- Explore the potential to develop alternative and low emission fuels and technologies in the city.

Air quality

We want a city where our air quality is good, and where air pollution is reduced to a point well below the European Health Limit values.

Despite our efforts to date, Sheffield is still in breach of EU Air Quality Limit Values relating to Nitrogen Dioxide (NO₂) gas which should have been met by 1st January 2010. A key contributor is road traffic, in particular diesel vehicles, where engine technology is not performing as expected in urban areas like Sheffield.

In terms of the standards set by the EU for fine Particulate Matter (PM₁₀) dust pollution, all our monitoring stations are indicating that we are in compliance, although there is no safe limit for this pollutant.

Our current approach is to encourage the take-up of low emission fuels and technologies which cause less pollution whilst making public transport, cycling and walking as attractive and easy as possible. Overall however, it is quite clear that air quality in Sheffield has not improved and this is a significant issue for the Council, one which impacts upon our citizens' health and well-being and the City's overall prosperity.

As a result of a High Court Ruling on 21 November 2016, Government must produce a new National Air Quality Plan in draft by 24 April 2017 with a final version by 31 July 2017. Sheffield was not one of the areas originally identified by the Government as requiring a Clean Air Zone (CAZ) by 2020, but we are aware that a number of additional cities will be mandated to have a CAZ in the upcoming plan.

Better air quality is vital for the long term sustainability, health and wellbeing of the city. We are ambitious to improve air quality in Sheffield and are keen to explore a range of measures to improve air quality across the city.

KEY AREAS OF FOCUS

- Work to progress the recommendations from the DEFRA funded 2013 Sheffield Low Emission Zone Feasibility Study which indicated that in the short term, diesel vehicles (particularly Buses, Taxis and Goods Vehicles) need to be retrofitted or be a minimum Euro VI / 6 standard and in the longer term, we need a shift away from diesel fuel to alternative low emission fuels (electric, gas / biogas, hybrid, hydrogen).
- Raising awareness is another important aspect of reducing air pollution. The Council launched its DEFRA funded '*AirAware in Sheffield*' media campaign in October 2014, which continues to encourage everyone to do their bit to help reduce pollution and protect themselves from the health risks <https://www.sheffield.gov.uk/environment/air-quality/air-aware-sheffield.html>.
- We will also continue to lobby the Government for national policy interventions, such as a diesel scrappage scheme, embedding emissions standards in Taxi Licensing policy, and a UK Air Quality Campaign to raise awareness, all of which would result in more rapid emissions reductions across the whole country.

- Explore the opportunities to expand our city's heat networks, which can contribute to reductions on NO_x emissions produced by existing conventional gas boiler systems.

A Green and Innovative Economy

Sheffield is world renowned for its advanced manufacturing, built on a long and proud history. Sheffield is known for its innovation and its ability to create and shape the future of industries. This is not just the preserve of metals and advanced manufacturing, but can be seen across the spectrum of business and commerce that is based in Sheffield.

As set out in Sheffield's Economic Strategy, we want to future proof the city's economy and its infrastructure by supporting the development of a sustainable low carbon city⁵. This includes investing in the city's energy supply, water, waste, telecommunications and flood management systems to ensure they are resilient to the impacts of climate change and provide low carbon solutions and local energy generation. Improving and strengthening the city's supporting infrastructure in this way will deliver a stronger, more sustainable and balanced local economy.

At the same time, climate change can bring opportunities and if Sheffield is on the forefront of managing the risks associated with climate change, this will prove attractive to inward investment. The Council will work with Sheffield's businesses and organisations to help businesses identify and respond to the risks and opportunities presented by climate change and extreme weather, particularly flooding, over-heating and drought, as demonstrated through the Lower Don Flood Defence Business Improvement District (BID).

Low Carbon Industries across Sheffield City Region, this sector comprises over 300 companies, employing approximately 10,000 people, and contributing £570 million in GVA. Our potential in this area is enhanced by our expertise in advanced manufacturing where there are specific opportunities to develop new products that form part of the supply chains for sub-sectors like nuclear, wind and tidal power and geothermal.

The city launched a 'Smart-Lab' initiative in 2015, in partnership with Amey and Ferrovial Services which invited innovators from around the world to submit proposals for tackling challenges which included urban revitalisation. National organisations such as the Future Cities Catapult can offer support to advance innovation, help UK companies grow and help make our cities better places to live⁶.

Developing 'smart' technologies, such as alternative and low emission vehicle solutions or mobile applications which promote active travel such as walking, cycling or running can provide new commercial opportunities for business, whilst at the same time contributing towards the sustainable growth of Sheffield.

Applying approaches such as those outlined above, we can explore how we can facilitate the development of ideas and innovation, attract private sector investment and resources to address some of the challenges we face as a city.

We will look to harnessing the inherent innovation and creativity in Sheffield that will help to enable environmentally sustainable growth. To be a successful, sustainable city Sheffield will use the latest technology and new ways of working to champion smart, innovative solutions.

⁵ Sheffield City Council (2012) *Bigger Economy, Better Business, Faster Growth: Sheffield Economic Strategy*, http://www.welcometosheffield.co.uk/content/images/fromassets/100_2002_280313101103.pdf

⁶ Sheffield Smart Lab: <http://www.sheffieldsmartlab.co.uk/>

KEY AREAS OF FOCUS

- Explore further opportunities for working with public and private sector partners in the city to pool resources and to attract external funding to allow us to develop and test innovative solutions to reduce carbon, mitigate/adapt to climate change and to improve air quality.
- Harnessing Sheffield City Council's investment and procurement capacity to increase the city's environmental sustainability and create new opportunities for innovative local businesses that are developing the future of local carbon technology (eg. energy; low emissions)
- Supporting the growth and development of low carbon industries as a key GVA driving sector for the Sheffield economy. This could include:
 - *Business support* – opportunities align business support with the innovative low carbon sector, providing intensive technical support to help business development
 - *Investment* – exploring how targeted, GVA-focused investment to drive growth in the low carbon sector
- Build on the successful Smart Lab Sheffield approach to enable and support the start-up and incubation of innovative new businesses.

Climate change mitigation and adaptation

It is now widely accepted that climate change is already occurring and that if we take action now we can avoid the worst impacts of a changing climate.

In 2015, 195 countries attended the 21st Conference of the Parties (COP21) in Paris. A historic agreement was reached to limit global temperature rise this century to less than 2 degrees Celsius and to pursue further actions to reduce this to 1.5 degrees Celsius above pre-industrial levels.

Cities have a clear role in delivering these reductions.

Sheffield is already investing and delivering adaptation programmes. As outlined above, Sheffield is the first city in the UK to develop a Business Improvement District (BID) for flood defence investment, working in partnership with local businesses and the Environment Agency.

The partnership is already delivering significant investment into Sheffield's flood and drainage infrastructure to make the city more resilient to climate change. As part of the national flood investment programme, £83m of capital investment schemes is scheduled to be delivered by 2021 in the Don and Sheaf valleys and citywide drainage infrastructure, protecting up to 6,000 homes and 2,000 businesses as well as key transport routes and critical infrastructure such as Sheffield's main railway station.

The Council is helping to create successful places and spaces in the Don Valley by investing up to £25m from the Sheffield City Region Investment Fund, to enhance transport infrastructure, flood defences and enhanced public realm.

These investments provide further economic advantage to our City's businesses by developing resilience to climate events.

KEY AREAS OF FOCUS

- We will explore further opportunities to mitigate our impact on the climate, and establish a carbon reduction programme with partners in the city.
- Explore the opportunity for the City to participate in a national, European or global climate change programmes to work collaboratively with the best cities in supporting sustainable city economies.

Incentivising, empowering and enabling – shaping a sustainable growth

The Council wants to work with its partners and wider stakeholders to deliver sustainable growth.

Leadership

Sheffield City Council has a vital role in providing, inspiring and supporting leadership from Sheffield and across sectors to create a growing, sustainable city. This is a major opportunity for Sheffield to become a leading sustainable city with communities and businesses that are: resilient to the effects of climate change; part of a growing economy that can fully exploit its innovative capacity to deliver new solutions to sustainability challenges; part of a city where our decisions and behaviours, both collectively and as individuals, are more sustainable.

Investment and partnership

The Council recognises that creating a more sustainable future for the City isn't something we can do alone, and requires strong partnerships. The Council has the clear role of incentivising, empowering and enabling, with a good example of this being the Lower Don Valley Flood BID programme. The Council enabled and facilitated the process, leveraging the private sector investment and supported the wide approach.

We will therefore investigate the opportunities to develop partnerships with the private sector and universities that can contribute towards delivery or investment in the city.

Strategy and plans

The Council will ensure that our wider strategies and plans consider their implications and impact on Sheffield's sustainability, and develop appropriate actions to ensure they contribute positively towards the five priority themes contained within this document.

Engagement and facilitation

We will build on the work of the Green Commission, the partners and the networks to engage with our communities and facilitate change.

MOVING FORWARD: NEXT STEPS

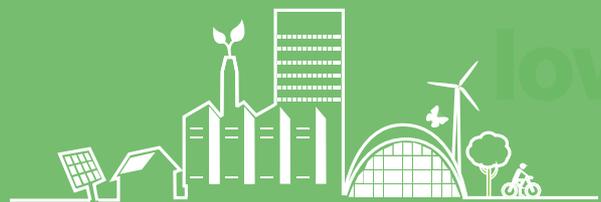
As outlined above, the city has already made some significant advances in key areas. Recognising the progress that has already been made by organisations, individuals and businesses across the city we intend to take this forward. We understand the vital contribution the Council can make in creating a sustainable future, and by identifying our five priority themes are providing a bold message of our commitment to take this forward.

We need to have an accurate and comprehensive understanding of our strengths and weaknesses, as well as the opportunities and challenges we face and therefore we are committing to undertake a comprehensive gap analysis over the next three months.

This work will help to inform the development of an Action Plan that is consistent with the principles set out in this document.

We aim to complete and publish this Action Plan by December 2017.

efficient
affordable
digitally connected
accessible
distinctive
reliable
inspire
simple
integrated
modal-shift
short distances
clean
initutive
networked
efficient
attractive



SHEFFIELD'S GREEN COMMITMENT

Final report of the Sheffield Green Commission

renewable
low-emission
move more
reliable
ambitious
affordable
inspire
short distances
distinctive
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Foreword by the Chairs of the Sheffield Green Commission:

When we first met as Green Commissioners, we were all aware of the scale and importance of the task ahead of us. How could Sheffield become a more sustainable city in the future? How could we take steps, together, now, as a city, which would help to secure a better quality of life for future generations of Sheffield people? Most importantly, how could we reach the stakeholders who most needed to be convinced of the business case for sustainability?

As Commissioners we received a wealth of written and spoken evidence over a 12 month period. At times the task and the scale of the challenge felt almost overwhelming, but as Commissioners worked together to discuss the issues and ideas, we began to identify some specific opportunities that could move the city towards becoming more sustainable.

Sheffield's Green Commitment is the final report of the Sheffield's Green Commission. Sheffield's Green Commitment contains a vision for the city based on the evidence of need, good ideas and successful innovation but now requires delivery partners to secure its implementation. Sheffield's Green Commissioners were keen to deliver a succinct and business-like report which set out a clear vision

to secure a smarter and more sustainable future for Sheffield. The Sheffield we want to see in the future is successful, competitive, sustainable and open for business.

We have always been clear that this is a citywide, independent commission and that a city wide response is required to transform Sheffield into the smart, sustainable, future city which we know it can be.

We are now asking for your commitment - as civic leaders, large and small organisations, business and communities, as well as individuals - to help us turn this vision into a measurable, deliverable change programme. Throughout the process, one thing in particular has become very clear; Sheffield has a wealth of expertise and enthusiasm to take forward these actions outlined in this report.

Sheffield really can become a successful competitive and sustainable city, with a better quality of life for all, if we work together to achieve this common goal. And as one of our presenters said – the battle for sustainability will be won or lost in our cities.

The report will now be taken forward by Sheffield Green Commissioners and other partners in the city as a "Call to Action".



Cllr Jayne Dunn
Cabinet Member for Housing
Sheffield City Council

J. P. Dunn



Liz Ballard
Chief Executive Officer of
Sheffield and Rotherham
Wildlife Trust

Liz Ballard



Thanks

Thanks first and foremost to the Sheffield Green Commissioners who attended over 51 hours of meetings, workshops and discussion in their own time, free of charge, over a 12 month period to work together to develop ideas and goals to make Sheffield a more sustainable city. Thanks to Cllr Jayne Dunn, Cabinet Member for Housing for chairing and to Liz Ballard, Chief Executive Officer of Sheffield and Rotherham Wildlife Trust for chairing the Sheffield Green Commission.

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Thanks also go to:

- Expert witnesses who presented at public hearings between December 2014 and June 2015, and who gave both their time free of charge and their ideas for Sheffield.

- Sheffield Hallam University and University of Sheffield for providing venues free of charge for hearings and workshops.
- Sheffield Climate Alliance for co-hosting a public hearing with us.
- Local speakers who gave verbal evidence at our fringe event in July 2015 #SHEDtalks.
- All those who have contributed written evidence.
- Members of the public who have attended hearings, followed our progress on Twitter and joined in the conversation about how to make Sheffield more sustainable.

Specific thanks go to:

- Simon Hughes, Sheffield City Council Democratic Services for providing an excellent written record of hearings.
 - Colin Harrison for providing film footage of the events.
 - Sheffield City Council and Sheffield is My Planet web authors for publishing the Sheffield Green Commission work and providing a living 'archive' of this process.
- Finally, thanks to the many Sheffield City Council officers who have facilitated the workings of the Commission.

Sheffield Green Commission vision of sustainable city principles for Sheffield



A city with transportation systems that are efficient and affordable, reliable and clean, simple and intuitive, networked and integrated, and low-emission. A city digitally connected to reduce avoidable travel. A city where there is a modal-shift towards active travel, where people move more on foot or by cycle, particularly for short-distances of under 5k/3 miles.



Sheffield is a green city both in its urban core and its surrounding landscape and this is part of its attractiveness and distinctiveness. A city with an accessible, ambitious, bold, biodiverse, equitable and high-quality, well-designed formal and informal landscape that is sustainable to maintain and delivers a myriad of benefits. An outdoor city that provides legacy in terms of its place-making. Green space which when linked together into a permeable network is game-changing for people, and for wildlife. An outdoor city ecosystem.



An energy secure city with transformative affordable, clean, efficient, low-emission, networked, renewable, resilient, simple and locally owned energy solutions.



A Core City and Eurocity which, building on its unique resources and capabilities, collaborates with partners in order to innovate and learn from its residents and from others in moving towards a more sustainable future. Sheffield is committed to continuously learning about how to make Sheffield a smart, sustainable future city.

Executive Summary

Sheffield Green Commission was tasked with hearing and reviewing evidence from a wide range of expert witnesses and using this evidence to make recommendations for securing Sheffield's environmental, social and economic future.

This is the final report of the Sheffield Green Commission and sets out a vision for how, working together as a city, Sheffield could become a smarter, more sustainable, more competitive, future city.

The next stage is to consider the recommendations put forward in Sheffield's Green Commitment and commit to action, to turn this vision into a reality.

We are inviting city wide stakeholders to respond to this report with firm commitments.



Aims and ambition of the Sheffield Green Commission

Sheffield Green Commission was tasked with analysing Sheffield's strengths, opportunities and challenges; inviting and considering evidence on a range of sustainability themes; making recommendations and plans to secure Sheffield's environmental, social and economic sustainable future; developing an action plan¹ and finally encapsulating all of this in a report.

Sheffield Green Commissioners were selected who had both expertise and influence and who could bring the voice of different stakeholders across the city, including business, industry, both Universities, the public sector and the independent sector. Sheffield Green Commissioners gave over 51 hours of their time to the city, without charge, during 6 hearings, 8 workshops and 1 fringe event (SHED Talks).

¹The action plan will be derived from responses to this final report and commitments and pledges from partners, and will be appended.

The Green Commissioners received evidence over a 12 month period, including verbal evidence from expert witnesses at six hearings held in public and written and verbal evidence from local experts and grassroots campaigners. Expert witnesses were chosen to bring a wide range of evidence and insight into the issues that need to be tackled to make cities more sustainable and to give practical examples of successful initiatives and innovation.

The Sheffield Green Commission explored the city's environmental opportunities and challenges, by seeking written evidence and listening to expert witnesses. Expert witnesses were asked to speak to seven themes which were chosen following public consultation. These were:

1. Sustainable mobility
2. Low CO₂ energy and resource efficiency
3. Sustainable growth and a low CO₂ economy
4. Climate change
5. Green infrastructure /Quality of life/Place making
6. Communication, engagement, education and behavioural change
7. Health and wellbeing

The Commission considered global and national issues of relevance and significance (such as climate change and energy resilience) and established how these affect Sheffield, its residents, communities and businesses. In particular the Green Commission focussed on establishing how these environmental opportunities and challenges, if addressed appropriately, can benefit the health and wellbeing of our residents and also drive economic prosperity for all.

The over-arching ambition of the Sheffield Green Commission was to contribute to the debate, and to influence and help create a sustainable and smart city vision that takes

account of economic, social and environmental drivers.

After careful deliberation, Sheffield's Green Commission has chosen to put forward 4 high priority "game changing" visions, that are considered deliverable for the people of Sheffield in the medium term, and which can act as a lever to move Sheffield onto a more sustainable footing. These are:

- Sheffield is a connected city
- Sheffield is energy secure and sustainable for today and for the future
- Sheffield is a green city both in its urban core and its surrounding landscape
- Sheffield is a learning city and has sustainable "know how"

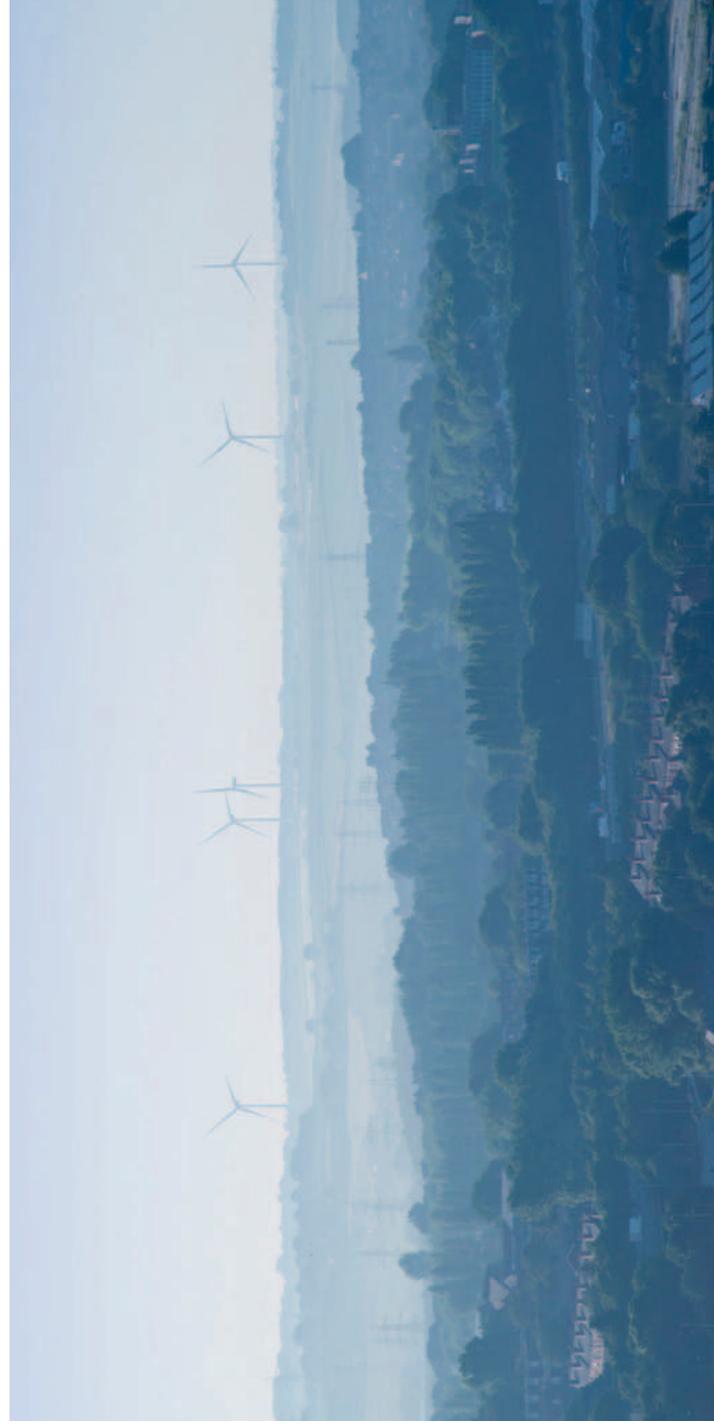
These **4 key vision statements** emerged following an intensive prioritisation process, over 9 hours and 3 workshops, which saw 77 ideas from the 6 hearings discussed.

Beneath each of these strong visions for the city lie a set of recommendations, a summary of evidence and brief case studies/exemplars from European Green Capital cities which illustrate the reality and achievability of such transformative change.

Behind this brief consolidated output of the Sheffield Green Commission lies months of work which has been digitally published during the process.

This report marks the formal end of the Sheffield Green Commission enquiry but it firmly acknowledges that further work and action is now required to implement this vision. We are inviting a wide range of partners to respond to the vision, help develop it further and set their own firm targets to make this into a deliverable, measurable programme of change.

It is anticipated that each sector will respond to this call using their unique resources, capabilities and opportunities as well as all sectors collaborating for collective action. An implementation strategy will be determined having allowed time for different sector responses.





low-emission
digitally connected
affordable
integrated
clean

*“It is easy to
move around
Sheffield in a safe,
clean, integrated,
affordable, high
quality, low
emission transport
system”*

We want
**Sheffield's
air pollution**
to be reduced to the point
where it is well below the
European Health Limit
maximum value

for individuals and businesses to switch to ultra-low emission vehicles through, for example business rate reductions, financial lease arrangements, zero parking charges, free re-charging of electric vehicles in the workplace and in car parks around the city.

Traffic flows freely in and around Sheffield, without congestion and reflects the modal share of a modern city with predominantly public transport and pedal cycles on the roads and room on the pavement for easy pedestrian use, with safer crossings and intersections.

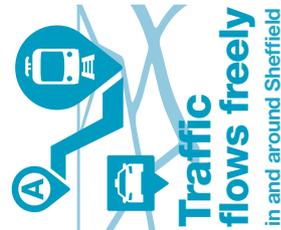
Intelligent urban design has increased urban density so that a greater number of people in Sheffield are living closer together and more connected to services. This urban density means that unnecessary travel is eliminated and resources are more intensively shared leading to systemic decarbonisation across land use and transport.

As a consequence of these interventions Sheffield's air pollution is reduced to the point where it is well below the European Health Limit maximum value.

Superb digital connectivity means unnecessary travel is avoided.

What will success look like?

It is easier, enjoyable and more convenient, comfortable and affordable for individuals and families to travel around Sheffield and across the Sheffield City Region by public transport than it is to use private vehicles. Residents using public transport have smartphone or card integrated ticketing. Departure and journey times are provided in real time direct to the customer. Public transport is safe and clean, it is easy to get a seat, and there is free Wi-Fi so that commuting time can be used pro-actively. Bicycles can be transported on trams and trains. Tram, train and bus stops



are clean and well lit and have CCTV where this would improve customer safety.

Buses, trams, trains and taxis keep pace with the latest ultra-low emission technology and fleet renewal is routine.

Pedal cycles are available for hire across the city in a series of connected and intuitive hubs. The cycling infrastructure supports new, beginner and less confident cyclists and cyclists of all ages to safely travel across and around the city, along pleasant routes, and without unnecessary detours.

Where it is necessary to use private vehicles, ultra-low emission vehicles are available through car clubs as occasional use vehicles for business and leisure. There are incentives



£58m scheme

3 “tram-trains” will run per hour between Sheffield and Rotherham

What has Sheffield already achieved?

Sheffield has a proposed “Devolution Agreement” with the Government which includes a long-term transport budget for the City Region and the power to franchise the bus network.

There is a 25 year Private Finance Initiative contract “Streets Ahead” with Arney to upgrade 2/3 of the city’s roads.

It is proposed that there will be a High Speed 2 station in Sheffield at Victoria or at Meadowhall (location to be determined)

From 2017 - as part of a £58m scheme - 3 “tram-trains” will run per hour between Sheffield and Rotherham promoting greater connectivity across the city region.

ITM Power, a Sheffield based company, has opened its first public access wind hydrogen refuelling station at the Advanced Manufacturing Park, and has signed a strategic siting partnership for the delivery of Hydrogen Refuelling Stations (HRS) on three forecourts in the UK.

Sheffield continues to bid for funding to upgrade to its bus and taxi network to newer, lower emission and clean fuel vehicles.

The University of Sheffield now offers a bicycle rental scheme across a number of locations in the city.

European City Case Study: Ljubljana, European Green Capital 2016

Transportation in Ljubljana has changed dramatically over the past decade. From a city which was rapidly becoming dominated by the car, the focus has now shifted to eco-friendly alternatives. In 2013, Ljubljana modified traffic flow within the city to limit motorised traffic and give priority to pedestrians, cyclists and public transport. Cycling is also increasing, with over 1.6 million journeys using the ‘BikeLJ’ bike-sharing system since 2011. Future transportation plans are promising in Ljubljana. In 2012 the city adopted goals that will see public transport, non-motorised traffic and private account for equal one-third shares of all transport by 2020

Recommendations:

Sheffield clarifies and agrees its transport vision and aspirations for the City

Sheffield controls public transport in the city region – as in Transport for London and Greater Manchester – so that it is integrated, safe, affordable, high quality and low emissions

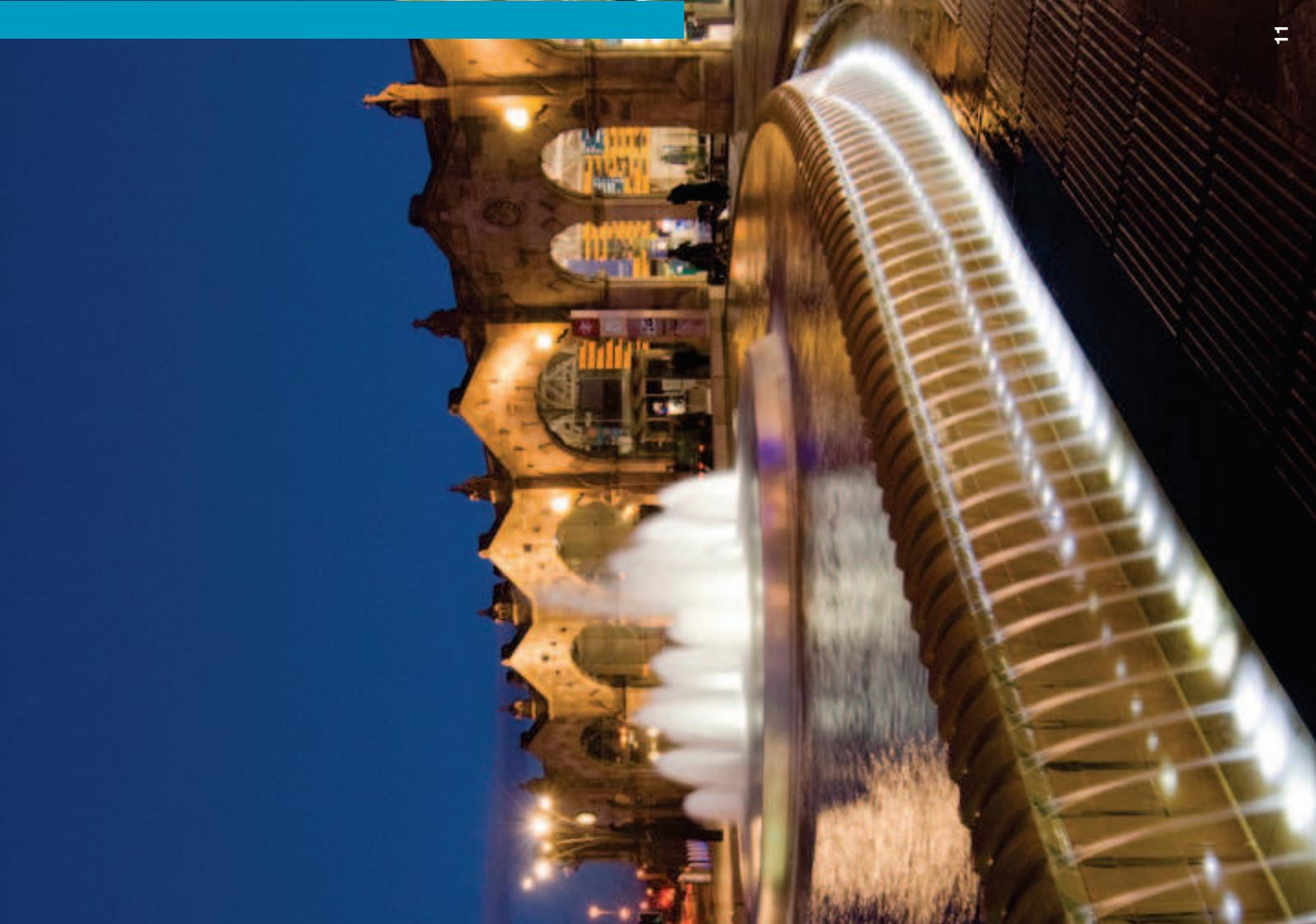
Sheffield becomes a leading centre for initiatives such as locally generated community renewables and hydrogen fuel cell vehicle technology

Sheffield promotes innovation/disruptive technologies in transport, for example digital ticketing or emerging clean fuel technology.

Organisations with large return to base fleet (such as the NHS and Local Authority, and their subcontractors) consider the feasibility, and possible benefits, of using clean vehicle technology.

Sheffield considers the role of hydrogen fuel cell/clean vehicle technology in the economic regeneration of the city region, and

examines the business case for additional investment in extra fuelling centres in the City Region





We will think of walking and cycling as our first choice of travel



What will success look like?

It is easy, practical, safe and convenient to walk or cycle for commuting, using services, and shopping, as well as for leisure purposes. Instinctively, we think of walking and cycling as our first choice of travel. Pedestrians and cyclists of all ages are visible and safe on accessible, intuitive, and attractive cycle and pedestrian networks across the city and into the Sheffield City Region. It is easy and safe for a 10 year old child to travel independently to school on foot or by bicycle. Beginner cyclists are supported by both coaching and good

What has Sheffield already achieved?

Sheffield has a range of initiatives to promote cycling including bike loans, bike libraries, cycle coaching, led rides, bike parking and pumps, cycle routes and maps, advice on bicycles on public transport. For bike/train/tram commuters, there is a bike hub at the train station with over 400 secure bike parking spaces, showers and bicycle repair shop. There is investment into developing physical infrastructure for cycling, in particular green routes across the city for both commuting and leisure purposes. The Trans Pennine Trail runs through Sheffield.

Cycling infrastructure to be confident on Sheffield's roads and on segregated cycle-paths. Cycling is an affordable travel choice for everyone and there are schemes available to get whole schools, workplaces and business cycling. Secure bicycle parking is plentiful and conveniently located near local workplaces, schools, business and retail areas. On street bike hire links businesses, campuses, parks and other destinations across the city and on the Trans Pennine Trail for commuting and leisure purposes. We aspire that Sheffield will have a healthier population with more people building active travel into their everyday lives.

Recommendations:

Sheffield learns from exemplars such as Bristol to support its ambition to be a cycling city, but also seeks to be an exemplar in its own right.

Sheffield's Local Plan contains specific ambition to be a walkable, cycle-able city.

It is as easy and safe to walk, bike, run, take public transport in Sheffield as it is to drive for both commuting to work/school and for leisure pursuits. There is a Walk/cycle first mind-set (as in the Netherlands)

Sheffield actively seeks increased investment in walking and cycling infrastructure (e.g. 20 mph zones, wide pedestrian and cycle paths separated from road traffic), both through local budgets, business partnerships, Community Infrastructure Levy (CIL) and through national and European funding

The University of Sheffield has a bike hire scheme at a number of locations in the city.

Tour de France legacy is a big area of work for the city, with events such as the Jenkin Hill time trial and the mass participation Skyrider on traffic free roads through the city centre continuing to raise the levels of engagement in cycling in the city. A cycling inquiry and Move More Plan aim to reduce barriers and increase participation in everyday physical activity.

The Sheffield Walking Forum is well-established and holds an annual walking festival in Sheffield each year.



European City Case Study: Copenhagen was European Green Capital 2014

The jury singled out Copenhagen as a good model in terms of urban planning and design. It is also something of a transport pioneer, aiming to become the world's most practicable city for cyclists. Its goal is to have 50% of people cycling to their place of work or education by 2015 (35% cycled to their workplace or school in 2010), helping the city reach an ambitious goal of being CO2 neutral by 2025.)



renewable secure city
low-emission
 locally owned
energy solutions

“Energy is generated and distributed locally and individuals and businesses are engaged with energy efficiency and demand reduction”



Sheffield biomass providing power for 40,000 homes



Sheffield has greater energy security and lower CO2 emissions, becoming a stronger Northern City by improving resilience to the issues of security of supply and variability of price. Sheffield has well-insulated, fuel efficient homes across all housing sectors and no household lives in fuel poverty. New build homes meet the highest energy efficiency standards and connect to the lowest CO2, locally generated energy sources where viable. Sheffield's industrial and commercial properties meet the best independent standards for energy efficiency and make

What will success look like?

Sheffield generates more of its own energy through renewables like solar, wind and biomass and also through hydrogen and heat recovered from non-recyclable waste. Local ownership of energy generation and distribution is actively encouraged and growing, becoming an important resource for the city. It enables greater control of supply and promotes energy efficiency and demand reduction. It ethically invests for the direct benefit of the people of Sheffield to support sustainability and reduce fuel poverty, seeking profits to reinvest in those aims. Sheffield continues to exploit

use of the lowest CO2, locally generated energy sources where viable.

Local ownership of energy generation and distribution is actively encouraged and growing, becoming an important resource for the city. It enables greater control of supply and promotes energy efficiency and demand reduction. It ethically invests for the direct benefit of the people of Sheffield to support sustainability and reduce fuel poverty, seeking profits to reinvest in those aims. Sheffield continues to exploit

the potential of being a city with two District Heating Networks and seeks to extend them where they can be seen to lower CO2 emissions and improve energy security.

The city is known for being at the cutting edge of research into disruptive technologies for the generation and storage of renewable energy.

We seek to grow and support investment in “green collar” jobs in this sector at all levels, including research, manufacture, project management, retrofit and installation.

What has Sheffield already achieved?

The Council and third sector organisations have invested in and co-ordinated local initiatives to increase levels of insulation, improve heating and reduce fuel poverty in the owner-occupied, private rented and social housing sectors.

Sheffield is already home to Sheffield Renewables, a well-regarded and established community energy organisation which has undertaken three community solar projects, renewable energy feasibility studies and has supported many other organisations across the country through two national mentoring projects. Sheffield operates the biennial “Big Switch”, a collective switching scheme to offer lower energy tariffs to households and combat fuel poverty.

Local company ITM Power uses hydrogen fuel-cell technology to store surplus wind power, avoiding curtailment and creating a reliable clean fuel source. Within Sheffield Veolia operates our first district heat network connected to their plant which converts municipal household waste in the city into heat for houses and commercial properties on that network. In addition E.ON's 30MW biomass renewable energy plant near Meadowhall produces enough power for around 40,000 homes by converting UK sourced recycled waste wood into electricity. The plant displaces the emissions of around 80,000 tonnes of CO2 every year. The city's second heat-network has been connected to this plant to deliver heat to homes and businesses up and down the Don Valley from Rotherham to Sheffield City Centre.

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A further biomass plant is to be constructed in Sheffield after securing £30m of investment from the UK's Green Investment Bank (GIB) and the Equitix Energy Efficiency Fund (EEEF). The plant is Combined Heat and Power (CHP) ready and will provide over 6.5MW of renewable electricity into the local grid and is capable of supplying zero CO2 heat to homes and businesses in the local area. The University of Sheffield operates a 58m² state-of-the-art silicon photovoltaic installation designed to measure the use of “real-world” devices in northerly locations and to field-test new and alternative photovoltaic technologies.

The Council is seeking to use rivers to generate hydroelectricity as part of the flood management programme. By the end of 2017 the Streets Ahead project will have replaced all streetlights with new LED lights that are fully controllable. The Council believes that Sheffield will be the first city in the world to be able to control all our LED streetlights centrally. This controllability will save 40% of energy and CO2.

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New build homes meet the highest energy efficiency standards



Recommendations:

Sheffield develops a full business case for development of a local energy company and actively supports other community energy schemes. Sheffield builds on the experience of successful local authority schemes elsewhere, which have demonstrated economic benefits by investing in the generation and distribution of community generated, low CO2 energy for local people.

Public investment is made in this sector for the direct benefit of people, jobs and businesses in Sheffield to support sustainability and reduce fuel poverty, seeking profits to reinvest in those aims. To that end, the City explores financial instruments, such as the revolving fund model and social enterprise companies to help deliver innovative and long-term energy investment.

Sheffield sets minimum and aspirational requirements - as landowner on its own land - for domestic energy use and efficiency. SAP 65 is considered to be the minimum necessary to take a household out of fuel poverty; the average SAP¹ for a publicly owned property in Sheffield now exceeds 70. There are local exemplars in the private sector to show how SAP 65 can be economically achieved and new house building developers and major retro-fit schemes, both public and private, should be set this standard.

Sheffield accompanies any retrofit schemes or new local energy developments with public education and clear information on energy efficiency and staying warm affordably.

Sheffield continues to promote and provide accessible, understandable advice on national and local schemes for home energy efficiency improvements and on sourcing affordable energy (e.g. better heating controls or price comparison) using the expertise and support of local groups. Sheffield revisits, refreshes and implements the recommendations of the mini-Stern Review for the Sheffield City Region, with particular attention to the actions in that report which resonate with the recommendations in this report.

Sheffield develops a comprehensive decentralised energy supply chain strategy, creating higher wage jobs by focusing on local, high quality supply chain development in all aspects of this sector, with particular emphasis on small and medium sized businesses in the area to ensure we are poised to benefit from future opportunities.

Incorporating all of the above recommendations, Sheffield communicates a broad decentralised energy generation strategy, linked to wider infrastructure needs, considering the nested connected islands approach. Climate change is now likely to impact on heating and cooling requirements unpredictably, therefore impacting the demand for, and supply of, affordable energy. Sheffield ensures it has the sustainable, decentralised energy infrastructure required to cope with climate change, delivering energy resilience and job competitiveness for the city over the long term.

European City Case Study: Bristol was European Green Capital 2015

Bristol impressed the Jury with its investment plans for transport and energy.

The city has committed a budget of €500m for transport improvements by 2015 and up to €300m for energy efficiency and renewable energy by 2020 (this includes a confirmed €100m ELENA investment in renewable energy).

CO2 emissions have consistently reduced in Bristol since 2005, despite a growing economy. Bristol has the ambition of becoming a European hub for low-CO2 industry with a target of 17,000 new jobs in creative, digital and low CO2 sectors by 2030. Bristol demonstrated 4.7% growth in the green economy in 2012.

"SAP has been adopted by government as part of the UK national standard for calculating the energy performance of buildings. It provides a simple means of reliably estimating the energy efficiency performance of your home. SAP ratings are expressed on a scale of 1 to 100 - the higher the number, the better the rating. (source: http://www.nlhc.gov.uk/what_is_a_sap)"

*“Sheffield is a
European
Green City,
both in its urban
core and its
surrounding
landscape”*

**What will success
look like?**

Sheffield is a city recognised for its natural and attractive green spaces and waterways, running from the heart of the city right out to the surrounding landscape.

Sheffield has a high quality, bio-diverse, wildlife-rich natural environment; accessible, attractive, formal and informal parks and green spaces; and clean rivers and waterways for people to benefit from and enjoy. Sheffield's landscape of rivers, canals, hills, mature woodland, moorland and parks (formal and informal green space) is:

- Understood and valued

everyday lives – they benefit from the mental and physical health and wellbeing that regular contact with nature and the outdoors can bring.

Visitors to the city travelling up from the station and through the city centre feel that they are in the greenest and most wooded city in Europe.

There are permeable green networks across the city for both people and wildlife.

Sheffield has all the benefits of being a large urban city, yet with 1/3 of its urban area in the Peak District National Park. Residential areas have a “garden city” feel.

Talent is attracted to, and retained in Sheffield because of the city's superb green and blue infrastructure. Sheffield is a successful destination as an “Outdoor City” bringing economic benefits and investment to the local outdoor industry and the supporting natural assets.

- Well-maintained
- Planned and protected
- Great for wildlife and great for people

Nature is valued intrinsically in its own right, as well as for its economic, social, health, and ecological benefits.

Sheffield's green spaces are multi-functional and the role of the surrounding landscape, green spaces and waterways in flood risk mitigation, CO2 capture, air quality mitigation, noise reduction and urban cooling is understood and enhanced.

There is equal access to high quality green space right across the city. People enjoy and regularly visit formal and informal green spaces as part of their

**What has
Sheffield already
achieved?**

Sheffield has an enviable reputation as one of the greenest and most wooded cities in Europe. Sheffield has the largest allotment site in Europe, 83 public parks and green spaces, 70 green roofs, more than 1/3 of the city within the Peak District National Park, more than 2 million trees, and greater woodland cover than any other city in Britain (over 10%).

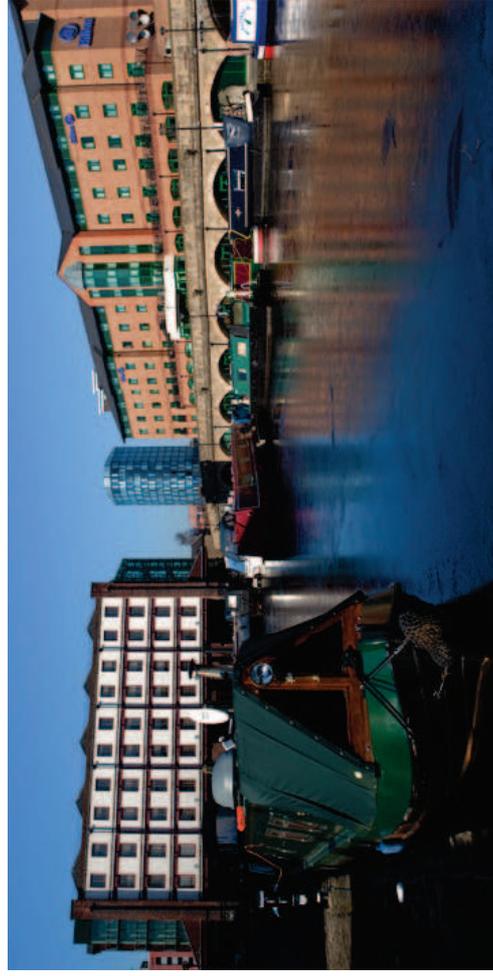
Sheffield is building upon this with schemes that address flood resilience and which create new green and blue space within the city centre such as the “Grey to Green” scheme between West Bar and Snig Hill and a new pocket park at Sidney/Matilda St. A city with over 150 miles of rivers and streams, Sheffield has an agreed Waterways

Strategy for waterways regeneration which addresses competitiveness, place-making, climate adaptation and resilience and ecological benefits.

Sheffield City Council, in partnership with the Environment Agency, has an ambitious flood management programme to 2021 that will make the city more resilient to flood risk. It will also improve water quality and support leisure opportunities, including blue corridors

Sheffield is recognising and building upon its strong economic competitive advantage as an “Outdoor City”. Sheffield is re-greening its city centre and there is huge potential to transform this urban space so it mirrors the surrounding landscape of gritstone, moors, rivers and woodland.

Sheffield is in the process of developing its Local Plan (called the Sheffield Plan) which will include policies to ensure there is sufficient green space provision in the city.



Recommendations:

There is a clear, bold vision for Sheffield as a Green City, which is incorporated into the Local Plan, regional plans and other strategic documents.

Sheffield works to deliver its legacy as a smart green and blue future city for the next 150 years, as much of the green and blue we currently enjoy is mainly the legacy of the Victorians.

The Local Plan is a key opportunity to shape and guide development in the city for the next 15-20 years and must include a strong focus on green and blue infrastructure.

Protection of the green belt around Sheffield means there is pressure on densification in the City Centre and brownfield sites for housing. Sheffield's Local Plan needs to consider ecosystems services that urban belt, brownfield and urban gardens give in deciding where to build the housing that the city needs for growth.

Sheffield invests in green infrastructure, particularly where this provides multiple ecosystem services and benefits, and this is included in plans for the Community Infrastructure Levy (CIL) as a priority

Green infrastructure and intelligent urban densification is prioritised in spatial planning, using the new Local Plan to site housing land allocation away from important green spaces.

Sheffield's Residential Design Guide is refreshed to influence housing estate design that

makes space for nature and adds green networks to the city.

Sheffield considers the evidence on what type of urban form provides the best space for nature and uses this in the refresh of the Residential Design Guide.

All large new developments, whether residential, commercial or for employment contain quality green space with clear mechanisms for their long-term maintenance.

Sheffield has ambitious standards for the quality and accessibility of green space, connectivity for people and for wildlife, and equality of access to green space.

Sheffield invests in its green infrastructure to deserve and build on its reputation as the "greenest and most wooded city".

Sheffield recognises the economic benefits of green infrastructure, including the value to the City's economy of the "Outdoor City" brand.

The City needs a solution and new financial models for maintenance of its existing green space and waterways if it is to retain the level of provision and promote the city as an attractive place for people to live, work, play and visit.

Sheffield ensures that in re-greening schemes there is joined-up planning so that multiple objectives for sustainability can be met e.g. the 'Grey to Green', Living Highways schemes contain

cycling and pedestrian infrastructure as well as flood resilience, urban cooling, biodiversity, air quality mitigation and amenity value.

Sheffield seeks opportunities to retrofit existing developments to incorporate more attractive green space and spaces for nature; ensure new developments have a requirement for good green and blue infrastructure to help future-proof the city against flood risk and heatwaves; and develop attractive spaces to live, work and play in order to retain talent in the city.

Sheffield has a clear strategic and spatial plan for the different uses of space, including green space.

Sheffield considers where garden cities and green blue infrastructure fit within the Local Plan and the balance of more densified cities and the impact on noise and nuisance.

Successful cities have a mindset that recognises water and rivers as an asset and opportunity rather than as a threat. Sheffield's waterways, woodlands, moors, gritstone, parks and informal greenspace are celebrated as an asset and opportunity.

Climate change means that cities like Sheffield need to consider flood and heatwave resilience – green and blue infrastructure is at the forefront of climate mitigation and adaptation.



Photograph of Wyrning Brook Nature Reserve courtesy of Sarah Sidgwick and Sheffield and Rotherham Wildlife Trust

European City Case Study: Essen, European Green Capital 2017

Essen has built green and blue corridors within the city and is investing in green infrastructure which has been demonstrated through the development of the Krupp Belt. The city of Essen has implemented a range of practices to protect and enhance nature and biodiversity. Future plans focus not only on the greening of the city but also on the promotion of biodiversity in new green areas and in particular on species which are resilient to climate change.



delivering a smart green and blue city

learning City

create long view
solve connect learn
evaluate

“Sheffield is committed to continuously learning about how to make Sheffield a smart, sustainable future city”



What will success look like?

Sheffield's inclusive civil society – including organisations, businesses and individuals from many different sectors, are all working together and contributing to a more sustainable city.

Sheffield has a continuous dialogue across city partners, and local and national experts, delivering Sheffield's Green Commitment vision, based on firm foundations of knowledge, evidence and best practice.

Sheffield is continuously learning from and collaborating with other major UK and European cities, to organise collective action across Europe that has positive local

A New £10 MILLION
centre for climate change mitigation, led by the University of Sheffield

Sheffield is a successful and sustainable city because it has the key competency of achieving more with limited and scarce resources through designing resource efficient systems and embracing an outlook of digital transformation.

Sheffield's mixed economy is one reason for its competitive strength and sustainability.

Sheffield is a city where the outdoor economy has the potential to grow new business and retain talent.

Sheffield is a 'creative, inventive and energetic city' of makers.

With a proud industrial heritage the city is internationally recognised for its leading edge talents in manufacturing, engineering and design.

As the anchor city in the Sheffield City Region, the city is poised to play a pivotal role in the 'Northern Powerhouse'. The city is developing its economic offer around advanced manufacturing and its burgeoning outdoor economy and both these initiatives offer potential for the city to establish itself as a leader in areas such as research and new technology.

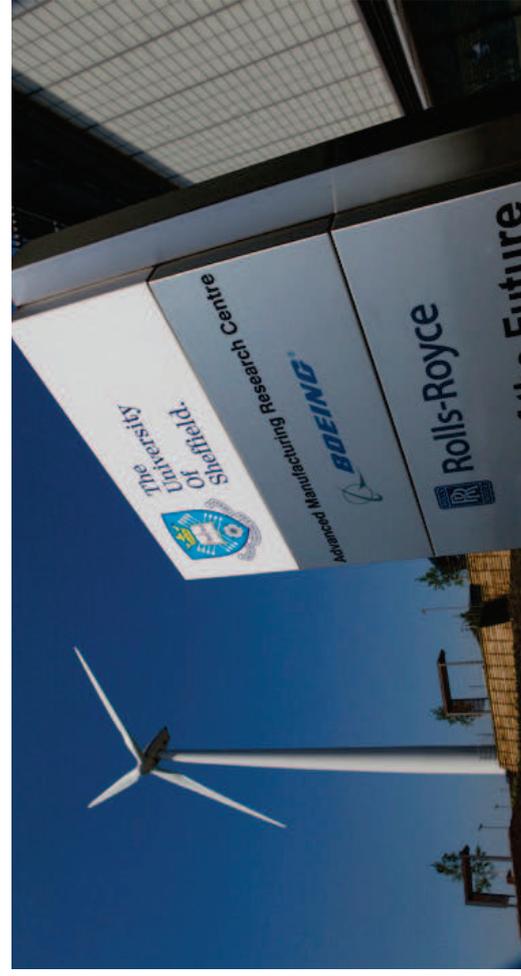
Sheffield has growing expertise in resource efficiency and supply chain life cycle management, both in a manufacturing and a public service context.

What has Sheffield already achieved?

Sheffield has started a city-wide dialogue with a range of partners about how to transform Sheffield into a smart, sustainable, future city. The digital archive of evidence is freely available to anyone wanting to take this conversation further, beyond the formal process.

Sheffield has strong sustainability credentials which include: the first Business Improvement District (BID) in the country to focus on flood management; the largest tram network; one of the largest and still growing decentralised energy networks in the country; in the Sheffield City Region, the hydrogen mini grid for energy storage and fuel at the Advanced Manufacturing Park; and the first green roof to be designated as a nature reserve.

A new £10 million Centre for Climate Change Mitigation, led by the University of Sheffield, was announced on 3rd December 2015. This award recognised the enormous potential of Sheffield as a research rich university, with a track record in sustainability, being well-positioned to help address this global challenge through knowledge.



Recommendations:

Sheffield considers how to build on the work of the Sheffield Green Commission and ensures that city partners work together effectively for a sustainable future city. Sheffield harnesses the power of city leaders and many local champions. Sheffield collaborates, partners and shares learning with other Core Cities and Eurocities facing similar sustainability challenges to ensure greater joined-up learning, thinking and working. Sheffield builds upon its major city status and sustainability credentials, set out in this report, and promotes the city to the brightest talent as an active and innovative place to live, learn, work and enjoy.

Sheffield should actively seek out, develop and retain the “know how” it needs to become a more sustainable future city.

Sheffield establishes a set of broad sustainable design principles (including resilience, competitiveness, attractiveness and healthiness) that harnesses the expertise of those “ahead of the curve” (e.g. early innovators, disruptive technologies) and allows the City to work together to co-design solutions to shared problems.



Conclusion and Next Steps

Sheffield's Green Commission has been the start of a process of multi-stakeholder, city wide dialogue about how to transform Sheffield into a smart, sustainable, future city.

Sheffield's Green Commitment offers the city a starting point for aspirational change. The ideas and recommendations that have been put forward are all achievable in the medium term – there is deliberately no “blue-sky” thinking but all four visions are “game-changing”.

The visions and recommendations in this report require collective commitment and action from across the city. No one organisation can do this alone.

The next step in the process is for the city to respond to the challenge put forward by Sheffield Green Commission. It is likely that there will be an implementation “spectrum” with the most forward thinking partners immediately adopting the ideas and pushing the vision further whilst others will need more time to consider.

Sheffield's Green Commitment is one contribution to a wider conversation on sustainable Sheffield that will be made far richer by debate with city leaders and champions, to which we hope that you will add your voice, commitment and pledges.

“Sustainably Made in Sheffield”:

A note regarding resource efficiency

Sheffield Green Commissioners have been committed to resource efficiency and smarter ways of working throughout the process.

The main resource of Sheffield Green Commission has been the people of Sheffield, and the expert witnesses, who have willingly donated their time.

Sheffield Green Commissioners have specifically chosen to have a very small print-run of hard copies which will be available for reference in the city's libraries. This report will be predominantly shared in digital format and will be complemented by a publicly available digital archive of the evidence gathered.

“Sustainably Made in Sheffield” is the quality mark that this report aspires to. We hope that the electronic format will enable this report to be widely and sustainably shared.

Sheffield Green Commission in numbers:

1 final report – Sheffield's Green Commitment

1 fringe event #SHEDtalks

6 hearings held in public

8 workshops of Sheffield Green Commissioners

14 Sheffield Green Commissioners

50 public tickets for each hearing

>51 HOURS of time given by Green Commissioners (and counting...)

>200 followers on twitter

>300 on the Green Commission mailing list

1 city-wide multi-stakeholder movement for a smart, sustainable, future Sheffield

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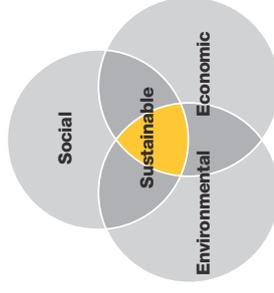
Sheffield Chamber of
Commerce and Industry

Appendix 2 – Area of Enquiry Summaries

Area of Enquiry: Sustainable mobility

Sub-topic area: Modal Shift

Triple bottom line



Economic: Congestion causing delays, availability of parking spaces for employees and customers, attractiveness of the city for investment, impact on health/social care economy of inactivity, outdoor economy benefits from walking/cycling

Health/Social: Physically inactive travel and poor air quality from vehicle emissions contributing to rates of cardiovascular disease in the city and other health harms.

Environmental: Poor air quality and greenhouse gases produced by vehicle emissions. Sheffield breaches European Health Limit Values for air pollution and the major cause is road traffic.

Why relevant to Sheffield?

Modal split refers to the proportion of the population choosing to drive, cycle/walk, use public transport. In Sheffield, over 50% of journeys are by car and fewer than 9% by cycling/walking. Sheffield's entire urban area is designated as an Air Quality Management Area due to poor air quality, above European Health Limit Values in areas with the busiest roads. Around 60% of adults, and 1 in 3 children on leaving primary school are overweight: active travel everyday could help reduce these health and economic impacts.



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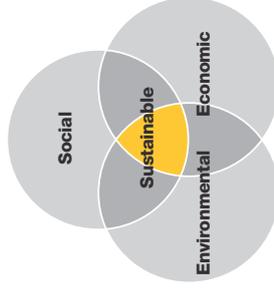
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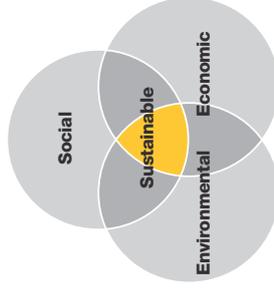
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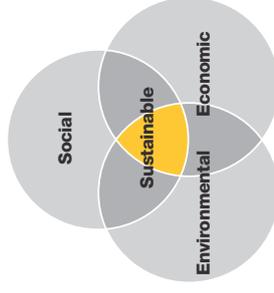
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Evidence:

- Dr Adrian Davis, Consultant in Public Health, Bristol City Council – Sustainable Mobility and Modal Shift
- Active travel is the best buy in public health but is undervalued
- The risk of death through inactivity far outweighs deaths of cyclists on the roads
- There are significant economic benefits through cycling and walking
- There are co-benefits for climate change through greenhouse gas reduction

How?

- Bristol has achieved change through a number of initiatives:
 - A multi-disciplinary Healthy Urban Team working across the Local Authority, including in planning and transport;
 - Through the Cycling City programme, invested £16 per head over 2.5 years to 2011 this led to a rise from 6.7% to 9.8% of people cycling to work by 2011
 - The Vision for Bristol: “Bristol should be safe city for a 10 year old to walk independently to school”.
 - Bristol and Edinburgh are signatories to the ‘Charter of Brussels’: demands include a 15% bicycle modal share by 2020 and reducing bicycle road fatalities by 50%. See more at: <http://www.ecf.com/about-us/manifesto/charter-of-brussels/#sthash-j4ACdwbX.dpuf>

Assets/challenges for Sheffield around this theme:

Assets:	Challenges:
Legacy of Tour de France encouraging cycling	Austerity inhibiting investment in cycling infrastructure e.g. Amey “Streets ahead” contract is ‘like for like’ replacement rather than upgrade
Natural assets of parks, woodland, moorland, countryside, rivers, canals	Hilly terrain discouraging beginner cyclists, walkers
Strong independent cyclist groups and forums and <i>Living Streets</i> promoting walk to work and school	Lack of overall control of public transport, - unlike Transport for London - so can be difficult to integrate and co-ordinate (new Devolution Deal may address this)
Dedicated personnel within Sheffield City Council and within South Yorkshire Passenger Transport Executive for cycling, walking, public transport promotion	
Wealth of Sheffield businesses supporting cycling with 15 listed on http://www.cyclesheffield.org.uk/lists-and-links/bike-shops-in-the-sheffield-area/	



So what does this mean for Sheffield?

Sheffield’s reputation as a clean, green, sustainable city, attractive to live, work and play in, will secure economic growth and inward investment as well as promoting health for its residents and protecting the environment for future generations of Sheffield citizens.

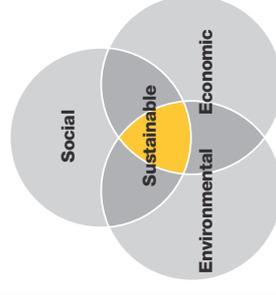
Area of Enquiry: Low CO₂ Energy and Resource Efficiency

Sub-topic area: a. production (renewables) and supply b. usage and efficiency (domestic, commercial and industrial) c. fuel poverty d. energy distribution e. reduce, re-use and recycle (waste hierarchy)

What: Sheffield has reduced its energy demand and energy bill and created green collar jobs through insulation schemes; and is generating income and regenerating its local economy from renewable energy production and storage.

Why relevant to Sheffield?

Triple bottom line



Economic: The energy bill for the city region is growing and is a brake on economic growth (energy bill expected to be £4.6 billion by 2022). This could be addressed both by local renewable energy generation and through reduction in demand through insulation. “Warm Front” insulation schemes in Kirklees created 200 “green collar” jobs as well as reducing emissions. Household use is 25% of local energy use so domestic retrofit has a significant impact on energy demand. Measures are both cost and CO₂ effective. Tried and tested economic vehicles - such as community bonds/share offers - generate the capital needed and offer a good return on investment. Schemes become self-financing over time. Hydrogen fuel cell technology is efficient in enabling energy from wind turbines to be stored in periods of excess supply. This stored supply can then be accessed as cheap energy in periods of need and avoid payment of curtailment charges. Hydrogen fuel cell is an innovative clean vehicle technology; having a local refuelling plant could attract inward investment.

Health/Social: Every £1 spent on tackling fuel poverty saved the NHS 42p, notwithstanding the human costs of living in cold, damp homes. Properly commissioned and executed insulation schemes can reduce energy demand but behavioural change is also needed to secure thermal comfort and efficiency gains.

Environmental: Renewable energy generation schemes + energy demand reduction through insulation are CO₂ and cost effective.



Evidence:

Andy Gouldson et al, The Economics of Low CO₂ Cities: A Mini-Stern Review for the Sheffield City Region, Centre for Low CO₂ Futures <http://www.lowcarbonfutures.org/reports/economics-low-carbon-cities-mini-stern-review-sheffield-city-region>

HOW:

- There is enormous potential to reduce local energy demand through domestic and commercial retrofit if properly commissioned and executed;
- Community energy regeneration from renewables has considerable potential, including energy storage through hydrogen fuel cell technology
- Localised and tested financial vehicles exist to finance these cost and CO₂ effective schemes and most become self-financing over time;

Assets/challenges for Sheffield around this theme:

Assets:	Challenges:
The economic case/business case for investment in insulation schemes is clear and tried and tested financial instruments exist to raise the capital required	There needs to be “political” commitment and local leadership to make this happen –engagement is the issue not economics
Sheffield as a Local Authority has considerable experience of managing domestic insulation schemes and further learning is available from near neighbours such as Kirklees	Austerity may impact on the ability of Local Authorities to respond to opportunities for growth provided through such schemes. Expert knowledge and capacity is needed to properly commission and execute such schemes. Developing a local supply chain of contractors with expert knowledge of domestic retrofit - on thermal bridging for example – and quality control of work may be a challenge.
The Advanced Manufacturing Park with a hydrogen fuel cell refuelling station provides a local example of the potential of energy storage and clean fuel technology, particularly for “return to base” fleets e.g. logistics, taxis, ambulances, service vehicles.	The potential of hydrogen fuel cell may be difficult to realise without capital investment in rapid refuelling technology and fleet renewal.

So what does this mean for Sheffield?

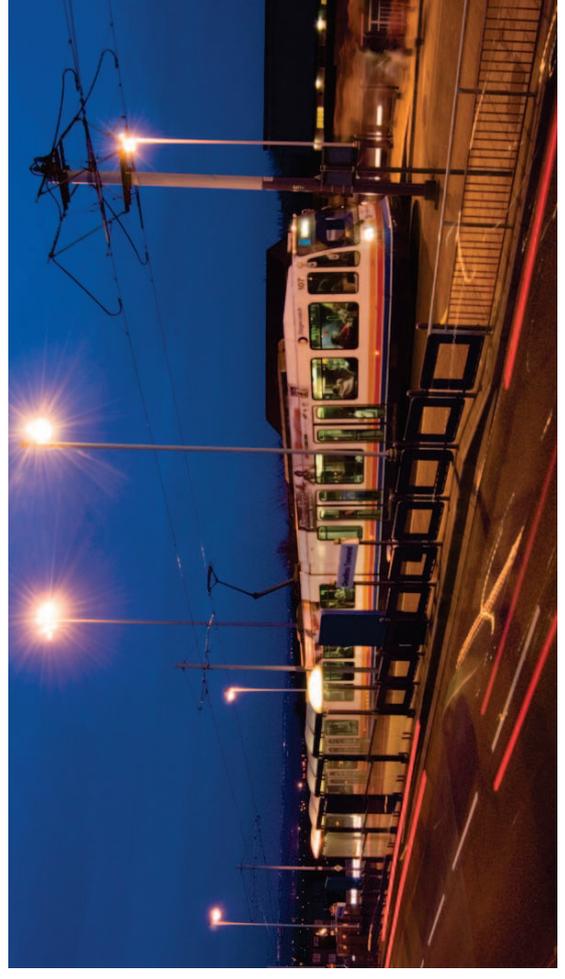
If Sheffield could generate more of its own energy through energy recovery and renewables, store energy at times of surplus (e.g. using hydrogen fuel cell/solar battery) and reduce demand for that energy through domestic and commercial retrofit then the surplus energy could be prioritised for energy intensive local industry and for sale back to the grid or to surrounding areas.

The Local Authority Energy Index recommendations for Sheffield are:

High priority:

- Promote the installation of micro-generation capacity by:
 - supporting community-led projects (through direct funding or indirect subsidies, advisory services and micro-generation surgeries)
 - fast-tracking planning permission (where required) for installation of capacity for installation of capacity
 - partnering with providers of energy from micro-generation (these may be large or small energy companies) to fund the installation of capacity in or on public buildings.
 - encouraging the development and maintenance of appropriate infrastructure.

- Learn from existing success stories in setting up an Energy Services Company (ESCO) such as Blue Sky Peterborough. Carry out the feasibility studies to demonstrate the economic and environmental benefits of a council-owned ESCO.
- Consider the benefits of joining the Local Government Association Climate Local or the European Covenant of Mayors, the C40.
- Evaluate the potential for and develop local micro-generation, especially on council-owned property. Where the feasible local micro-generation capacity falls short, purchase low or zero CO₂ energy.
- Enlist a third party to perform ongoing evaluation, measurement and verification of energy efficiency strategy.
- Commission a third party audit of operational energy use data.



Medium priority:

- Implement and maintain community-wide energy efficiency programmes and initiatives. Aggressively support local implementation of the Energy Company Obligation (ECO), Promote and encourage high energy efficiency standards and / or micro-generation capacity for new domestic development.

- Stimulate energy efficient retrofits and local uptake of ECO by:

- partnering with energy companies (for ECO)
- raising public awareness and understanding of these programmes
- raising public awareness of the environmental, financial and health benefits of a well-insulated home.

Mandate high levels of insulation for new builds over and above national Building Regulations for non- domestic buildings in their core strategies through:

- explicit requirement or by referencing relevant building standards (Code for Sustainable Homes, BREEM) in their core strategy.

- Stimulate local uptake of ECO by:

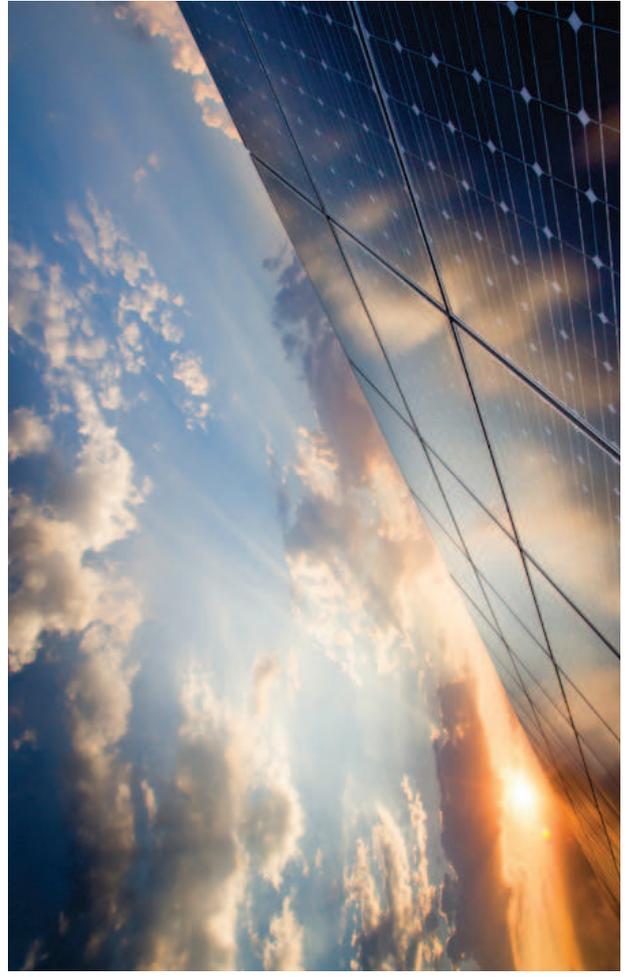
- partnering with energy companies (for ECO)
- raising public awareness and understanding of these programmes
- raising public awareness of the environmental, financial and health benefits of a well-insulated, energy-efficient home.

- Retrofit housing stock within the Council's own portfolio (where this is still under local authority ownership). Encourage housing authorities to do the same.

Promote uptake of ECO and ensure that vulnerable residents receive maximum benefit from ECO's Home Heating Cost Reduction Obligation, which targets low income and vulnerable households, making it easier for them to heat their homes. Educate the public on domestic energy efficiency, renewable energy and available grants and discounts.

- Consider the financial and environmental benefits of applying ISO 50001.

<http://laenergyindex.co.uk/local-authorities/sheffield/>



Area of Enquiry: Green and Blue Infrastructure – quality of life – place making

Sub-topic areas: a. natural environment
b. biodiversity c. green and open spaces

What:

Our ambition is for Sheffield to be an outdoor city, in its urban core as well as its surrounding landscape with outcomes of being resilient, competitive, attractive and healthy.

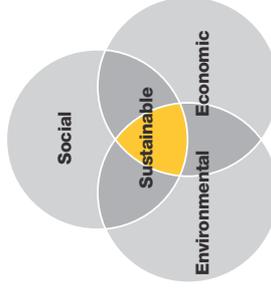
Why relevant to Sheffield?

Sheffield is regarded as the greenest and most wooded city in Britain with more than 1/3 of the city in the Peak District National Park. There is more woodland cover than any other city in Britain (over 10%) and more than 2 million trees. There are 160 publicly accessible woodlands and 83

public parks and green spaces within Sheffield. Quality green and open space is importantly not just “green” but multi-coloured, multi-functional planting including non-native species. The wealth of parks and woodland Sheffield enjoys is the legacy of the Industrial Revolution/Victorian era; we now have an opportunity to deliver a new legacy of green space which will provide ecosystems services for the next 150 years.

Sheffield's blue infrastructure of waterways (rivers, canals, streams) is a visually attractive asset that offers amenity value for leisure, wildlife habitats and a living record of our industrial archaeology and heritage. When well-managed, our waterways contribute to flood resilience.

Triple bottom line



Economic: Green space contributes to economic success by providing high quality urban environments to live, work and play in. The Crown Estate's £1.5 billion investment in an ecology masterplan for the West End of London demonstrates that World Cities recognise the economic asset of quality urban green space. The £30m cost of the 2007 floods to Sheffield creates the business case for investment in flood resilience through green and blue infrastructure.

Health/Social: Green and Blue infrastructure can reduce emissions and improve air quality; contribute to sustainable urban cooling and heatwave mitigation; improve physical health including reducing body mass index and obesity; improve mental wellbeing; increase longevity; reduce isolation, reduce health inequalities and increase social cohesion.

Environmental: Green and Blue Infrastructure provides ecosystems services for cities: flood resilience, climate adaptation (sustainable urban cooling/reduction of urban heat island effect); air quality mitigation and increasing biodiversity; CO₂ sequestration.

Appendix 2 – continued

HOW:

- Sheffield recognises and builds upon its status as the greenest City in the country to drive forward investment in green infrastructure, and its design and use to the greatest effect;
- Green and blue infrastructure is an asset and not a liability. Cities that are achieving success are those that recognise water as an opportunity rather than a threat;
- Spatial planning is crucial in the development of a vision for the city; existing development may require green and blue retrofit whilst new developments need to plan in green and blue infrastructure to future proof the city against flood risk and heatwaves and to make attractive urban spaces that help to attract and retain talent in the city.

Assets/challenges for Sheffield around this theme:

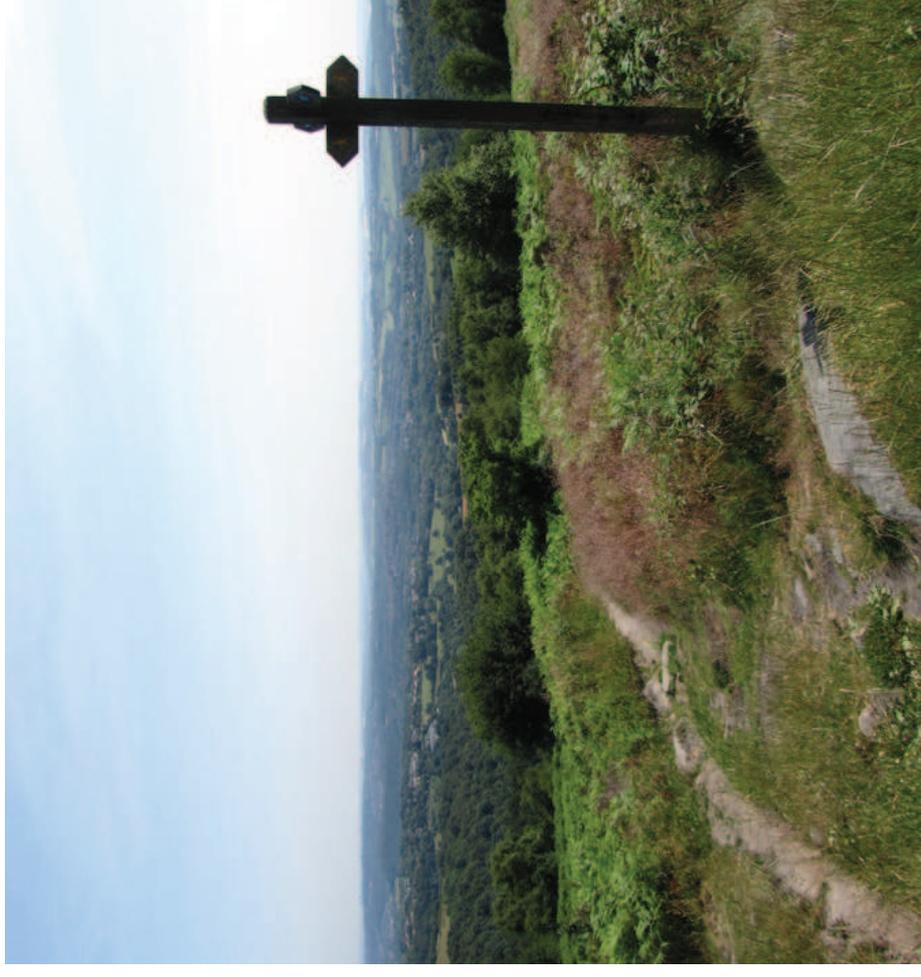
Assets:	Challenges:
Sheffield is the greenest and most wooded city in Britain	Not all green space is “quality” green space and some is under-loved and under-utilised
Sheffield has good, clear, access to green space standards	Not all green space is equal in its ability to provide ecosystems services to the city
The Community Infrastructure Levy provides an opportunity to invest in green space – but this has to be planned in and prioritised.	Austerity is impacting on the ability of Local Authorities to maintain green space and new design, delivery and management models need to be sought
Sheffield’s natural assets offer the potential to be the leading centre for initiatives on green and blue infrastructure and use this to drive economic regeneration of the City as exemplified in the “Grey to Green” project and “Outdoor City Strategy”	Austerity may impact on the ambition and vision for Sheffield’s green and blue infrastructure and mean Sheffield falls behind other leading cities from its current leading position
Sheffield has the first Business Improvement District (BID) in the country to focus on flood management	
Sharrow School is the only school in the country which has its green roof designated as a local nature reserve	

Appendix 2 – continued

So what does this mean for Sheffield?

Sheffield has the potential to rebuild its economy around being a leading centre for green and blue infrastructure both in terms of the outdoor economy and knowledge services such as the Green Roof Centre. Using its already considerable experience and “know how”, Sheffield can

use its green and blue networks to help us adapt to climate change and be more resilient, whilst also making the city an attractive place to live, work, play and invest.



Photograph of Blacka Moor Nature Reserve courtesy of Helen Taylor and Sheffield and Rotherham Wildlife Trust

Contributor	Organisation	Title/theme
GC1 Sustainable transport		
GC1.1	Ray Kohn	City Centre
GC1.2	Duncan McIntyre	Inmotion
GC1.3	Julie Meese	Air Quality: Sheffield Low Emission Zone (LEZ) for air quality Feasibility Study undertaken in 2013

GC2 Low CO2 energy and economy		
GC2.1	Robert Almond	EST ABA Best Practice Guide
GC2.2	Robert Almond	Sheffield Renewables Potential
GC2.3	Robert Almond	Sheffield City Region Retrofit Delivery Model
GC2.4	Robert Almond	Economic Impact of Sheffield City Council's Private Sector Domestic Insulation Programme: An initial assessment (June 2011)
GC2.5	Commissioners' request	The Merton Rule (London Borough of Merton)
GC2.6	Commissioners' request	District Heat and Power - the Woking model (Woking Borough Council, 2008)
GC2.7	Magda Boo	Community Energy - urban planning for a low CO2 future (TCPA, 2010)
GC2.8	Jenny Patient	Green Commission - Evidence re Warm Homes programme

GC3 Sustainable growth		
GC3.1	Gordon Ferguson	Repairing
GC3.2	United Nations	TRANSFORMING OUR WORLD: THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

Contributor	Organisation	Title/theme
GC4 Climate change		
GC4.1	Kate Stott	Sheffield Climate Alliance
GC4.2	Chris Broome	Climate change Impacts of Northern Powerhouse Plans
GC4.3	Liz Ballard	Sheffield and Rotherham Wildlife Trust
		Climate Change and Health: Director of Public Health Annual Report for Sheffield 2014

GC5 Green and blue infrastructure		
GC5.1	Martin Brighton	Our Open Spaces
GC5.2	D A Long	EVIDENCE_TREES_DEBATE
GC5.3	Liz Ballard	Sheffield and Rotherham Wildlife Trust
GC5.4	Liz Ballard	Sheffield and Rotherham Wildlife Trust
GC5.5		Sheffield City Council
GC5.6		South Yorkshire Forest Partnership
		Infrastructure Strategy
		Climate Change resilience and mitigation: Evidence re Targets FINAL
		Climate change Impacts of Northern Powerhouse Plans
		Climate Change and Health: Director of Public Health Annual Report for Sheffield 2014
		Our Open Spaces
		EVIDENCE_TREES_DEBATE
		Making Space for Nature: a review of England's wildlife sites and ecological network 2010
		The State of Natural Capital: Protecting and Improving Natural Capital for Prosperity and Wellbeing
		Sheffield's Green and Open Space Strategy 2010-2030
		South Yorkshire Green Infrastructure Strategy

GC6 Communication and engagement		
GC6.1	Nick Nuttgens	Sheffield Climate Alliance
GC6.2	Nick Nuttgens	Sheffield Climate Alliance
GC6.2 a)	Nick Nuttgens	Sheffield Climate Alliance
GC6.2 b)	Nick Nuttgens	Sheffield Climate Alliance
		Notes from public workshop on communication and engagement following Sheffield Green Commission hearing 12.02.15
		CO2 Literacy
		TV's ECO Shame
		Manchester Evening News 18 Jun 15 Pupils lead way in CO2 classroom

Contributor	Organisation	Title/theme
GC7 Health and fuel poverty		
GC7.1	Anna Brook Sheffield City Council, CYPF - Lifelong Learning, Skills and Communities	Green jobs, fuel poverty, tackling poverty
GC7.2	Geoff Green Emeritus Professor of urban policy at the Centre for Health and Social Care Research, Sheffield Hallam University	Cold Comfort
GC7.3	Geoff Green Emeritus Professor of urban policy at the Centre for Health and Social Care Research, Sheffield Hallam University	Social cost of cold homes
GC7.4	Geoff Green Emeritus Professor of urban policy at the Centre for Health and Social Care Research, Sheffield Hallam University	Decent Homes
GC7.5	i) Dr Jeremy Wight ii) Mark Daly Sheffield City Council, Place - Sustainable City	Health and climate change: policy responses to protect public health
GC7.6	Liz Ballard Sheffield and Rotherham Wildlife Trust	Our Natural Health Service: The role of the natural environment in maintaining healthy lives

GC8 Mixed themes

GC8.1	Will Eadson Sheffield Hallam University, Centre for Regional Economic and Social Research	Submission to Sheffield Green Commission Call for Evidence
GC8.2	Andrew Brooker Green Commission - Call for Evidence	Green Commission - Call for Evidence: sustainable growth and resilience re built environment ie Heritage
GC8.3a	Joyce Bullivant Sheffield Timewalk Project	re Submission for consideration
GC8.3b	Joyce Bullivant Sheffield Timewalk Project	Towards an Environmentally Resilient Sheffield 9SCC/Arup 11 Oct 13
GC8.4	Robert Almond Sheffield City Council, Place - Capital Delivery Service	Malmö European Green Capital
GC8.5	Commissioners' request	

Contributor	Organisation	Title/theme
GC8.6	Commissioners' request	European Green Capitals
GC8.7	Commissioners' request	European Green Capital Tallinn Memorandum of Understanding
GC8.8	Commissioners' request	FoE Radical Agenda for Cities
GC8.9	Mark Watts - blogpost Executive Director, C40 Cities Climate Leadership Group	C40 Key elements to a low CO2 sustainable city
GC8.10	Nick Tovey Regional Director, Wardell Armstrong	Green Commission supporting evidence
GC8.11	Liz Ballard Sheffield and Rotherham Wildlife Trust	State of Nature Report 2013
GC8.12	Liz Ballard Sheffield and Rotherham Wildlife Trust	Natural Childhood, National Trust 2012

GC9 Structured interviews

GC9.01	Caroline Wood University of Sheffield - Dept. Plant and Animal Sciences	Ecological systems
GC9.02	Duncan Swainsbury Bounceback Foods	Sustainable food and entrepreneurship
GC9.03	Emma Wells Sheffield City Council - Development Services	Planning systems and sustainability
GC9.04	Gareth Roberts Regather	Sustainable food and ecological systems
GC9.05	Sue France Green Estate / Pictorial Meadows	Green infrastructure and sustainable development
GC9.06	Jo Herberg The Real Junk Food Project	Sustainable food and ecological systems
GC9.07	Katie Powell University of Sheffield (Student Eats)	Sustainable food and ecological systems
GC9.08	Sheffield Renewables	Community and low CO2 energy
GC9.09	Terry Howard Sheffield Ramblers/Sheffield Local Access Forum	Sustainable transport
GC9.10	Chris Thompson Citu	Sustainable development
GC9.11	Nicky Rivers Sheffield and Rotherham Wildlife Trust	Ecological systems
GC9.12	South Yorkshire Housing Association	Sustainable development
GC9.13	Jim Fletcher Sheffield City Council, Place - Development Services	Land drainage and flood management

Contributor	Organisation	Title/theme
GC10 Hearings		
GC10.01 Dr Adrian Davis	Public Health and Transport Consultant, Bristol City Council	Sustainable Mobility and Modal Shift
GC10.02 Professor Christine Liddell	Professor of Psychology, University of Ulster	Fuel Poverty
GC10.03 Dr David Pencheon	Director, NHS Sustainable Development Unit	Sustainable Development and Climate Change
GC10.04 Dr Carly McLachlan	University of Manchester / Tyndall Centre	Communication, Engagement and Behaviour Change
GC10.05 Amanda Pearce	Director, Diva Creative	Achieving Behaviour Change through Social Marketing
GC10.06 Dr Joe Smith	Open University	Communication, Engagement and Behaviour Change relating to Climate Change
GC10.07 Professor Andy Gouldson	Deputy Director, Centre for Climate Change Economics and Policy	The Economics of Climate Change
GC10.08 Professor Cedo Maksimovic	Imperial College, London	The Blue Green Dream - sustainable infrastructure development
GC10.09 Charles Purkess	Marketing and PR Manager, ITM Power	Low CO2 Fuel Technology
GC10.10 Eddie Murphy	Technical Director, Mott MacDonald	Low CO2 Design and Construction
GC10.11 David Rudlin	URBED	Garden Cities and Sustainable City Growth
GC10.12 Gary Topp	Development Manager, Bristol Green Capital Partnership	Sustainability Partnerships for Cities
GC10.13 Professor Nigel Dunnett	Professor of Planting Design and Vegetation Technology / Director of the Green Roof Centre, University of Sheffield	The Green Environment in Cities
GC10.14 Robert Evans	CEO, Cenex	Sustainable Transport Options for Cities
GC10.15 Will McBain	Associate Director, Water, Arup	Flood Management and Blue Infrastructure for Cities
GC10.16 Julia Thrift	Head of Projects and Events, Town and Country Planning Association	Green Infrastructure in Cities

Contributor	Organisation	Title/theme
GC10.17	Professor Philip Warren University of Sheffield, Dept. of Plant and Animal Sciences	Ecological services - Green and Blue Infrastructure in Cities
GC11 SHED Talks		
SHED Talk 0	Charles Morse Sheffield Hallam University	Welcome and introduction - A learning and a sustainable environment
SHED Talk 1	Professor Lynn Crowe Sheffield Hallam University	What has nature ever done for us?
SHED Talk 2	Nick Nuttgens	CO2 Twaddle: why "CO2 literacy" programmes are utter nonsense
SHED Talk 3	Dr David Reid Nottingham Trent University	Eco-tone - visual and audio work on themes of environment
SHED Talk 4	Liz Ballard Sheffield and Rotherham Wildlife Trust	Wild Sheffield
SHED Talk 5	Professor Ian Rotherham Sheffield Hallam University	Who needs trees?
SHED Talk 6	Madame Zucchini	On sustainability and having fun with vegetables
SHED Talk 7	Emily Vincent University of Sheffield	The mammoth in the room - fossil fuels heading for extinction
SHED Talk 8	Professor Gordon Dabinett University of Sheffield	A green and fair Sheffield - can the city be more equal and more sustainable?
SHED Talk 9	Matt Turner Cycle Sheffield	Designing cycling into the city - why Sheffield should go Dutch
SHED Talk 10	John Grant Sheffield Hallam University	Home and dry - domestic retrofit
SHED Talk 11	Joy Bullivant Timewalk Project	Not just a pile of old brick - the economics of uniqueness
SHED Talk 12	Professor Lenny Koh University of Sheffield	Resource efficient and environmentally sustainable supply chains
SHED Talk 13	Luke Wilson Sheffield Renewables	Harnessing the energy of the community
SHED Talk 14	Jeff Sorrill Green Roof Centre, University of Sheffield	Green roofs - the only way is up! From sheds to SHEDs



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Author/Lead Officer of Report: Melanie Hall
Strategic Commissioning Manager Mental Health

Tel: 01142 2057121

Report of: *Lorraine Manley*

Report to: *Cabinet*

Date of Decision: *February 2017*

Subject: *Mental Health Social Care Functions*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input checked="" type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>Cate McDonald – Health and Social Care</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Healthier Communities and Adult Social Care Scrutiny</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(1190)</i>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Purpose of Report:

Sheffield City Council's contractual arrangement for four mental health services provided by Sheffield Health and Social Care NHS Foundation Trust (SHSC) will expire on the 31st March 2017. This Report recommends that the contracts for these services are continued but transferred into the Sheffield NHS Clinical Commissioning Group contract from 1st April 2017. This will mean that all mental health services with SHSC will be managed under the same contractual arrangement.

Sheffield City Council and Sheffield NHS Clinical Commissioning Group (CCG) are working increasingly closely on the commissioning of mental health services so that services for Sheffield people are more joined-up, efficient, and impactful. This is likely to involve pooling budgets for mental health and care services in the future, which would be the subject of separate report.

Recommendations:

It is recommended that Cabinet:

- Approve the principles for the commissioning of mental health services set out in this Report; and
- Approve the four mental health service specifications to be incorporated into the CCG contract with SHSC (using the arrangements put in place for the Better Care Fund).

Background Papers:

- *Mental health Strategy*
- *Health and Wellbeing Strategy*

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Jane Wilby</i>
		Legal: <i>Sarah Bennett</i>
		Equalities: <i>Liz Tooke</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Lorraine Manley</i>
3	Cabinet Member consulted:	<i>Cate McDonald</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Melanie Hall</i>	Job Title: <i>Strategic commissioning Manager Mental Health</i>
	Date: <i>(Insert date)</i>	

1 Background

1.1 Sheffield Health and Social Care NHS Foundation Trust (SHSC) provides Sheffield City Council's (SCC) social care statutory functions in relation to adult mental health. SHSC are also contracted to provide some specialist early intervention, self-management and prevention services. Historically these services came under a 'Section 75 Agreement', basically a partnership agreement between Sheffield City Council and SHSC. This agreement had become out of date and SHSC requested that it be replaced with more specific contractual arrangements.

1.2 The four contracts that are the subject of this report are discussed below.

Assessment and Care Management Services £584,962

1.3 This contract covers the social care assessment and care management service – including substance misuse assessment and care management, social care assessment and care management, and the Approved Mental Health Practitioners service. These are statutory functions under the Care Act 2014. The costing of the service is based on the 16/17 total cost of the service.

1.4 The contract specifies what is expected from these services but the social workers actually delivering the service are seconded from Sheffield City Council to SHSC and the staffing budget for these workers is not included within the contract. The contract only therefore covers the overhead costs of SHSC hosting and managing the staff.

Section 117 Reviewing Officer Service £30,250

1.5 This contract covers the review of social care packages for people who are receiving 'aftercare' under the provision of the Mental Health Act. The service is jointly funded by SCC and CCG.

Recovery Education Programme (STEPS) £392,676

1.6 This contract covers the delivery of an educational programme, which specialises in supporting people with serious mental illness to remain independent, safe and well. The cost is based on the 17/18 indicative quotation from SHSC.

Building Successful Families £160,000

- 1.7 This contract secures mental health specialists to work within the Council's MAST teams – helping Council workers to support families including adults with mental health problems. This cost estimate is based on the 16/17 contract value.
- 1.8 These four contracts totalling £1,167,888 per year are due to end 31st March 2017.

Strategic Context

- 1.9 Sheffield is committed through its Health and Wellbeing Strategy to focus on early intervention, prevention, and recovery – and supporting more people to live their lives well in their own homes and play an active part in their community. The next few years will see local partnerships of community organisations, health services, and social care services increasingly working together on these goals.
- 1.10 This work will require closer working between partners and this report needs to be seen within this context. The recommendations to combine contracts are *part of* wider work to support more joined-up working, and to help people across the health and care system focus on the person needing support, not whether the service provided is delivered under a Council or CCG contract.
- 1.11 Over the coming months, there will be further work in this area, which are likely to lead to proposals to combine more significant health and care budgets for mental health so that 'who pays for what' does not get in the way of Sheffield people getting the care and support they need to live their lives.

2 PROPOSAL

- 2.1 The current arrangements for the four contracts with Sheffield Health and Social Care NHS Foundation Trust (SHSC) were agreed by the Leader on the 26th October 2016.
- 2.2 It is proposed that the four SHSC services are continued into 2017/18 but incorporated into the CCG contract with SHSC from April 2017.
- 2.3 Note that this proposal is limited to these four contracts. No changes are proposed to the management of Sheffield City Council's mental health

purchasing budget, nor the staffing budgets for the SCC employees seconded to SHSC, although this will be kept under review.

- 2.4 Termination of this arrangement would be in line with the terms and conditions of the current (Better Care Fund) Section 75 between the Council and the CCG.

3 HOW DOES THIS DECISION CONTRIBUTE?

- 3.1 Sheffield's integrated mental health and care teams already provide joined-up support for people with mental health needs - making sure that people do not get passed from pillar to post to access the care and support they need.
- 3.2 This decision will enable us to continue to support integrated working – with Sheffield City Council and CCG working jointly and in partnership with SHSC on the full range of mental health services.
- 3.3 This arrangement will also save considerable administrative effort in the Council, CCG and SHSC as the currently separate formal contracting and monitoring arrangements will be combined. SCC will become an associate to the CCG contract.
- 3.4 This will allow the Council, CCG and SHSC to spend more time on tackling a key challenge to the delivery of our mental health strategy – the issue of Council spending increasing when people are successfully supported out of restrictive mental health care settings (funded by the NHS) into more independent living settings (funded by the Council). These cost transfers have driven significant over-spends to Council budgets in the last two years.

4 HAS THERE BEEN ANY CONSULTATION?

- 4.1 There is no obligation to consult on these specific proposals.

5 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality of Opportunity Implications

- 5.1 The EIA indicates that there is a low risk of negative equality implications. This proposal supports integration of health and social care which will lead to improved commissioning, planning and monitoring of services.

Commercial Implications and Financial Implications

- 5.2 SHSC currently deliver mental health services on behalf of the Council. These arrangements end on the 31st March 2017.
- 5.3 This proposal reduces the risk of the health and social care economy being negatively affected.
- 5.4 This proposal forms part of the wider savings programme for mental health services over the next 5 years.
- 5.5 The four contracts for 2017/18 include a saving of £100,000. This saving is attached to the STEPS contract which has been renegotiated by Sheffield City Council, CCG and SHSC. Savings have been achieved by SHSC through efficiencies without a reduction in the quality or outcomes of the service.
- 5.6 Over the next 5 years further efficiencies will be identified, in line with our joint work on mental health commissioning.
- 5.7 The total cost of the four contracts is £1,167,888.

Legal Implications

- 5.8 The Council has a number of powers and duties relating to mental health social care services under the Mental Health Act 1983, Mental Capacity Act 2005 and the Care Act 2014. In addition the Care Act 2014 provides the legal frame work against which care services must be provided.
- 5.9 Under the 2014 Act a local authority must exercise its functions with a view to ensuring the integration of care and support provision with health provision and health-related provision where it considers that this would—
 - (a) promote the well-being of adults in its area with needs for care and support and the well-being of carers in its area;
 - (b) contribute to the prevention or delay of the development by adults in its area of needs for care and support or the development;
 - (c) by carers in its area of needs for support, or
 - (d) improve the quality of care and support for adults and of support for carers, provided in its area (including the outcomes that are achieved from such provision).

- 5.10 The proposal to amend the Better Care Fund to include these mental health services will continue to ensure integration and to ensure that the Council meets its statutory duties.
- 5.11 Under Section 111 of the Local Government Act 1972 local authorities have the power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions. This would include entering into contracts and other agreements.
- 5.12 The arrangements for integration will be included in a legal agreement (the “Better Care Fund s75 agreement”) under s75 National Health Services Act 2006 and associated regulations.

6 ALTERNATIVE OPTIONS CONSIDERED

Option 1

- 6.1 Seek to extend current arrangements to give officers time to consider alternative arrangements. Due to the implications on service delivery and HR implications time would need to be needed to complete all consultation and ensure a safe service can be delivered. A 12-month extension would probably be required. In addition to approval for the extension the Director of Finance and Commercial Services would also need to be prepared to waive Contract Standing Orders for this period.
- 6.2 This is not our preferred option:
- It would require the agreement of SHSC, which may not be obtained;
 - It is not in line with our commissioning intentions nor does it allow us to start to address the issue of cost transference;
 - Officers from both Commercial Services and Legal Services would need to review all of the details of any proposed extension to ensure that it did not breach the Public Contracts Regulations 2015 and they have already indicated that it may not be possible to extend the contracts for the period that would be required to allow for appropriate consultation, procurement and transition.

Option 2

- 6.3 Allow the current arrangements to end on the 31st March.

- 6.4 There is not enough time to coordinate the delivery of the contracted services within the Council safely and in addition this proposal is inconsistent with commissioning intentions and the wider integration agenda.
- 6.5 The alternative would be to consider procuring a replacement service provider independently of the CCG. However, this would almost certainly require an extension of the current contracts in the short term to allow time for a legally compliant procurement process to be carried out. This gives rise to the same concerns as option 1.
- 6.6 This is not our preferred option because of the risk to the public and the Council.

Option 3

- 6.7 Work with SHSC to return the social care function to SCC.
- 6.8 This would need to be in combination with option 1. This is not our preferred option as it would work against our commitment to providing integrated support for service users; and, would cause considerable disruption at a time when social care services are already undergoing significant change. This option will however be kept under review

7 REASONS FOR RECOMMENDATIONS

- 7.9 Approval of the recommendations will enable the Council to work jointly with the CCG (utilising the Better Care Fund) to deliver the four mental health services currently delivered by SHSC directly on behalf of the Council.
- 7.10 This is the preferred option as it is in line with integrating health and social care and will enable:
- Increasingly joint commissioning with CCG e.g. joint commissioning planning and performance monitoring, opportunities for joint commissioning of other mental health services.
 - Transparent spending and costs across the mental health and social care economy
 - Reduced risk of unintended negative financial impacts on SCC and the CCG
 - Transformational changes to be more easily delivered

- Greater opportunities to attract external investment – integrated mental health budgets will make grant funding / transformation funding bids more likely to succeed

Appendix A

Sheffield City Council Equality Impact Assessment

Name of policy/project/decision: Future Commissioning of Statutory Mental health services

Status of policy/project/decision: Requires Cabinet approval

Name of person(s) writing EIA: Melanie Hall

Date: 23/12/16 **Service:** Commissioning Services (Adult mental health)

Portfolio: Communities

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

Proposal

On the 1st April SCC request that 4 services

- **Assessment and Care Management services** including substance and abuse, assessment and care management, and the Approved Mental Health Practitioners service. (delegated statutory social care functions)
- Section 117 **Reviewing Officer** Service
- **Recovery Education Programme** (STEPS)
- Building Successful Families

To be commissioned by CCG within the mental health NHS contract with SHSC. SCC will be as an associate to this contract.

Background

The section 75 agreement between SCC and SHSC was replaced by contracts and agreements. As part of this new arrangement SCC entered into 4 contracts to deliver mental health services. The service contracts terminate 31st March 2017.

What will the changes mean?

The changes will not have an immediate effect on the services offered to service users. Rather, the changes will affect the arrangements through which services are commissioned and contracted.

The changes will increase the scope for future efficiency and the development of best practice by working alongside the CCG. As a partner with the CCG the Council will have increased access to information to shape future services. Within the new joint commissioning arrangements with the CCG and contract agreement with SHSC the Council will ensure it takes the opportunity to address key requirements including information sharing, meeting the accessible information standard and all other equalities legislation.

Further EIA's will be submitted if required as a result of implementing any new agreement.

Are there any potential Council staffing implications, include workforce diversity? NO

There are no perceived equalities implications related to the proposals related to employees

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	-Select-	-Select-	
Disability	Positive	Low	The 4 service contracts is the current agreement by which SHSC has delivers mental health social care on behalf of the Council. The proposed change will not immediately affect how services are directly provided. Through joint commissioning and contract management future changes will be jointly managed and developed.
Pregnancy/maternity	-Select-	-Select-	
Race	-Select-	Low	
Religion/belief	-Select-	Low	
Sex	-Select-	Low	
Sexual orientation	-Select-	Low	
Transgender	-Select-	-Select-	
Carers	-Select-	Low	
Voluntary, community & faith sector	-Select-	Low	VCF organisations are not expected to be affected by this change
Financial inclusion, poverty, social justice:	-Select-	Low	N/A
Cohesion:	-Select-	-Select-	N/A
Other/additional:	-Select-	Low	

Overall summary of possible impact (to be used on EMT, cabinet reports etc.):

The recommended proposal to transfer 4 SCC service specifications for SHSC to deliver mental health services into the CCG NHS Mental health contract.

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) Melanie Hall **Date: Approved (EIA Lead person for Portfolio):** Liz Tooke; **Date:** 3.1.17
Does the proposal/ decision impact on or relate to specialist provision: yes

Risk rating: low

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups, in particular disability (mental health)	Within the new contracting arrangements with the CCG and contract agreement with SHSC the Council will ensure it takes the opportunity to address key requirements including information sharing, meeting the accessible information standard and all other equalities legislation.	Melanie Hall, Commissioning To be reviewed alongside completion of new agreement
All groups, in particular disability (mental health)	Further EIA's will be submitted if required as a result of implementing any new agreement.	Melanie Hall, Commissioning To be reviewed alongside completion of new agreement



Author/Lead Officer of Report:
Debbie Merrill, Principal Planning Officer

Tel: 2735254

Report of: Executive Director, Place
Report to: Cabinet
Date of Decision: 15th March 2017
Subject: Neighbourhood Planning - Updated Decision Making Framework

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

Purpose of Report:

For Cabinet to consider and approve revised decision making arrangements for Neighbourhood Planning (originally approved 18th December 2013) to allow the Council to meet new statutory timescales for decision making.

Recommendations:

Cabinet is recommended to agree:

(i) That all decisions involving any aspect of the executive statutory function relating to Neighbourhood Planning be delegated to the Head of Planning, in consultation with the Director of Creative Sheffield. Such delegated authority to be exercised in consultation with the relevant Cabinet Member responsible for Planning (currently the Cabinet Member for Infrastructure and Transport) PROVIDED THAT any such decision where:

- that stage of the Neighbourhood Plan process has resulted in significant public objection and/or the decision is publicly contentious in the opinion of the Cabinet Member; or
- the decision is considered to be a Key Decision because it is likely to be significant in terms of its effect on communities living or working in an area comprising two or more wards in the City;

then such decision shall be delegated to the Cabinet Member responsible for Planning.

(ii) That the same scheme of delegation as agreed under part (i) shall apply to decisions relating to the making of Neighbourhood Development Orders and Community Right to Build Orders as well as Neighbourhood Plans.

Background Papers:

Neighbourhood Planning (General) Regulations ([SI2012 No. 637](#))

Neighbourhood Planning (General) (Amendment) Regulations 2015 ([SI2015 No. 20](#))

Neighbourhood Planning (General) and Development Management Procedure (Amendment) Regulations 2016 ([SI2016 No.873](#))

The Neighbourhood Planning (Referendums) (Amendment) Regulations 2016 ([SI2016 No.934](#))

Cabinet Report: Neighbourhood Planning Decision Making - [December 2013](#)

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Paul Foster
		Legal: Paul Bellingham
		Equalities: Beth Storm
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	Laraine Manley
3	Cabinet Member consulted:	Cllr. Mazher Iqbal
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Debbie Merrill	Job Title: Principal Planning Officer
	Date: 9/2/17	

1. PROPOSAL

- 1.1 Cabinet is asked to approve a revised decision making framework in respect of decisions related to the Council's Neighbourhood Planning function in order to provide certainty to the plan making and decision making processes and enable decisions on Neighbourhood Planning to be taken in line with new timescales set by the Government.
- 1.2 In December 2013 a report was presented to Cabinet which introduced the general principles of Neighbourhood Planning under the Localism Act 2011, and explained the legal obligations and the role of the Council in the Neighbourhood Planning process.
- 1.3 At that time Cabinet approved the following decisions (a-e), to be delegated to the Head of Planning, or in his/her absence, to the Forward and Area Planning Team Manager, this delegated authority to be exercised in consultation with the relevant Cabinet Member responsible for Planning:
- a) whether to accept an application for and designate a neighbourhood area or business area;
 - b) whether to designate an organisation or body as a designated neighbourhood forum;
 - c) whether an application for a neighbourhood development plan or order is valid and should be accepted;
 - d) whether to decline or accept a repeat proposal for a neighbourhood development plan or order,;
 - e) to appoint an examiner for a Neighbourhood Development Plan or Order;
- 1.5 Cabinet also agreed that the following Neighbourhood Planning decisions (f-i) would be reserved to themselves:
- f) decisions as to what actions to take in response to an examiner's report;
 - g) whether to modify neighbourhood development plans or orders;
 - h) to submit to Full Council to adopt or make a neighbourhood development plan or order following a successful referendum.
 - i) a decision that would ordinarily be taken by an officer pursuant to the delegations recommended in this report but where:-
 - any stage of the neighbourhood plan process has resulted in significant public objection and/or it is publicly contentious; or
 - neighbourhood planning proposals are considered to be a Key Decision because they significantly affect two or more wards
- 1.6 Finally, it was agreed by Cabinet that responsibility for any other aspects of the executive statutory function relating to Neighbourhood Planning be delegated to the Director of Regeneration and Development Services.

1.7 Since the decision of Cabinet in December 2013 the Government has continued to champion Neighbourhood Planning and the rights of communities to guide and shape development in their area. Government has now made a number of changes to the administration requirements which are designed to speed up and simplify the process in the expectation that this will continue to encourage communities to take up and exercise this right.

1.8 The Housing and Planning Act 2016¹ and other recent changes to Regulations made by Government in 2015 and 2016² brought forward statutory time limits for decision making on parts of the Neighbourhood Planning process. These changes and time limits have implications for the Council's administration of Neighbourhood Plans as agreed in December 2013.

1.9 The changes now contained within Regulations and relevant to this report are as follows:

a) Timeframes for designating neighbourhood areas and neighbourhood forums

A decision on an area designation application and/or neighbourhood forum application must be made within 13 weeks, or 20 weeks when the application area falls within the areas of two or more local planning authorities³, this includes a six week period of public consultation. Time limits do not apply where part of the area is already designated or more than one application has been made in the same or overlapping areas.

In certain circumstances the Local Planning Authority must designate all of the neighbourhood area applied for, as soon as possible, with no discretion to amend the boundary, provided that the application is valid and complete. These circumstances are:

- Where a parish council applies for all of a parish area to be designated, or to enlarge an existing designation to include all of the parish area
- Where a Local Planning Authority has not determined an application for designation of a neighbourhood area within the statutory time periods.

b) Consideration of the recommendations made by an independent examiner

¹ [Housing and Planning Act 2016](#) Part 6. Paragraph 139

² [Neighbourhood Planning \(General\) \(Amendment\) Regulations 2015 \(SI 2015/20\)](#) ; [The Neighbourhood Planning \(General\) Development Management Procedure \(Amendment\) Regulations 2016 \(SI2016 No.873\)](#), and [The Neighbourhood Planning \(Referendums\) \(Amendment\) Regulations 2016 \(SI2016 No.934\)](#)

³ The Local Planning Authority must exercise their powers under section 61G of the 1990 Town & Country Planning Act

The Local Planning Authority must decide whether a referendum should be held within five weeks of the date it receives an examiner's report following examination of a draft plan, unless it proposes to make a decision which differs from the examiners recommendations (see point c below); or the Local Planning Authority and the neighbourhood planning body agree that more time is required.

c) Where the decision of the Local Planning Authority differs from that recommended by the examiner

The following groups need to be notified and consulted: the Neighbourhood Planning body; anyone who made representations during the period the plan was publicised by the local authority; and the statutory bodies (Natural England, Historic England and the Environment Agency). Further representations should be made within 6 weeks. The Local Planning Authority should then issue its final decision within 5 weeks of the end of that period (unless it refers the issue to independent examination).

d) Setting the referendum date

Further to point b) above, the Local Planning Authority must hold a referendum within 56 working days of the decision that a referendum should be held; or 84 working days where there is also a business referendum or, where the area falls within more than one Local Planning Authority. If there is opportunity to combine the referendum with another poll that is due to be held within three months of the end of the 56 or 84 working day period this period can be extended accordingly. These time limits will not apply where there are unresolved legal challenges on the decision to hold a referendum or the Local Planning Authority and the Neighbourhood Planning body agree an alternative time frame.

e) Bringing neighbourhood plans into force

The Local Planning Authority must 'make' (adopt) the Neighbourhood Plan within 8 weeks of the date of the referendum, unless there are unresolved legal challenges to the decision to hold a referendum or on the conduct of a referendum.

f) Requests for the Secretary of State to intervene

The Housing and Planning Act 2016 enables the Secretary of State to intervene at the request of a neighbourhood planning body when: (i) the Local Planning Authority has failed to take a decision on whether to proceed to referendum within the specified timeframes; or (ii) does not accept the examiner's recommendations or proposes to modify the plan in a way the examiner didn't recommend. The Neighbourhood Plan body must make their request for intervention in writing, and will have 6 weeks from the date the Local Planning Authority publish their decision, to submit their request.

1.10 In responding to the changes in the regulatory framework for

Neighbourhood Planning, which reduces the time allowed to determine most decisions relating to Neighbourhood Planning, including the making (adoption) of the plan, and in the interests of timely and efficient decision making, it is requested that all decisions involving any aspect of the executive statutory function relating to Neighbourhood Planning be delegated to the Head of Planning, in consultation with the Director of Creative Sheffield. Such delegated authority to be exercised in consultation with the relevant Cabinet Member responsible for Planning (currently the Cabinet Member for Infrastructure and Transport)

- 1.11 Decisions will in most cases be largely administrative and non-contentious. Each application and submission will be discussed and agreed with the relevant Cabinet portfolio holder. The proposal also allows for Key Decisions and circumstances where there could potentially be significant and/or contentious issues in the decision being taken to be decided by the Individual Cabinet Member.
- 1.12 It is therefore requested that those decisions which are considered to be contentious (for example because they are subject to significant public objection) or are considered to be Key Decisions (because they are likely to have a significant effect on communities living or working in an area comprising two or more Wards) are made by the Cabinet Member responsible for Planning.
- 1.13 It is also requested that the same scheme of delegation should apply to decisions relating to the making of Neighbourhood Development Orders and Community Right to Build Orders as to Neighbourhood Plans

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 Neighbourhood Planning contributes directly to delivering the outcomes of the Council's Strategic Priority for *Thriving Neighbourhoods and Communities* – this outcome relates to the activities and assets that make local neighbourhoods attractive, safe, accessible and vibrant so that Sheffield people feel happy and content about where they live.
- 2.2 The Localism Act 2011 gives neighbourhoods the opportunity to develop planning policy and shape development in their local area. This proposal is for a revised decision making framework in order to provide certainty to the plan making and decision making processes for those groups exercising their community right to undertake Neighbourhood Planning within the city; and will enable decisions on Neighbourhood Planning to be taken in line with timescales set by the Government.
- 2.3 There are no direct environmental and sustainability implications to the approval of a decision making framework.
- 2.4 There are no economic impact implications for this report.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 As this proposal is about process and responding to legislative changes, there has not been any consultation on this proposal.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

- 4.1 This report deals with establishing a revised statutory process required by the Government's introduction of further regulation of Neighbourhood Planning. All of these changes mean, in practice, that the Council may be at risk of not making timely decisions and not meeting the requirements of the Neighbourhood Planning legislation⁴ if changes are not made to the present framework approved by Cabinet in December 2013.

- 4.2 Furthermore the Housing and Planning Act 2016 will allow the Secretary of State to intervene if a Local Planning Authority is failing or omitting to do anything it is necessary for them to do in connection with the preparation, revision, or adoption of a Neighbourhood Plan.

4.3 Equality of Opportunity Implications

There are no differential equality implications arising from the recommendations in this report. However, as decisions under this proposed framework are required, they will be subject to assessment for potential differential equality of opportunity implications on a case by case basis, and Equality Impact Assessments will be carried out as required.

4.4 Financial and Commercial Implications

The Government's current financial support to Local Planning Authorities (LPAs) for Neighbourhood Planning has been reviewed and updated since those reported in December 2013. From April 2016, LPAs will be able to claim as follows:

- (a) Area and Forum designation: LPAs can claim £5,000 for the first five neighbourhood areas and first five forums designated. The limit of five applies to the total number of areas and total number of forums designated (i.e. it includes those designated in previous years). Sheffield has, to date, designated three areas and two forums⁵.
- (b) For all areas: LPAs can claim £20,000 once they have set a date for a referendum following a successful examination.
- (c) Business areas: LPAs can claim a further £10,000 once they have set a date for a referendum following a successful examination.

⁴ Pursuant to Section 61G(5) of the Town and Country Planning Act 1990 as applied to Neighbourhood Plans by Section 38A of the Planning and Compulsory Purchase Act 2004) and the Neighbourhood Planning (General) Regulations 2012 (as amended)

⁵ See [Sheffield City Council - Neighbourhood planning](#) for an overview

- (d) Neighbourhood Development Orders and Community Right to Build Orders: LPAs can claim £20,000 in relation to NDO's and/or CRtBO's for each neighbourhood planning area per year. The claim can be made once the date for the referendum on the orders has been set.
- 4.5 All payments are retrospective and must be funded upfront from the Council's existing resources. In general terms, the costs of the independent examination and referendum are estimated to require the majority of the maximum total grant currently available.
- 4.6 The Council's approach to neighbourhood planning is to aim for neighbourhood plans to be cost neutral for the Council i.e. each plan not costing more than what can currently be recouped from grants (see point 4.4). In reality, in addition to examination and referendum costs, the Council has statutory duties to resource the Neighbourhood Planning administrative process, as well as a duty to advise and assist with the content of the plan. This will have to be met from the Council's existing resources.
- 4.7 Legal Implications
Neighbourhood Planning is part of Government policy to empower local communities to take forward planning proposals at a local level as outlined in Section 116 of the Localism Act, 2011. The Act and the subsequent 2012 Regulations (as amended) confer specific functions on Local Planning Authorities in relation to Neighbourhood Planning. The Council is required to adopt procedures to process Neighbourhood Plans and has a statutory duty to make decisions within prescribed timeframes.
- 4.8 Neighbourhood Planning is one of the Council's executive functions and all decisions must be made accordingly. Under the Leader's Scheme of Delegation for the discharging of executive functions, Cabinet has the power to take any decisions required in this area. However, Cabinet also has the power to delegate some or all of these decisions to an Officer and /or to an Individual Cabinet Member.
- 4.10 Policy Implications
There are no policy implications arising from the approval of a revised decision making process for Neighbourhood Planning up to the making (adoption) of the plan. However, it should be noted that there are implications that arise from the plan making (adoption) process itself.
- 4.11 Once a Neighbourhood Plan has successfully passed all of the stages of preparation (including examination and a referendum) and a decision is made to adopt it by the Local Planning Authority, it forms part of the authority's Development Plan, and is a formal policy document relevant to the determination of planning applications.
- 4.12 Resource implications

There is a statutory duty for local authorities to advise and assist preparation of Neighbourhood Plans as well as administering the system⁶ In addition, Planning Practice Guidance states that Local Planning Authorities should fulfil their duties as soon as possible in order to speed up the delivery of Neighbourhood Plans, and a number of deadlines have been proposed to enforce this (see 1.9). The decision-making processes set out in this report involve staff time and costs in publicising proposals; considering comments received; and assessing submitted Neighbourhood Plans against strategic policies, and in cases where applications cross administrative boundaries includes liaison and agreement with officers and Members in neighbouring authorities.

4.13 It is therefore important that resources are available so that Neighbourhood Plans are processed in a timely and efficient manner. This proposal seeks to reduce the risk of non-compliance by streamlining the current decision making route by delegating decisions to Officers and the Cabinet Member.

4.14 Other Implications

There are no other implications relevant to this report.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 This report recommends revision only to those decisions that were reserved for Cabinet in December 2013 (see 1.3).

5.2 If Cabinet were to continue as the decision making body for some decisions as agreed in December 2013 this would:

- make it very difficult to meet tight statutory deadlines enforced by the updated Neighbourhood Planning legislation allowing for required consultation periods within parts of the process and turnaround time for writing and signing off reports before the decision is made.
- risk intervention by the Secretary of State in the neighbourhood planning process in Sheffield.

6. REASONS FOR RECOMMENDATIONS

6.1 The Housing and Planning Act 2016 and amendments to Regulations (set out in this report at section 1.8ff), reduce the time allowed to determine all decisions relating to Neighbourhood Planning. The proposed revisions to the framework agreed in December 2013 are the speediest routes by which decisions can be made, whilst still retaining Member involvement in the decision making process.

⁶ Section 61E, Town & Country Planning Act 1990



Author/Lead Officer of Report: Dave Phillips,
Head of Strategic Finance

Tel: 0114 273 5872

Report of: *Eugene Walker*

Report to: *Cabinet*

Date of Decision: *15 March 2017*

Subject: *Revenue and Capital Budget Monitoring 2016/17 –
As at 31 January 2017*

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

<p>Purpose of Report:</p> <p><i>This report provides the month 10 monitoring statement on the City Council's Revenue and Capital Budget for 2016/17.</i></p>

Recommendations:

Members are asked to:

- (a) Note the updated information and management actions provided by this report on the 2016/17 Revenue Budget position.
- (b) Consider for approval the requests for access to funding and carry forward requests in **Appendix 7**.
- (c) In relation to the Capital Programme:
 - (i) Approve the proposed additions to the Capital Programme listed in **Appendix 6.1**, including the procurement strategies and delegations of authority to the Interim Director of Finance and Commercial Services or nominated officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
 - (ii) Approve the proposed additions to the Capital Programme relating to the Growth Investment Fund listed in **Appendix 6.1**;
 - (iii) Approve the proposed variations, deletions and slippage in **Appendix 6.1**;

And note:

- (iv) The variations authorised by Directors under the delegated authority provisions, and;
- (v) The latest position on the Capital Programme.

Background Papers:

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Dave Phillips</i>
		Legal: <i>Lawrence Gould</i>
		Equalities: No
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Eugene Walker</i>
3	Cabinet Member consulted:	<i>Councillor Ben Curran Cabinet member for Finance and Resources</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Dave Phillips</i> 	Job Title: <i>Head of Strategic Finance</i>
	Date: 6 th March 2017	

1. PROPOSAL

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

- 1.1 *This report provides the month 9 monitoring statement on the City Council's Revenue and Capital Budget for 2016/17.*

2. HOW DOES THIS DECISION CONTRIBUTE?

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

- 2.1 *To formally record changes to the Revenue Budget and gain Member approval for changes in line with Financial Regulations.*

Please refer to paragraph 28 of the main report for the recommendations.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 *No*

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 *No*

4.2 Financial and Commercial Implications

- 4.2.1 *Yes. Cleared by Dave Phillips*

4.3 Legal Implications

- 4.3.1 *No*

4.4 Other Implications

- 4.4.1 *No*

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 *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.*

6. REASONS FOR RECOMMENDATIONS

- 6.1 *To record formally 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.*

REVENUE BUDGET & CAPITAL PROGRAMME MONITORING AS AT 31 JANUARY 2017

Purpose of the Report

1. This report provides the Month 10 monitoring statement on Sheffield City Council's Revenue Budget and Capital Programme for January 2017. Paragraphs 2 – 20 cover Revenue Budget Monitoring, and the Capital Programmes are reported from paragraph 21.

REVENUE BUDGET MONITORING

Summary

2. Previously we have presented the Council's financial position in two elements, namely the underlying position on the services commissioned/provided by the Council, and the position on services that are commissioned and funded jointly with the health service. For the purpose of this report, we have presented the financial position as just one element; the Council's overall position.
3. As at month 10, the Council is showing a forecast overspend of £3.3m. This is an improved position of £733k since the Month 9 monitoring report. It should be stressed that this is prior to mitigating savings that are currently being identified by Portfolios to reduce this overspend by year end.
4. The month 9 Budget Monitoring report presented to Cabinet on the 15th February, highlighted that should this outturn position not improve or the Council continues to overspend, to avoid going below the £12m absolute minimum on the General Fund Reserve, we will un-earmark NHB reserves to cover the overspend. This proposal is to be finalised at year end.
5. The overall Council position is summarised in the table below.

Portfolio	FY Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
CYPF	73,578	67,032	6,546	↑
COMMUNITIES	145,308	138,580	6,728	↓
PLACE	144,325	144,901	(576)	↓
POLICY, PERFORMANCE & COMMUNICATION	2,480	2,237	243	↔
RESOURCES	55,614	56,728	(1,114)	↔
CORPORATE	(417,964)	(409,478)	(8,487)	↓
GRAND TOTAL	3,341	-	3,340	↓

6. They key reasons for the Month 10 forecast overspend position of £3.3m are:
- **Children, Young People and Families (CYPF)**, based on trends to date, are forecasting to overspend by £6.5m. Placements are reporting a £3.9m overspend; this reflects the full year impact on the current number of placements and the costs for the remainder of the year. Fieldwork Services forecast overspend of £1.1m results from pressures on social workers as a result of increased number of caseloads. Other areas of forecast overspend include delayed savings of £796k on Short Break and Direct payments and £750k relating to health care services because agreement has not yet been secured on joint contributions with the CCG for Children's Services Payments.
 - **Communities**, based on trends to date, are forecasting an overspend of £6.7m. This is primarily due to a £4.8m overspend as a result of demand pressures in Care and Support relating to Learning Disability Services and Long Term Support. In addition, there is a forecast overspend of £2.9m relating to commissioned services, due mainly to an emerging overspend against Commissioned Mental Health Services. These overspends are partly offset by a number of reductions in spending across the service – a fuller delineation of spending in each service is available in Appendix 1.
 - **Place** are forecasting an underspend of £576k primarily due to additional property rent income.
 - **Policy, Performance and Communications** are forecasting an overspend of £243k due to lower than anticipated advertising income as a result of contract delays.
 - **Resources** are forecasting a reduction in spending of £1.1m, due mainly to; lower than anticipated former employee pensions costs of £692k, £718k on Commercial Services due to confirmation of early payments discounts, project savings and vacancy management, £237k in Human Resources as a result of additional income and funding adjustment for staff transferred into the service, and £402k in Housing Benefits due primarily to the outcomes of a Government fraud initiative. These reductions in spending are partly offset by; additional employee costs of £217k as a result of the Customer Engagement Programme being unachievable in this financial year, £503k within Transport and Facilities Management due to pressures on the cleaning budget and CSSR project costs, and £213k relating to additional costs associated with implementation of the ReFine Programme.
 - **Corporate** are showing a forecast underspend of £8.5m. This is due to a £14.3m underspend following a major review of corporate budgets. This includes the release of £3m from the Better Care Fund contingency to relieve

pressure on the Mental Health budget, £3m on the Corporate Redundancy budget due to lower than anticipated VER/VS applications, a £2.8m reduction in borrowing costs as a result of an increase in cash balances available for investment, the use of £1.6m of Social Care reserves, and the release of £0.9m corporate contingencies set aside for potential city centre redevelopment costs. These are in part offset by an anticipated £2.7m pressure relating to the Independent Living Fund not materialising in 2016/17, as well as pay inflation in line with Living Wage Foundation rates.

- These underspends offset a forecast overspend of £5.8m, which is due to an anticipated shortfall in the Better Care Fund (BCF). We and the CCG agreed when the BCF was set up that £9.3m of funds would be made available in total by the two partners. The NHS would fund £5m, and the Council would fund £4.3m as a one-off in 2015/16, with the aim that the BCF would identify savings to eliminate the need for this contribution after 2015/16, or the CCG would identify a source of funds for it. However we now have a significant concern that slippage on this approach is occurring without the underlying savings yet emerging on a joint budget of £280m. SCC is the junior financial partner in this arrangement. Consequently the £4.3m is now a corporate pressure, and in addition the CCG is currently only able to guarantee £3.5m of the £5m of its share of the funding. We and the CCG continue to discuss the funding and management of the BCF.
7. The cumulative effect of funding cuts due to the national austerity programme, combined with emerging social care pressures and the challenge of securing funding from Health are making the Council's current financial predicament extremely difficult. Based on the current trajectory, and in spite of a major review of corporate budgets, it would appear highly likely that the Council is going to overspend this year. Although emergency measures are being considered, and plans are being put in place to balance the budget for 2017/18, the strategy to bring social care pressures under control will take at least a year to implement.

Commentary

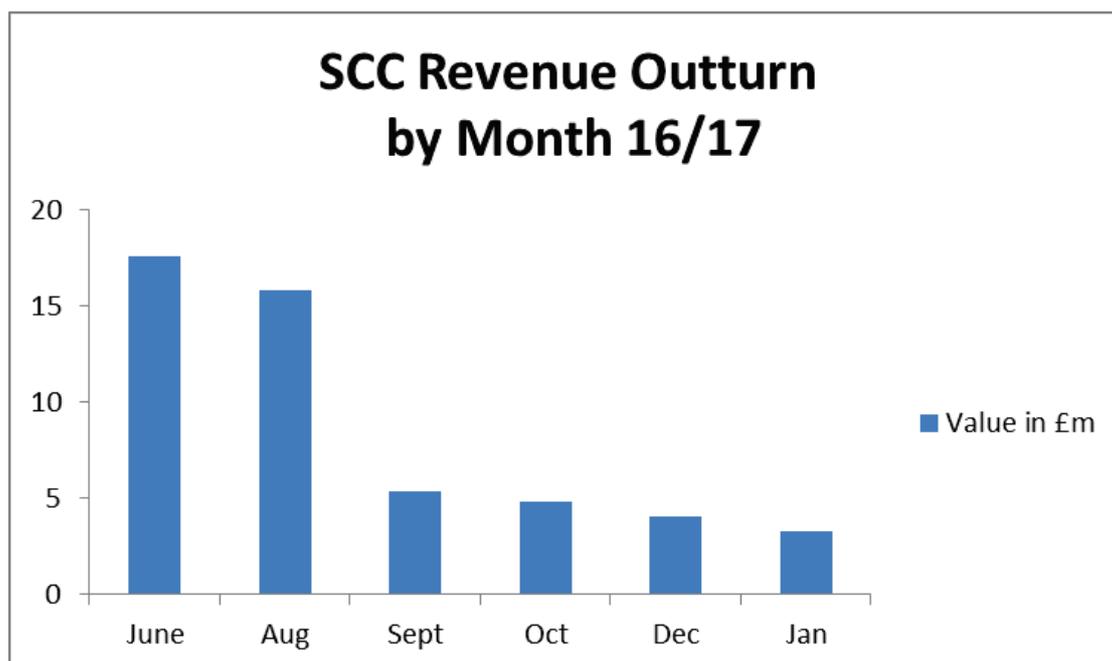
8. The main variations since Month 9 are:
- **Children, Young People and Families (CYPF).** The adverse movement of £261k from month 9 is primarily due to an increase in demand and costs within SEN transport.
 - **Communities.** The forecast £341k reduction in spending since Month 9 is the result of a number emerging pressures and savings across the whole portfolio. This is in large part due to a £239k movement in Commissioning

(due to the clarification of contract cost with the Care Trust and a service user moving to the Older Person's service) and Community Services of £268k (consisting of a number of small movements across different services). There is an adverse movement of £201k within Care & Support due to emerging cost pressures, offset by increased contributions from service users and the CCG.

- **Place.** Across the portfolio there is a positive movement of £276k made up of a £113k positive movement in Creative Sheffield and £100k in Business Strategy & Regulation due to further small improvements in spend and income across a number of service areas, including staff vacancies.
- **Corporate.** Due to lower levels of borrowing than originally planned during 2016/17, investment returns are in excess of target and new borrowing undertaken during the year was at a lower rate of interest than anticipated. Therefore interest rate costs on borrowing have been lower, creating a net £433k positive movement.

9. Movements from initial forecasts at Month 3:

The forecast outturn shows an improved position of £13.5m from the £17.6m overspend reported in Month 3. This improvement reflects Portfolios' attempts to reduce spending, but also the major review of corporate budgets to help offset the significant pressures within the Communities and CYP portfolios. The position month by month is shown in the following chart:



10. Full details of all reductions in spend, overspends and movements from the previous month within Portfolios are detailed in **Appendix 1**.

Approval Requests

11. There are a number of requests from Portfolios to either access funding or carry forward budget into the next financial year. Please see Appendix 7 for further details.
12. It should be borne in mind that, if all the carry forward requests are approved, these will worsen the current position by £349k. This will result in a forecast overspend of £3.7m.

Public Health

13. The Public Health ring-fenced grant is currently forecasting a £582k underspend against the original grant allocation. Further details of the forecast outturn position on Public Health are reported in **Appendix 2**.

Housing Revenue Account

14. As at Month 10, early indications suggest an improved full year outturn position of £2.7m. As such, the funding contribution to the capital investment programme will be revised to take this into account. This is in line with the HRA Business Plan which sets out the Council's plans and priorities for investment in council housing over the next five years.
15. The main areas contributing to the outturn include; a net increase in income of £531k, primarily as a result of a reduced level of bad debt provision offset by a higher turnover of vacant properties, a reduction in other income of £192k, lower demand on the repairs service resulting in a saving of 379k, a reduction in overall running costs of £1.4m, of which £2.1m relates to savings on staffing costs, and a £0.7m net increase in other running costs. A reduction of £623k is also forecast on loan interest payments due to revised borrowing assumptions.
16. Further details of the HRA forecast outturn can be found in **Appendix 3** of this report.

Growth Investment Fund

		£m
Income	Reserves as at 1/04/16	-7.1
	Anticipated 16/17 NHB Grant	-9.3
	Total Income	<u>-16.4</u>
Expenditure	2016/17 Spend to Date	1.3
	Forecast to Year End	0.5
	Future Years' Approved Commitments	3.7
	Proposed Approvals in this report	0.0
	Proposed Future Allocations	<u>3.4</u>
	Total Expenditure	<u>8.9</u>
	Funds Available for Investment	<u><u>-7.5</u></u>

17. No significant change during this month. Project Managers have re-profiled forecasts to reflect the slightly lower spend.

18. Work is progressing on a number of future projects which will be brought forward for approval in due course.

Collection Fund

19. Collection Fund monitoring will be reported in Month 9 and will include the third quarter results. **Appendix 4** has been retained for the Collection Fund as blank for continuity for future months.

Corporate Risk Register

20. The Council maintains a Corporate Financial Risk Register which details the key financial risks facing the Council at a given point in time. The Corporate Risk Register is reported quarterly and will be reported in Month 9. **Appendix 5** has been retained for the Corporate Risk Register as blank for continuity for future months.

Capital Summary

21. The approved capital programme budget for 2016/17 at 31 January is £228.6m. This is a reduction of £19m from Month 9 due to various authorised changes to budget as summarised in Section 8 of Appendix 6.

22. The full year forecast in Month 10 is £212.1m – an increase of £6.3m on the Month 9 forecast. At Month 10, the variance of forecast v actual is -£14.5m (8.5%) behind plan. The forecasted full year variance is -£16.5m (Budget – Forecast) - this represents a slippage rate of 7.2% which is down from 8.8% reported at Month 9.
23. Further details of the Capital Programme monitoring are reported in **Appendices 6 to 6.1**.

Implications of this Report

Financial implications

24. The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2016/17, and as such it does not make any recommendations which have additional financial implications for the City Council.

Equal opportunities implications

25. There are no specific equal opportunity implications arising from the recommendations in this report.

Legal implications

26. There are no specific legal implications arising from the recommendations in this report.

Property implications

27. Although this report deals, in part, with the Capital Programme, it does not, in itself, contain any property implications, nor are there any arising from the recommendations in this report.

Recommendations

28. Members are asked to:
- (a) Note the updated information and management actions provided by this report on the 2016/17 Revenue Budget position.
 - (b) Consider for approval the requests for access to funding and carry forward requests in **Appendix 7**.

- (c) In relation to the Capital Programme:
- (i) Approve the proposed additions to the Capital Programme listed in **Appendix 6.1**, including the procurement strategies and delegations of authority to the Interim Director of Finance and Commercial Services or nominated officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
 - (ii) Approve the proposed additions to the Capital Programme relating to the Growth Investment Fund listed in **Appendix 6.1**;
 - (iii) Approve the proposed variations, deletions and slippage in **Appendix 6.1**;

And note:

- (iv) The variations authorised by Directors under the delegated authority provisions, and;
- (v) The latest position on the Capital Programme.

Reasons for Recommendations

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

Alternative options considered

30. 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.

Dave Phillips
Head of Strategic Finance

PORTFOLIO REVENUE BUDGET MONITORING AS AT 31 JANUARY 2017

Children Young People and Families (CYPF)

Summary

1. As at month 10 the Portfolio is forecasting a full year outturn of an overspend of £6.5million, an adverse movement of £260k from the month 9 position. The key reasons for the forecast outturn position are:
 - **Business Strategy** - £189k forecast overspend. The key reasons are a reduction in spend in catering due to the release of a provision for £234k which is no longer required, This has been offset by a forecast overspend of £202k on Transport, due to increased demand and increased costs.
 - **Children and Families** - £6.5million forecast overspend. The key reasons are:
 - Fieldwork Services - a forecast overspend of £1.1m, this is mainly due to a forecast overspend on fieldwork staffing budgets of £113k, due to pressures on social workers and an increase in the number of caseloads. The planned tapering down model of social workers has been delayed and a number of temporary staff have been recruited to meet this increase in demand. However the service is experiencing difficulties in recruiting and retaining staff, which has reduced the overspend. There is a £613k forecast overspend on non-staffing budgets, due to increased transport costs and contact time for Children in Care. There is a £187k forecast overspend on legal fees, due to an increase in the number of cases.
 - Health Strategy – a forecast overspend of £796k on Short Breaks and Direct Payments, due to the delay in anticipated savings due in year and an increase in demand this year.
 - Provider Services – a forecast overspend of £357k, due to delays in anticipated savings on integrated residential and disability services with health, due in year.
 - Early Intervention and Prevention – a forecast overspend of £484k due to anticipated savings of £200k on uncommitted contracts and savings in-year on legal fees, offset by a reduced expected contribution of £750k from the CCG, leaving a net overspend of £547k.

- Placements – forecast overspend of £3.9m. This reflects the full year impact on the current number of placements and the costs of these placements for the remainder of the year. Also includes £250k overspend due to a reduction in the expected contribution from the CCG.
- **Inclusion and Learning Service** – A forecast reduction in spend of £162k, made up of a number of small underspends across the service.
- **Lifelong Learning, Skills and Communities** – A forecast overspend of £53k, which is due to a number of overspends across the service.

Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
BUSINESS STRATEGY	2,519	2,330	189	↑
CHILDREN & FAMILIES	64,527	58,061	6,466	↔
INCLUSION & LEARNING SERVICES	(185)	(23)	(162)	↔
LIFELONG LEARN, SKILL & COMMUN	6,717	6,664	53	↔
GRAND TOTAL	73,578	67,032	6,546	↑

DSG

2. The following is a summary of the position on DSG budgets at month 10:

	Month 9 £000	Month 10 £000
Business Strategy	342	350
Children and Families	222	238
Inclusion and Learning Services	795	789
Lifelong Learning, Skills and Communities	361	361
	1,722	1,738

Commentary

3. The following commentary concentrates on the changes from the month 9 position.

Business Strategy

4. A forecast £189k overspend on the cash limit position and £350k overspend on the DSG position. This is an adverse movement of £205k on the cash limit position and a consistent position on DSG.
5. The adverse movement on the cash limit position is due to an increase in the transport overspend of £202k, due to increased demand and increased costs.

Communities Portfolio

Summary

6. As at month 10, the Portfolio is forecasting a full year outturn of an overspend of £6.72m. The key reasons for the outturn position are:

Performance, Information and Planning (underspend of £585k):

- The underspend position for PIPS is mainly due to the pay award budget (net of pay overspends) of £271k, which is held in Executive. There are underspends against the mail and insurance budget of £195k, £170k on staffing budgets in Performance & Planning & Quality, and other minor pay and non-pay underspends of £60k across the rest of PIPS. These are offset by staffing overspends in business support of £110k.

Care & Support (overspend of £4.85m):

- Access, Prevention and Reablement forecast an overspend of £300k due to spend on agency staff across the teams.
- Learning Disabilities returned an outturn of £4.24m overspend. This is made up of:
 - Purchasing LD is forecasting an overspend of £4.56m. This overspend is made up of £4.97m in new client costs (new packages and increases to existing packages) that have emerged in 2016-17, £1.13m of forecast unachieved savings, offset by a reduction in spend against the client packages rolled forwards from 2015-16 of £1.54m.
 - LD Assessment and Care Management is forecasting an overspend of £327k due to the full year cost of additional review teams. A proportion of the total cost of these teams is now set against existing budget due to vacancies in the establishment which has reduced the overspend.
 - LD Provider services is forecasting an underspend of £652k due to reductions in client hours as a result of a movement of clients from in-house services to independent provision (hours moved to purchasing budget) and the subsequent reduction in use of agency staff and bank staff.
- Long Term Support is showing an overspend of £1.45m. This comprises the net position of an overspend in adults purchasing of £1.88m, with an underspend on Adaptations, Housing and Health budgets of £93k and care management staff of £344k.

- Safeguarding Services are reporting an underspend of £132k as a result of non-pay/supplies and services underspends in the MCA Team and the Deprivation of Liberty budget.
- Provider Services are reporting an underspend against budget of £105k. The underspend is due to a £297k reduction in spend on Carers in the Adult Placement Shared Lives Service and underspends on salaries against Community Support Services of £100k. This is offset by a reported overspend against City Wide Care Alarms £302k as a result of lower income than budgeted. Reablement Services report a position which is almost balanced to budget as a result of drawdown of £309k of corporate funding to cover salary costs until full implementation of the MER.
- Contributions to Care has an underspend position of £858k against budget. This figure is made up of over achievements of income in Integrated Charge Income £742k and Residential Income of £522k netted down by overspends against SCAS staffing of £88k due to additional staffing recruited to work on Appointeeships, £45k on Health contributions to Direct Payments and under achievements of £72k in Property Income and in CHC income of £202k.
- Practice Development are forecast to underspend by £44k due to budget moving for vacant posts. Some Practice Development staff are included in the PIPs MER so further changes in forecast may occur this year.

Commissioning (overspend of £2,913k):

- An underspend of £570k is reported by Commissioned Housing, mainly due to a delay in implementation of new Housing Related Support Contracts, coupled with annualised contracted savings and a small staff saving.
- There is an overspend against Commissioned Mental Health Services of £3.21m. This is made up of a £3.53, overspend in Mental Health purchasing and £450k overspend in the S75 Mental Health contract offset by forecast underspends on the Older People Mental Health contract of £728k and the Partnership and Grant Aid budget of £48k. Negotiations with the Care Trust have finalised for 16/17 activity at £450k above budget; discussions have begun to minimise the level of overspend in 17-18. There is an on-going conversation with the CCG to enable joint planning to be done in order to bring the overspend down within 2016-17.
- An overspend on Public Health Drug and Alcohol (DACT) of £126k. The majority of this is due to a forecast overspend on Contract Drug costs £88k, Non-Contract Treatment costs of £29k and minor overspends against Alcohol Programme £8k.

- Social Care Commissioning Service forecasts an overspend of £144k. There is a forecast overspend of £258k on the British Red Cross contract for Independent Living Solutions (ILS) along with an additional £15k increase in Communities Wellbeing Programme People Keeping Well (PKW), previously held in Care and Support, has now transferred to Commissioning. This is partly offset by an underspend on staffing against ILS £15k, PKW £23k and Commissioning Leadership team of £46k.

Community Services (underspend of £187k):

- Locality Management is forecasting an underspend of £75k. There is an £169k overspend related to Voluntary Sector services, £119k of unachieved 15-16 savings on Grants offset by an in year saving of £56k, an “approved” staffing overspend on Health and Social Care integration budget of £50k, and loss of income from Sheffield Teaching Hospitals of £57k. Locality Area reports an underspend of £229k, as a £70k underspend on one off 16-17 funding has been formalised, as has a £87k on the Ward pots subject to a carry forward request attached to this report. The Locality Team report a £72k underspend on pay. The People Keeping Well reports a £16k underspend on the Right First Time community support worker service.
- Library Services are forecast £126k underspend. This is made up of the Heritage Team’s £37k underspend as a result of an increase in archiving income, Hub & Home Libraries of £85k due to over achieved income and underspend on non-staffing spend, and Central & Collections £31k mainly due to reduced salary costs. These are offset by forecast overspends against the Leadership team of £11k due to unfunded pay costs. The Development service are reporting an overspend of £27k, mainly due to a shortfall in forecast in the World Metal Index income of £56k as a result of the planned closure of the service along with other minor overspends on IT. Charges in the Service Development are offset by underspends on standby budget and supplies and services. Associate Libraries budgets are over-recovering income by £10k.
- Public Health staffing budgets are overspent by £15k as a result of slight delay in implementation of the MER.

Housing General Fund (underspend of £273k)

The underspend in Housing General Fund is mainly due to:

- City Wide Housing Services (CWHS) - £273k underspend due to low uptake of small grants in Local Assistance Scheme, savings on staffing and higher than anticipated income.
- Business Planning - £26k overspend resulting from staffing costs where funding has yet to be identified.

- Neighbourhood Intervention and Support (NITS) - £264k underspend mainly as a result of higher than anticipated income and savings on staffing costs relating to Housing+ MER.
- Sustainable City - £278k overspend where funding is still to be identified for various projects, and legal fees relating to Parkhill.

Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9	FY Variance Mth 9 £000s	Diff Mth 10 to Mth 9 £000s
PIPS	4,496	5,082	(585)	↔	(588)	3
CARE AND SUPPORT	103,181	98,320	4,861	↑	4,660	201
COMMISSIONING	27,597	24,684	2,913	↓	3,152	(239)
COMMUNITY SERVICES	6,178	6,365	(187)	↓	82	(268)
HOUSING GENERAL FUND	3,856	4,129	(273)	↔	(237)	(36)
GRAND TOTAL	145,308	138,580	6,728	↓	7,069	(341)

Commentary

- The following commentary concentrates on the changes from the last report at Month 9.

PIPS

- Forecast £585k underspend, a minor change in the month.

Care and Support

- A forecast £4.85m overspend. This is a worsening position of £191k from the position in month 9.
- Long Term Support reports an overspend of £1.45m, which is an adverse movement to that reported in month 9 of £130k. The move is mainly due to an increase in forecast Purchasing costs as a result of new service users for Direct Payments, Residential and Nursing provision.
- The Contributions to Care position has improved by £478k. This is due to an improved position in the Continuing Health Care income from additional JPOC and S117 packages forecast in LD purchasing and increased forecast income for Residential, due to additional forecast costs in the Adults purchasing budget.
- The LD position has worsened by £609k from month 9. This is as a direct result of additional client costs that have emerged in month 10, together with a change in the forecast saving of £135k.
- Safeguarding Service forecasts £132k underspend and reports an improved position of £44k as a result of a challenge to prior month forecast costs.

Commissioning

14. A forecast £2.91m overspend. This is an improved position, by £239k, from the month 9 outturn.
15. Mental Health Commissioning has improved by £197k, mainly due to movements in purchasing. There has been a transfer of clients into Adults of £90k and a reduction in forecast for citywide and daycare packages of £100k that should have been previously closed.
16. Social Care Commissioning has improved by £26k largely due to a delay in recruitment in the Commissioning Leadership Team and a small saving in ILS due to increased income collection.

Community Services

17. A forecast £187k underspend. This is an improved position of £268k from the position in month 9.
18. Libraries, Archives and Information service financial position has improved by £35k as a result of correction of a duplication in pay costs in prior months.
19. Localities has a favourable movement of £228k, mainly due to review of spend on neighbourhood projects (£70k) and ward pots (£131k). A carry forward request relating to £156k of this underspend is attached to this report for approval.

Housing General Fund

20. A forecast £273k underspend. This is a favourable movement of £36k from the position in month 9.
21. The favourable movement is minor in nature across all four areas of Housing General Fund.

Proposed Budget Virements for Month 10

22. None

Year to Date

23. The service needs to work with finance in 2017/18 to ensure the YTD forecast represents the true position of accrued income and expenditure which will aid the service in its planning during the year.

Carry Forward Requests

24. Two carry forward requests have been received for funding in the Community Services division of service. The first report is around carrying forward an allocation given temporarily in 2016/17 to fund Community Projects within the Wards which has not been fully allocated in year. The second request is to carry

forward an element of the Ward Pot funding which is a recurrent budget and has not been fully allocated in year. Please see attached appendices.

Place Portfolio

Summary

25. As at month10 the Portfolio is forecasting a full year outturn of £384k under budget, (after allowing for a £192k carry forward requests) an improvement of £27k from the month 9 position. The key reasons for the forecast outturn position are:

- **Business Strategy & Regulation** is forecasting a £428k underspend largely due to additional property rent income and staff vacancies.

Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
BUSINESS STRATEGY & REGULATION	31,557	31,986	(428)	↓
CREATIVE SHEFFIELD	2,882	2,984	(103)	↓
CULTURE & ENVIRONMENT	29,922	30,075	(153)	↔
DEVELOPMENT SERVICES	79,964	79,856	108	↔
GRAND TOTAL	144,325	144,901	(576)	↓

Commentary

26. Whilst there were no significant changes from the previous report, the section below highlights a key risk within the portfolio.

Development Services

27. Whilst the position remains broadly balanced this year, a key underlying risk remains the planned savings within Streets Ahead and Parking services (£1.5m in total) which continue to be progressed with a view to being implemented during the latter part of the 2016-17 financial year. The current position assumes £200k savings are achieved this year, with the shortfall being largely offset by other contract cost reductions (£800k) and additional income from Planning fees (£400k).

28. There is a further risk around delivering the current forecast planning fee income, which, whilst based on latest service intelligence from pre-applications, is still subject to the volatility of the market.

Year to Date

29. Nothing significant to report.

Carry Forward Requests

30. The carry forward requests are as follows:-

- Major Events £150k – this is to cover known commitments on unfunded major events in 2017-18, including the Special Olympics and Tour de Yorkshire.
- Launchpad ESIF grant funded project of £42k – this reflects slippage of match-funding due to a delayed start on the 3 year grant funded project. This ensures the full draw-down of the approved grant and reduces the risk of non-delivery of outputs and the potential for clawback of the grant.

Resources Portfolio

Summary

31. As at month 10, the Portfolio is forecasting a full year outturn of a reduction in spending of £1.1m, an improvement of £94k from the month 9 position. The key reasons for the forecast outturn position are:

- An overspend of £217k on Customer Services due to the Customer Engagement Programme being unachievable in this financial year.
- An overspend of £213k on Finance due to inclusion of additional costs arising from the implementation delay in the ReFine Programme.
- An overspend of £503k on Transport and Facilities Management due to the pressures on the cleaning budget, unresolved funding in relation to the Voluntary Registration of land and CSSR project costs offset by staffing savings and additional income.

Offset by:

- A reduction in spend of £113k on Commercial Services, mainly due to employee savings through vacancy management.
- An increase in cashable savings of £605k on Commercial Services (Savings) due to confirmation and re-profiling of all the Early Payment Discounts and Project Savings.
- A reduction in spend of £237k on Human Resources, due mainly to the over recovery of income in relation to Project Support charges and underspends on employees.

- A reduction in spend of £692k on Central Costs due mainly to reduced numbers requiring funding in relation to Former Employee Pensions and income from H drive and mailbox charges.
- A reduction in spend of £402k on Housing Benefit, due primarily to the outcomes of Government fraud initiatives.

Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
BUSINESS CHANGE & INFORMATION SOLUTION	981	976	5	↔
COMMERCIAL SERVICES	642	755	(113)	↔
COMMERCIAL SERVICES (SAVINGS)	(2,703)	(2,098)	(605)	↓
CUSTOMER SERVICES	3,400	3,183	217	↔
FINANCE	6,797	6,584	213	↑
HUMAN RESOURCES	2,591	2,829	(237)	↔
LEGAL SERVICES	3,509	3,507	2	↔
RESOURCES MANAGEMENT & PLANNING	169	174	(5)	↔
TRANSPORT AND FACILITIES MGT	17,251	16,748	503	↑
TOTAL	32,638	32,658	(20)	↑
CENTRAL COSTS	22,972	23,664	(692)	↓
HOUSING BENEFIT	4	406	(402)	↔
GRAND TOTAL	55,614	56,728	(1,114)	↔

Commentary

32. The following commentary concentrates on the changes from the previous month.

Commercial Services (Savings)

33. An improvement in Commercial Services (Savings) of £334k due to additional Reed contract income.

Finance

34. The adverse movement in Finance of £209k is due to the increased costs of the implementation delay for the ReFine programme.

Transport and Facilities Management

35. The adverse movement in T & FM of £245k is due to; unresolved funding in relation to the Voluntary Registration of land, errors in the coding of income to FM, and the payment of a disputed utility bill to prevent legal action being taken, offset by a reduction in spend in relation to the Accommodation Strategy.

Central Costs

36. An improvement in Central Costs of £114k, due to ongoing reductions in numbers requiring funding in relation to Former Employee Pensions and income from H drive and mailbox charges.

Policy, Performance and Communications Portfolio

Summary

37. As at month 10 the Portfolio is forecasting a full year outturn of an overspend of £243k, an adverse movement of £92k from the month 9 position. The key reasons for the forecast outturn position are:

- A £243k overspend due to an underlying in-year shortfall in the anticipated income from the new advertising contracts owing to the delays in negotiations. The position has worsened by £92k since last month.

Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
ACCOUNTABLE BODY ORGANISATIONS	0	0	0	↔
POLICY, PERFORMANCE & COMMUNICATION	2,545	2,302	243	↔
PUBLIC HEALTH	(65)	(65)	0	↔
GRAND TOTAL	2,480	2,237	243	↔

Commentary

38. The following commentary concentrates on the changes from the previous month. There are no changes requiring commentary.

Corporate

Summary

39. As at month 9, the Corporate portfolio is forecasting a full year outturn of a £8.5m underspend.

- **Corporate Expenditure:** Corporate wide budgets that are not allocated to individual services / portfolios, including capital financing costs and the provision for redundancy / severance costs.
- **Corporate income:** Revenue Support Grant, locally retained business rates and Council tax income, some specific grant income and contributions to/from reserves.

Financial Results

40. The table below shows the items which are classified as Corporate and which include:

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 9
CAPITAL FINANCING	31,528	34,357	(2,829)	↓
CORPORATE ITEMS	(449,492)	(443,835)	(5,657)	↔
GRAND TOTAL	(417,964)	(409,478)	(8,487)	↓

Commentary

Corporate items

41. Due to lower level of borrowing than originally planned during 2016/17, investment returns are in excess of target and new borrowing undertaken during the year was at a lower rate of interest than anticipated, therefore interest rate costs on borrowing have been lower, creating a net £433k positive movement.

PUBLIC HEALTH BUDGET MONITORING AS AT

31st January 2017

Purpose of the Report

1. To report on the 2016/17 Public Health grant spend across the Council for the month ending 31st January 2017.
2. The report provides details of the forecast full year spend of Public Health grant compared to budget.
3. The net reported position for each portfolio/service area would normally be zero as public health spend is matched by a draw down of public health grant. For the purposes of this report, and in order to identify where corrective action may be necessary, we have shown actual expenditure compared to budget where there is an underspend position.

Summary

4. At month 10 the overall position was a forecast underspend of (£582k) which is summarised in the table below.

Portfolio	Forecast Full Year Expenditure	Full Year Expenditure Budget	Full Year Variance as at M10	Full Year Variance as at M9	Movement from Prior Month
CYPF	17,981	17,981	0	0	0
COMMUNITIES	12,174	12,388	-214	-166	-48
PLACE	2,647	2,798	-151	-173	22
DIRECTOR OF PH	1,746	2,163	-417	-217	-200
Total	34,888	35,470	-582	-556	-26

5. Key reasons for the forecast under spend are:

- CYP forecast to budget
- (£214k) underspend in Communities mainly due to reduced spend in Mental Health Commissioning contract activity. In addition, there are also a number of vacancies contributing to this overspend.
- (£151k) underspend in Place mainly due to employee reduced spend to budget. Forecast also includes funding for posts and smoke free initiatives.

- (£417k) under spend in Director of PH due to reduced spend around GP health checks, staffing vacancies on DPH and an error in forecasting that excluded anticipated funding transfers to Communities and Place.

6. Key Reason for month on month changes are:

- (£48k) improvement in Communities is a result of a number of vacancies that remain unfilled now been included in the forecast. In addition, further savings have been made as a result of reviewing forecasts, specifically taking out forecasts for schemes that are no longer going ahead.
- £22k deterioration in place is a result of factoring additional costs for combating cheap and illicit tobacco and supporting smoke free playgrounds.
- £200k improvement in Director of PH is due to a forecasting error that excluded anticipated funding transfers to Place and Communities as well as reduced spend around GP health checks.

Communities Portfolio EXECUTIVE SUMMARY

HRA Revenue Budget Monitoring 2016/17– as at January

Purpose of this Report

1. To provide a summary report on the HRA 2016/2017 revenue budget for the month ending 31 January 2017, and agree any actions necessary.
2. The content of this report will be used as the basis of the content of the budget monitoring report to the Executive Management Team and to Members.

Summary

3. The HRA Business Plan is based on the principle of ensuring that investment and services required for council housing is met by income raised in the HRA.
4. As at month 10 early indications suggest an improved full year outturn position of £2.7m. As such, the funding contribution to the capital investment programme will be revised to take this into account. This is in line with the HRA Business Plan which sets out the Council's plans and priorities for investment in council housing over the next five years.

Main areas contributing to the outturn include a net increase in income of £531k primarily as a result of a reduced level of bad debt provision offset by a higher turnover of vacant properties; a reduction in other income of £192k due to revised interest due on HRA balances offset by an increase in service charge income; lower demand on the repairs service resulting in a saving of £379k; a reduction in overall running costs of £1.4m of which £2.1m relates to savings on staffing costs / vacancies due to the restructure of the service, offset by a £0.7m net increase in other running costs; and a reduction of £623k is also forecast on loan interest payments due to revised borrowing assumptions.

5. Financial Results

Housing Revenue Account (excluding Community Heating)	FY Outturn £000's	FY Budget £000's	FY Variance £000's
1.NET INCOME DWELLINGS	(147,281)	(146,750)	(531)
2.OTHER INCOME	(6,332)	(6,524)	192
3.HOMES-REPAIRS & MAINTENANCE	32,491	32,870	(379)
4.DEPRECIATION-CAP FUND PROG	39,436	39,436	-
5.TENANT SERVICES	51,504	52,855	(1,351)
6.INTEREST ON BORROWING	14,507	15,130	(623)
Total	(15,675)	(12,983)	(2,692)
7.CONTRIBUTION TO CAP PROG	15,675	12,983	2,692

Community Heating

6. The budgeted position for Community Heating is a draw down from Community Heating reserves of £293k. As at month 10 the forecast position is a draw down from reserves of 200k, an improvement of £93k. This is mainly due to lower than expected usage due to the mild weather and a reduction in overall energy costs.

Community Heating	FY Outturn £000's	FY Budget £000's	FY Variance £000's
Income	(2,562)	(2,723)	161
Expenditure	2,762	3,016	(254)
Total	200	293	(93)

Housing Revenue Account Risks

7. There are a number of future risks and uncertainties that could impact on the 30 year HRA business plan. As well as the introduction of Universal Credit and changes to Housing Benefits, the Government has announced a number of further changes in the Housing and Planning Act and Welfare Reform and Work Act. These include a revision to social housing rent policy, which will reduce rents for the next three years. This will have a considerable impact on the resources available to the HRA. In addition, other Government and changes in relation to fixed term tenancies and levy proposals in the Housing and Planning Act will impact on both tenants and the HRA business plan. Work is continually

ongoing to assess the financial impact of these. Other identified risks to the HRA are:

- **Interest rates:** fluctuations in the future levels of interest rates have always been recognised as a risk to the HRA. These are managed through the Council's Treasury Management Strategy.
 - **Repairs and Maintenance:** existing and emerging risks within the revenue repairs budget include unexpected increased demand (for example due to adverse weather conditions) and future changes to contractual arrangements.
8. The HRA business plan will be reviewed regularly along with expenditure plans to ensure flexibility to respond to the expected Housing and Planning Act Regulations.

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CAPITAL PROGRAMME MONITORING AS AT 31ST JANUARY 2016

Summary

1. The approved capital programme budget for 2016/17 at 31 January is **£228.6m**.
2. This is a reduction of £19m from Month 9 due to various authorised changes to budget as summarised in Section 8.
3. The full year forecast in Month 10 is **£212.1m** – an increase of £6.3m on the Month 9 forecast.
4. At Month 10, the variance of forecast v actual is **-£14.5m** (8.5%) behind plan.
5. The forecasted full year variance is **-£16.5m** (Budget – Forecast) - this represents a slippage rate of **7.2%** which is down from 8.8% reported at Month 9.

Portfolio	Spend to date	Budget to Date	Variance to date	Full Year forecast	Full Year Budget	Full Year Variance on Budget
	£000	£000	£000	£000	£000	£000
CYPF	17,382	19,266	(1,884)	21,033	24,166	(3,133)
Place	38,484	41,721	(3,238)	62,398	64,722	(2,324)
Housing	59,831	62,362	(2,531)	76,657	82,333	(5,676)
Highways	8,019	9,735	(1,716)	11,320	12,166	(846)
Communities	169	325	(156)	369	325	44
Resources	3,157	8,145	(4,988)	10,411	14,998	(4,586)
Corporate	29,900	29,900	-	29,900	29,900	-
Grand Total	156,942	171,455	(14,513)	212,088	228,609	(16,521)

6. Summary of main slippage:

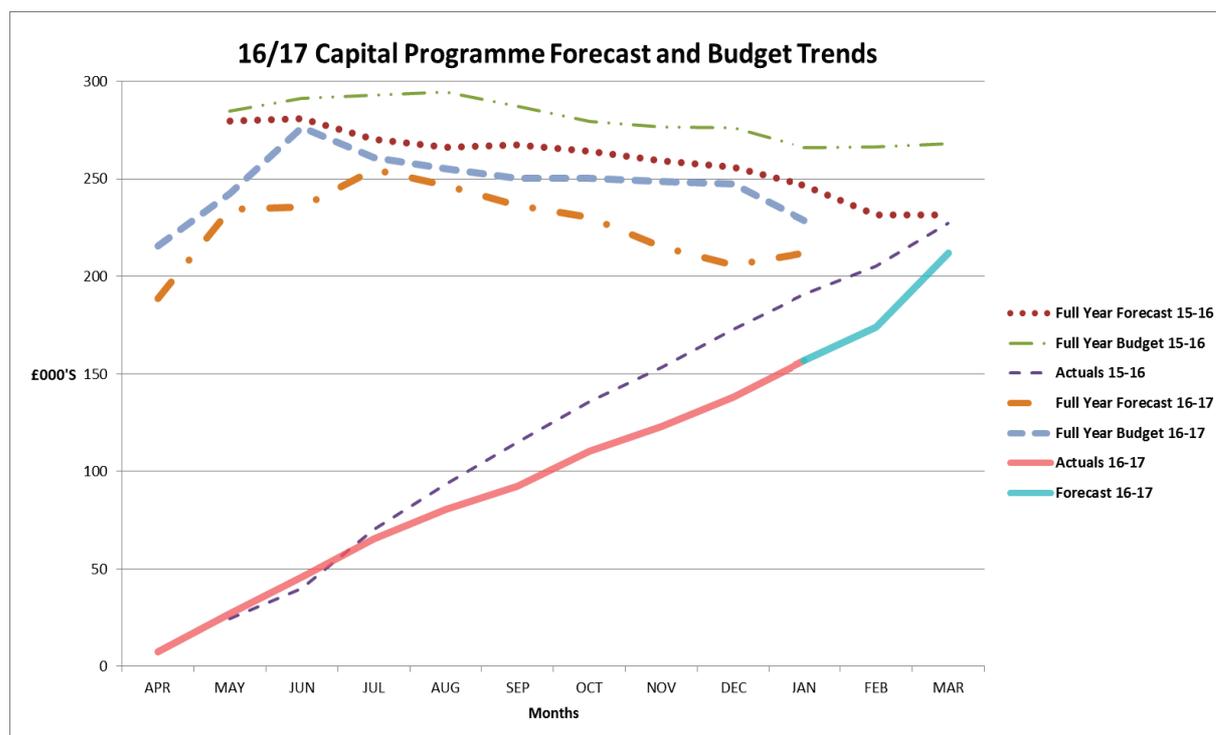
Of the main slippage items below, £0.7m can be considered as planned as this represents a potential saving on the Tinsley Primary School Project.

Project	Directorate	FY Budget	FY Variance on Budget	Explanation
		£000	£000	
PITCHED ROOFING & ROOFLINE	HOUSING	22,673	(2,004)	Slippage due to 2 contractors not hitting targets, both are being monitored.
FRA WORKS 16-17	RESOURCES	3,017	(1,964)	Delays in procurement of asbestos surveys. Programme of works not finalised
KITCHEN/BATHRM PLANNED REPLMT	HOUSING	6,581	(1,487)	Delayed start by contractor. Lower than expected volumes of work.
LDV FLOOD DEFENCE WORKS	PLACE	10,581	(1,467)	Numerous delays caused by landowners denying access.
HR+M TRANSPORT	RESOURCES	5,776	(1,270)	Slippage due to extended negotiations for improved deal on electric vehicles
TINSLEY PRIMARY	CYPF	6,665	(1,208)	Expected £700k saving to be realised. Slippage on previous site remediation costs
OLP INFRASTRUCT PUBLIC REALM	PLACE	4,908	(1,104)	Delayed start on site due to value engineering and clash with existing utility works
SF DEVOLVED CAPITAL 2011-12	CYPF	2,059	(1,100)	Funds Administered by SCC on behalf of schools
OLP FA PITCH	PLACE	998	(981)	Delayed start on site due to value engineering and clash with existing utility works
DH - METERING	HOUSING	2,109	(659)	Issues obtaining access to properties has slowed progress.
Total		65,367	(13,245)	

Forecast:

7. The graph shows that capital spend rates in 2016/17 continue to lag behind those seen in 2015/16, when the outturn was £232m.
8. Based on the current forecast of £212.1m, the monthly level of spend in February and March needs to increase substantially from that seen in previous months. Based on the predicted spend curve, an outturn around the £200m looks more likely at this stage. However, it should be noted that the significant increase in March forecast spend is due to the

recently approved one off payment of £10m relating to the new Light Weighting Centre Project.



Overview of Capital Programme

9. The overall programme has increased by £96.5m to £825.8m. The key reasons for the overall increase relate to the addition of the 2021-2022 indicative budget for the Housing Programme of £52m, inclusion of and additional £28m expenditure to facilitate delivery of the Sheffield Retail Quarter (SRQ) and £10m of SCRIF funding to be passported to Sheffield University to support the new Light Weighting Centre at the Advanced Manufacturing Park.
10. The net £19m reduction in the current year budget is comprised mainly of re-profiling of Housing Capital Programme (-£19m), re-profiling of the SRQ budget (-£13m) and the addition of the Light Weighting Project (£10m).

	2016/17	2017/18	Future	Total
Month 9 Approved Budget	247.6	208.6	273.2	729.3
Additions	11.9	16.7	110.6	139.2
Variations	-2.4	-6.2	-31.1	-39.6
Slippage and Acceleration	-28.6	8.8	16.7	-3.1
Month 10 Approved Budget	228.6	227.9	369.3	825.8

General Commentary

11. Top 20 projects in the Capital Programme account for 67% of the current 2016/17 budget. The key **forecast variances** from Budget at Month 10 include:
- Housing programme is forecasting to outturn £5.7m below budget by the year end compared to £21.4m reported at Month 9. This improvement is largely attributable to the recently approved re-phasing of budgets in relation to the Stock Increase and Acquisitions Programme into future years rather than increased expenditure. The majority of forecast slippage remaining is now accounted for by a newly identified underspend on the Roofing Programme (£2m), Kitchen and Bathroom Replacements (£1.5m), District Heat Metering (£0.7m).
 - Place programme is forecast to be £2.3m below budget compared to £15.1m at month 9. This improvement is principally due to the re-phasing of the Sheffield Retail Quarter Budget by £12.8m in future years. Major slippage items remain the Lower Don Valley Flood Defence Project at £1.4m and OLP Infrastructure project now declaring a potential £1.1m underspend.
 - The Highways programme is forecasting to be £0.8m below budget due to delays on Better Buses schemes (£0.6m) and a proposed delay to a scheme at Forbes Road to coincide with other planned maintenance works (£0.2m).
 - The CYPF programme is forecast to be £3.1m below Budget of which £1.1m is slippage on the Devolved Formula Capital scheme administered by SCC on behalf of schools. A further £1.2m is due to anticipated final costs being below the approved budget on several projects, £0.2m of work at Aldine House Secure Unit is forecast to slip into 17/18 following a re-design of the accommodation and £0.5m forecast slippage on the new school development at Woodside.
 - Resources programme is forecasting to be £4.6m further slippage of £2m from Month 9. The increase due largely to newly declared slippage of the Housing Repairs and Maintenance Transport insourcing project of £1.2m and a further slippage of £0.7m on Fire Risk Assessment works, taking slippage on this scheme to £2.0m.

Year to date variances

- In the Schools programme of £1.8m below budget, £1m is due to cost savings on projects which are forecast to outturn below budget with £0.55m on projects currently less than £100k behind profile. This is offset by a current overspend on Hallam Reconfiguration (£0.2m) and accelerated spend on Gleadless Primary (£0.2m) and equipment purchase at Don Valley Academy (£0.15m).
- The Housing programme is £2.5m behind the plan at Month 10.
 - There is accelerated expenditure of £1.5m on projects and £1.0m of known and funded overspends
 - This is being offset by major slippage of £4m on various projects. Key variances being on Roofing Programme (£1.2m), District Heat Metering (£1m), Sheltered Property Fire Alarm Works (£0.6m) and Kitchen and Bathroom Replacements (£0.4m)
- Place programme is £3.2 behind budget at Month 10.
 - The SRQ Programme is £3.0m ahead of budget year to date largely due to spend on Project Cavendish being ahead of the budget profile.
 - This is being offset by major slippage of £6.7m on various projects the key variance being Lower Don Valley Flood Project (£2.2m), Olympic Legacy Park Infrastructure Project (£1.9m), Beigton Leachate (£0.5m), Woodhouse Hub (£0.45m), Waste Management (£0.4m), Parkwood Resolution Site (£0.3m)
- Resources Capital programme is now £5.0m behind year to date principally due to slippage on Fire Risk Assessment programme (£2.0m) and the Housing Repairs and Maintenance Transport insourcing project (£1.3m) Several other projects are each recording a £100k - £150k of slippage.

Risks

12. There are several projects where the anticipated spend in 16/17 is significantly behind plan but the funding is secure to complete the work, however the following projects present specific risks in respect of potential unfunded expenditure.

- The Olympic Legacy Park Infrastructure Project is funded through £4.9m of SCRIF funding which must be expended by 31st March 2017. This project is now forecasting to slip approximately £1.0m into 2017/18. Verbal assurances have been received from Sheffield City Region that this will be acceptable but final written confirmation is awaited.

Approvals

13. A number of schemes have been submitted for approval in line with the Council's agreed capital approval process.

Below is a summary of the number and total value of schemes in each approval category:

- 8 additions to the capital programme (including feasibility requests) with a value of £20.6m:
- 18 variations (including Director Variations) to the capital programme amounting to a decrease of £20.1m
- 5 re-profiles including slippage and accelerated expenditure resulting in slippage from 2016/17 of £1.9m

Further details of the schemes listed above can be found in Appendix 6.1.

Scheme Description	Approval Type	Value £000	Procurement Route
THRIVING NEIGHBOURHOODS AND COMMUNITIES			
Highways			
<p>Langsett & Forbes Road (Accident Savings) As part of the Council's Accident Saving scheme, this project is delivering one large accident savings engineering scheme at Hillsborough (Langsett Road / Forbes Road) to:</p> <ul style="list-style-type: none"> • Achieve a reduction in the number and severity of road injury collisions. • Contribute to the creation of a safer residential environment, which will allow easier access to local facilities for all; encouraging sustainable modes of transport as well <p>The works were originally planned to take place in 2016/17 but the project is still in feasibility because of the Traffic Management requirements to build in such a busy area.</p> <p>There are major works to the tram tracks taking place in Hillsborough in 2018/19 so it's now planned to carry out these Accident Saving works at the same time to minimise disruption.</p> <p>Funded by Local Transport Plan (LTP) N.B. LTP allocations for 2018/19 are not yet confirmed are expected to be available to meet this commitment.</p>	Reprofile	16/17 -195 17/18 25 18/19 170	N/A
<p>BRT The Bus Rapid Transport scheme has been implementing general carriageway, footpath and junction improvements between the City Centre and Meadowhall including</p>	Reprofile / Variation	16/17 133 17/18 -72	N/A

<p>alterations to traffic signalling, signage and other sundry works to provide a high speed bus link between Sheffield and Rotherham.</p> <p>Approval is sought to:</p> <ul style="list-style-type: none"> - Accelerate £72k of the existing Local Transport Plan contribution to this scheme from 17/18 to 16/17 - Recognise an additional £62k of revenue contributions to the scheme to meet Project Manager costs and interest charges on Growing Places Loan 			
<p>Spital Hill (Tesco) The original scope of this project was to purchase & install 20 cameras that will provide journey time data to feed into a common database (being procured by Rotherham MBC) across South Yorkshire.</p> <p>It has since been decided to buy the data from companies who already collect it because camera equipment becomes out of date and attracts commuted sums. This method of obtaining the data would still satisfy the S106 funding.</p> <p>As the project no longer results in the creation of a capital asset this project will now proceed as a revenue scheme</p>	<p>Variation</p>	<p>-98</p>	<p>N/A</p>
<p>Hutcliffe Wood Cycle Route (Sheaf Valley Riverside Route) This project derives from the wider South Sheffield Cycling project. The Initial Business Case allowed feasibility work to look at a series of options on Archer Road and Millhouses Park potentially extending the existing Sheaf Valley route with an off road track into Millhouses Park. However most of the options were unrealistic because of other factors e.g. flood management works in Millhouses Park meant constructing a route through there would be unwise.</p>	<p>Addition</p>	<p>37</p>	<p>Existing non-measured term contract</p>

<p>It has therefore been decided to develop a cycle track through Hutcliffe Wood, widening and resurfacing an existing footpath. This will improve facilities for current users, enable cyclists to use a path that is currently a footpath, and meet the Section 106 (S106) funding criteria.</p> <p>The current approval for feasibility is £27,181 The 16/17 budget will now be increased to £47,000 to complete feasibility (£29,500) and commence detailed design (£17,500) And an initial 17/18 budget entered for £17,000 to complete detailed design.</p> <p>It is expected that the total final scheme costs will be £254</p> <p>Funded by S106</p>			
<p>Housing</p> <p>New Build Council Housing Phase 4a-ADLINGTON Older Persons Independent Living (OPIL)</p> <p>Following consultation with members in October 2016 it was agreed to change the profile of the Council Housing Stock Increase Programme to increase the number of new build units and reduce the number of acquisitions, to facilitate a stronger focus on housing growth.</p> <p>According to the latest Projecting Older People Information (POPPI), the population over 65 in Sheffield is currently around 92,000 and projected to rise by 5,000 by 2020 and 13,000 by 2030.</p> <p>Older people report that their preference is to remain in their own home with care,</p>	<p>Addition</p>	<p>13,920</p>	<p>Competitive process using YORbuild2 framework</p>

<p>rather than have to move into a care home. In response, Sheffield now has a strategy of supporting people to remain in their own homes as long as it is affordable to reduce the number of people entering residential care. The development of well-designed specialised housing is an integral part of this strategy.</p> <p>Adlington Site The site was cleared of Council housing over 10 years ago. It is a highly visible site at the junction of two main roads close to Chaucer district centre. As such, its continuing non-development is unhelpful to the regeneration of Parson Cross.</p> <p>Currently new developments are delivering family housing. This leaves a gap for older persons housing that this scheme would fill, whilst also contributing more high quality housing. The site is well-located for the client groups with easy access to amenities and public transport.</p> <p>The scope of the proposed project is as follows:</p> <ul style="list-style-type: none"> • Development of c.120 new homes for older people • Procurement of contractor with multi-disciplinary design team • Preparation and submission of planning application • Development of a shared equity model for older people • Development of an operating model for the scheme <p>The project forms part of a wider programme that aims to deliver four new OPIL schemes in the city.</p> <p>The cost of this project is £13.92m. Construction being £11.167m, site clearance and prep £1.293m Fees £800k and a Contingency of 5% £600.</p>		
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<p>New Build Council Housing Phase 4b(Learning Disabilities Following consultation with members in October 2016 it was agreed to change the profile of the Council Housing Stock Increase Programme to increase the number of new build units and reduce the number of acquisitions, to facilitate a stronger focus on housing growth.</p> <p>The number of adults with learning disabilities supported by the Council increased by 5% per annum from 2005/06 to 2015/16. The proportion of adults with a learning disability supported by the Council per head of overall population has been above the national average since 2012/13.</p> <p>These increasing numbers are largely made up of younger adults. Approximately 60% of the increase in numbers was in people under 25. Many of these younger people have significant additional needs, including complex health conditions, autism and behaviours that may challenge.</p> <p>our analysis of future demand is that:</p> <ul style="list-style-type: none"> • Many of the increasing number of younger adults with learning disabilities are likely to require accommodation over the next five years, and many have complex needs requiring specialist accommodation and support. • There is an increase in the number of adults with learning disabilities living with older family carers. Many are likely to require accommodation and support over the next five years. • These factors will combine to create an increase in demand for both improved support in families to prevent family breakdown and an increase in the demand for specialist accommodation. <p>This scheme will deliver</p> <ul style="list-style-type: none"> • 20 new one-bed homes for people with a mixed range of learning disabilities at the Adlington Road Site 	<p>Addition</p>	<p>2,320</p>	<p>Competitive process using YORbuild2 framework</p>
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<ul style="list-style-type: none"> The procurement of a contractor to lead a design team to prepare and submit a planning application for the development The identification of suitable prospective residents for the scheme <p>Design and build costs of the project are estimated at £2.32m (£116,000 per unit). This will be funded by £657k capital receipts and £1.363m HRA Borrowing.</p>	Addition	1,120	Competitive process using YORbuild2 framework
<p>New Build Council Housing Phase 3 Learning Disabilities This is also a Learning Disabilities scheme to which the information above applies. This project will deliver an 8-unit scheme for people with complex, high-level LD needs, at a total design and build cost of £1.12m (£140,000 per unit).</p> <p>Two viable sites were identified for the scheme (Wordsworth Avenue and Palgrave Road, both in Parson Cross). After consideration of both sites, advice from the local Area and Neighbourhood staff was that their preference would be for the scheme to be delivered on the Wordsworth Avenue site. However, if abnormal costs on this site prove to be too high, the scheme could potentially be moved onto Palgrave Road.</p> <p>This is funded by £575k of capital receipts and £546 of HRA Borrowing.</p> <p>The cost is split into construction of £836k, fees of £107k site preparation £100k and a contingency of 50k</p>	Variation	-17,360	N/A
<p>Block allocation -New build Housing Funding transferred to deliver New Build Council Housing Projects</p> <p>Garage Strategy - Improvements Concerns about the poor condition of Council owned Garages and the level of empty garages, prompted a detailed option appraisal to inform the asset management Strategy and the 30 year Housing Revenue Account (HRA) business plan.</p>	Addition	2,756	Competitive process using YORbuild2 framework

<p>Recommendations have been made for each garage location across the city as to improve the garage or demolish. The proposed strategy is to only invest in the garages where income exceeds expenditure over a 15 year period.</p> <p>It is recommended to carry out improvement works on 3271 garages comprising of new doors, flat roofs, garage renewal painting and concrete repairs. 333 garages need further investigation and this has been factored into the budget of £2.755m.</p> <p>£564k has already been approved for the demolition work.</p> <p>This work is funded by the HRA.</p>			
<p>Block allocation- Garages Funding transferred for Garage Strategy Improvements</p>	Variation	-2,756	N/A
<p>Grange Crescent The Community Investment Plan (CIP) Locality Hubs Strategy utilises the information collated through the asset review and highlighted Learning Disabilities Provider Services as an opportunity for property rationalisation. The Service was occupying 4 buildings that were deemed not fit for purpose due to their poor state of repair and configuration of space.</p> <p>The options for the centralisation of the service are limited within the council's current means and therefore the existing Grange Crescent facility had been highlighted as the only property which has the capacity for the proposed uses and remains relatively accessible. Therefore the project focuses on optimising and making this property fit for purpose.</p>	Addition	360	Competitive process using YORbuild2 framework

<p>Due to the poor condition of the buildings previously occupied by the Service, the move to Grange Crescent was necessary before any required alterations to make the building fit-for-purpose had been made. The Service and Transport and Facilities Management have provided the necessary funding to address immediate Health & Safety concerns within the building but many essential works are still required which will be addressed in the scope of works proposed for this project. The essential works are overlaying of a leaking flat roof and replacement of some standard windows which are unsafe when opened.</p> <p>The objective of this project is to optimise Grange Crescent via refurbishment to provide a fit for purpose hub facility for Learning Disabilities Provider Services and provide facilities that are fit for purpose and to meet aspirations for timescales, allowing for the short-medium term (1-5yrs).</p> <p>This enables the following properties to be released as surplus, reducing the council's liability;</p> <ul style="list-style-type: none"> - Beaumont Day Centre - Blackstock Road - Hallamgate Day Centre - Love Street <p>The total project costs are as follows: Minimal Refurbishment - £218k (17k spent on feasibility) Roof Overlay - £67k Window Replacement - £58k Total of All works = £360K</p>			Variation	200	N/A as forms part of existing
<p>Council Housing Fire Safety – Compartmentalisation This project will carry out work to properties to ensure that properties are not in breach</p>					

<p>of the Regulatory Reform (Fire Safety) Order 2005. The initial assessments of the works required did not fully take into account potential roof void works and the numbers of replacement fire doors were not fully identified and it has been these two main areas where the level of work carried out has far exceeded the original estimates. Additional budget of £200k is to be drawn down from the Essential Investments budget allocation to enable this work to be completed.</p>			Measured term Contract
<p>Essential Investments Block Allocation Funding transferred for Fire safety Compartmentalisation</p>	Variation	-200	N/A
<p>Culture FA Pitches Thorncliffe This approval is to recognise additional funding from a revenue contribution of £69k to cover the following increased costs to the development of new 3G football pitches at Thorncliffe :</p> <ul style="list-style-type: none"> • Ramp works £15k • Tarmac in front of Pav £14k • CCTV £12k • Repairs to Mortomley close £10k • Add fence to pitch £8k • Increased security £5k • Welfare units £5k 	Variation	69	N/A
<p>Parks Colley Park Improvements Colley Park is a site which has suffered from significant antisocial behaviour issues in the past. Historical vandalism has left the site in a poor state with remnants of old facilities that are in need of removal. As a result the site scores low on Sheffield</p>	Addition	85	Competitive quotations through local contractors

<p>Standards.</p> <p>New housing is being built adjacent to the site and Section 106 funding from this development is specifically available for making improvements to Colley Park, see breakdown of costs below.</p> <p>This project aims to deliver improvements that will help tackle the current site issues and reduce antisocial behaviour by opening up views and sight lines through the green space providing an improved open space environment for new and existing residents.</p> <p>This will be achieved by:</p> <p>Removal of old play equipment and re-grading of mound, associated landscaping, and drainage works £28,000</p> <p>Securing Site Frontage – low stone walling at entrance points £21,000</p> <p>Footpath Resurfacing £15,062</p> <p>Tree Planting £8,000</p> <p>and includes fees of:</p> <p>Urban Environmental Design £7,298</p> <p>CDS £6,000</p> <p>TOTAL £85,360</p>			
INFRASTRUCTURE :-			
SUCCESSFUL CHILDREN & YOUNG PEOPLE :-			
<p>New 2-18 Through School - Woodside This project will provide a new through school on the former Pye Bank Nursery &</p>	Variation	1,485	N/A

<p>Infants site. It will deliver a 2FE Primary, 5FE Secondary and 6th Form Accommodation provision, with a new build and refurbishment of an existing Grade 2 Listed building.</p> <p>Estimated total project costs are in the region of £29m, with £2.267m having already been authorised for feasibility, design and enabling works. This request is for a further £1.485m for additional enabling works to be done ahead of schedule, taking the total project value at this stage to £3.752m.</p> <p>The project is to be fully funded from the DfE grant funded CYPF Basic Need Block Allocation.</p>			
<p>Reignhead Primary Heating</p> <p>This project was set up to provide a replacement boiler at the school site. A new condensing boiler was fitted which proved to be a cheaper solution that originally envisaged.</p> <p>Final project costs have now come to £112k, resulting in an underspend of £114k that is proposed to be re-allocated to the CYPF Condition/Basic Need Block Allocation, from which the project was originally funded.</p>	Variation	-114	N/A
<p>CYPF Condition/ Basic Need Block Allocation</p> <p>This block allocation is an amalgam of the Basic Need and Condition block allocations, that are both fully funded by annual grants from the Department of Education (DfE), in order to support Local Authorities in the provision of adequate facilities to meet demand for numbers of pupil places and the longer term maintenance of school buildings to an acceptable standard.</p> <p>This variation request seeks to allocate £1.485m for additional enabling works at Woodside 2-18 Through School and to add back underspends of £114k and £1.5k from the Reignhead Primary Heating scheme and Capital Maintenance Radon projects as described above. The net effect being a reduction from the block allocation of £1.370m.</p>	Variation	-1,370	N/A

<p>Aldine House - Undercroft Area 2 This project was initially commissioned following feasibility and design work, funded by the DfE, to create a new sleeping-in room, a medical room, a staff workroom, a large room for mixed use by staff and residents, as well as an extension of the dining room at Aldine House Secure Home for Young People.</p> <p>On review of the final costings received from a tendering exercise, the Undercroft Area, 2 and 2-Bed Extension projects were then combined, to be treated as one project, to provide 2 additional welfare beds and increased physical infrastructure for staff to support additional bed provision under a new combined DfE Agreement dated 13 February 2017.</p> <p>There is a resultant £248k reduction in cost for this part of the works in the Undercroft Area, but an increase in cost on the 2-Bed Extension element of £207k, resulting in a net reduction in cost of £41k for the two combined projects.</p> <p>The combined project is fully funded by the DfE and requires EMT approval for the overall net reduction in cost of £41k*, but does not require Cabinet approval for the changes in costs of over £100k to the individual projects, as they were treated as one programme when authorised by Cabinet initially.</p>	Variation	-248	N/A
<p>Aldine House - 2 Bed Extension This project was initially commissioned following feasibility and design work, funded by the DfE, to provide a 2-Bedroom corridor extension, largely self-contained, with a kitchenette/living room area included.</p> <p>On review of the final costings received from a tendering exercise, the Undercroft Area</p>	Variation	207	N/A

<p>2 and 2-Bed Extension projects were then combined, to be treated as one project, to provide 2 additional welfare beds and increased physical infrastructure for staff to support additional bed provision under a new combined DfE Agreement dated 13 February 2017.</p> <p>There is a resultant £207k increase in cost for this part of the works in the 2-Bed Extension Area, but a reduction in cost on the Undercroft Area element of £248k, resulting in a net reduction in cost of £41k* for the two combined projects.</p> <p>The combined project is fully funded by the DfE and requires EMT approval for the overall net reduction in cost of £41k, but does not require Cabinet approval for the changes in costs of over £100k to the individual projects, as they were treated as one programme when authorised by Cabinet initially.</p>			
<p>STRONG ECONOMY</p>			
<p>SLIPPAGE / ACCELERATED SPEND:-</p>			
<p>INFRASTRUCTURE</p>			
<p>H, R & M Transport This request is to slip £1.27m from 16/17 into 17/18 following a programme delivery review, as late negotiations have taken place to try to secure a better deal on the purchase of some electric vehicles, with an estimated 78 of the original 356 vehicles now expected to be received in the first three months of 17/18. Expenditure has been re-profiled to reflect current timescales.</p>	<p>Slippage</p>	<p>-1,270</p>	<p>N/A</p>
<p>THRIVING NEIGHBOURHOODS AND COMMUNITIES</p>			
<p>Norton Aerodrome This submission is to slip £24.3k from 2016/17 into 2017/18 and to slip £330k from</p>	<p>Slippage</p>	<p>-354</p>	<p>N/A</p>

<p>17/18 to 18/19. The site will not now be developed as fast as originally proposed. The site has been leased for 5 years; the lessee is responsible for maintenance of the site until such a time development will take place. The site is in the Green Belt and the project has slipped to align with local plan timescales. Physical works on site will be delayed until public consultation on site options is concluded.</p>			
<p>Tinsley Public Art This submission is for slippage of £8k from 16/17 to 17/18 and £154k from 17/18 to 18/19. Slippage is due to design stages of the project taking longer than anticipated. Expenditure has been re-profiled to reflect current timescales. Expenditure and timescales have been agreed by Tinsley Art Project Board and E.ON plc UK (the major funder).</p>	Slippage	-162	N/A
<p>PROCUREMENT STRATEGY</p>			
<p>School Kitchens Refurbishment 2017-19: (Procurement Strategy only) The council delivers a number of maintenance and refurbishment projects for the School Food Service. There are a number of priority schemes, which are currently being developed. Although revenue funded, these will affect the value of a capital asset and therefore are being reported to CPG. The total project budget is £500k. We envisage this budget will be split into a number of smaller schemes which will be delivered during school holidays.</p>	PS	500	Competitive quotations through local or regional contractors
<p>FEASIBILITY:- (Note only)</p>			
<p>THRIVING NEIGHBOURHOODS & COMMUNITIES</p>			
<p>Former Parson Cross College Site Play New housing is being built on the Former Parson Cross College Site and S106 from this development is available for play facilities, which must be spent within 400m of the development site.</p>	Feasibility	7	N/A

<p>Colley Park is the nearest open space to the development so may be a suitable site. The park has suffered from significant antisocial behaviour issues in the past. Historical vandalism has left the site in a poor state with remnants of old facilities that are in need of removal. As a result the site scores low on Sheffield Standards but there is some concern about investing the play money at this site.</p> <p>The feasibility aims to carry out consultation to determine the preferred option for the spend of the play facilities contribution. This will include assessing local need and desire for investment in play at Colley Park, considering options for type of play facility to be delivered and considering whether there are any alternative site options. The design of the preferred option will then be developed and costed.</p> <p>The feasibility will consist of the following SCC fees: Survey Costs £608 Concept Design (inc site appraisal workshop, consultation drawings) £3,244 Design Development £3,040 TOTAL £6,892</p> <p>Funded by S106</p>			
<p>DIRECTOR VARIATIONS:- (Note only)</p>			
<p>THRIVING NEIGHBOURHOODS & COMMUNITIES</p>			
<p>Urban Nature Parks This project facilitates the change in management of 300 hectares over 55 sites of the Parks and Countryside estate. Moving away from formal amenity management toward naturalistic and environmentally sensitive land use to bring about the following outputs:</p>	<p>DV</p>	<p>16/17 24 17/18 9 18/19 -9</p>	<p>N/A</p>

<p>Trees planted and woodland created, access improvements- footpath creation and upgrade, improved signage, increased site security, new and enhanced habitats. The aim is to reduce maintenance costs and therefore make revenue savings without compromising the quality of the customer service provided and without a decline in the standard of the estates.</p> <p>The project is part funded by the Forestry Commission of which 30% is conditional on the successful establishment of woodlands at the funded sites after 10 years. The final part of this funding will be paid in 2019/20 and can still be reduced depending on the above condition.</p> <p>This variation effects a budget increase of £24k</p> <p>2 issues have brought about this variation:</p> <ol style="list-style-type: none"> 1. The payment expected from the Forestry Commission in 2019/20 was £25,800 (split equally across 16/17, 17/18, and 18/19) but has just been confirmed at £25,152 which is a reduction of £648. The funding has slightly reduced because of changes to the planting areas and this reduction will be borne in 16/17. 2. A budget reduction in 15/16 of £168K due to savings was overstated and therefore the available budget for site improvements planned for 16/17 wasn't sufficient. A Revenue Contribution has been offered to cover the resulting shortfall, as planned works still had to take place to secure the remaining Forestry Commission funding. 			
<p>ECB Cricket Pitches</p> <p>SCC were awarded a grant from the England and Wales Cricket Board (ECB) to install and maintain 10 non turf pitches at:</p> <p>Graves Park x 2, Bents Green x 2, Ecclesfield Park, Mather Road, Hollinsend Park, Don Valley Bowl, Meadowhead School, Emmanuel School (Thorpe Green)</p>	<p>DV</p>	<p>11</p>	<p>N/A</p>

<p>Following the tender process the grant was settled at £124,850 but in November 16 the ECB offered an uplift of £10,500</p> <p>This variation affects a budget increase to allow expenditure up to the increase grant figure.</p> <p>Funded by English Cricket Board and Revenue Contribution</p>			
<p>Graves Park Inclusive Play</p> <p>This project was to build an inclusive play area at Graves Park, works took place and were completed in 2012. It has now transpired that the final payment to the contractor of £9k had not been made.</p> <p>There remains sufficient funds from the original project allocations to meet this obligation</p> <p>Friends of Group £5,803.42 RCC £2,863.58</p>	DV	9	N/A
<p>Women of Steel</p> <p>This project was to construct a memorial to the women of Steel. The bronze statue was unveiled in June 16 and 800 commemorative medallions issued in Sep 16. Fundraising has been closed and final balance paid to SCC by South Yorkshire Community Foundation. More funds were raised that anticipated and balance will be used to complete the education and interpretation elements of the project. This submission is to slip £818 to 17/18 due to lower than anticipated costs and add £2,168 as the final balance of the fundraising extending the project to July 17 in order to complete the education and interpretation stage of the Project.</p>	DV	Slippage -1 Addition 2	N/A

<p>INFRASTRUCTURE</p> <p>Botanical Gardens Public Toilets This project was originally authorised for the installation and maintenance works to the Public Toilets in the Botanical Gardens, such that they were installed and maintained to the required standard.</p> <p>This variation reflects a revision to meet the final estimated contract costs; being an increase of £13k, which is to be funded by a revenue contribution to capital in 17/18 should it be required in the final settlement, once the £7k contingency is used.</p>	DV	13	N/A
<p>SUCCESSFUL CHILDREN & YOUNG PEOPLE</p> <p>Capital Maintenance - Radon Extraction This project was set up for the installation of Radon Extraction Equipment at various schools across the Sheffield City Council schools' estate as required, following the implementation of a systematic monitoring process.</p> <p>Final project costs have now come to £48.5k, resulting in an underspend of £1.5k that is proposed to be re-allocated to the CYPF Condition/Basic Need Block Allocation, from which the project was originally funded.</p>	DV	-1.5	N/A

Scheme Description	Approval Type	Value £000	Procurement Route
<p>ReFine Programme</p> <ul style="list-style-type: none"> • Programme established to plan and implement the Council's replacement Finance and Procurement System – Capita IBS Integra. • Programme impacts on all areas of the Council, both suppliers and customers. It is critical that the final design meets the Council's requirements, the programme is resourced with the right expertise and users are supported to use the new functionality effectively. • The final business case was approved on 18th July 2016 with a (revised) implementation date of 12th December 2016 with total funding approved of £3.64m at this date. Full implementation is now forecast to be within Quarter 1 17/18; for an estimate on the current worst case position of the end of June 2017 there is a forecast additional funding requirement of £1.2m, for which approval is now requested. • Funding has been identified from existing budgets 	Addition	£1,200 (£700k16 /17, £500k in 17/18)	Multiple with support from Commercial Services

<p>Locality Management</p> <ul style="list-style-type: none"> • This £137k budget was established to tackle local projects within a number of priority wards as identified by local councillors as well as ‘city-wide’ projects as identified by the Cabinet for Libraries & Community Services (Cllr. Jack Scott). • Councillors want to ensure maximum value for money with the services and activities they wish to fund that will tackle their ward priorities. The end of the financial year is prohibiting this in a few of the targeted wards. • Approximately £20k of the carry forward has been ringfenced for 4 local projects that have been delayed due to unforeseen circumstances. If the request was not approved then these projects would not proceed resulting in reputational damage for the Council. • The fund will be spent on the local projects, activities and services that have been identified and will tackle the agreed ward priorities (as identified by ward councillors). 	<p>Addition</p>	<p>£70</p>	<p>Carry forward of 16/17 budget</p>
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<p>Ward Pots</p> <ul style="list-style-type: none"> Councillors have annual ward budgets totally £300k. The following is a breakdown of the subject of the request broken down per Business Unit; <ul style="list-style-type: none"> 49071 (South East) - £9,598 49702 (South) - £5,404 49703 (South West) - £2,972 49704 (Central) - £18,940 49705 (North) - £2,574 49706 (North East) - £18,000 49707 (East) - £29,219 <p>Total - £86,707</p> <ul style="list-style-type: none"> Councillors want to ensure maximum value for money with the services and activities they wish to fund that will tackle their ward priorities. The end of the financial year is prohibiting this in the majority of the wards. The carry forward will also help mitigate against the proposed 15% reduction to the ward budgets in 2017/18. Analysis of ward budget allocations in previous years indicates that 70% of the ward budgets are invested directly into the VCF sector. If the request was not approved then approximately £60k would not reach various community organisations across the city and support their activities that primarily targets our most disadvantaged communities of place and identity. Potential impact on various communities of identity can be provided if required. The remaining 30% of the budget is primarily allocated to public services that, again, have a direct impact on the most disadvantaged communities. 	<p>Addition</p>	<p>£87</p>	<p>Carry forward of 16/17 budget</p>
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<p>Place Carry-Forward Requests</p> <ul style="list-style-type: none"> • Major Events £150k – this is to cover known commitments on unfunded major events in 2017-18, including the Special Olympics and Tour de Yorkshire. If the request were not approved then given the events are going ahead, Place would need to identify equivalent savings in 17-18. • Launchpad ESIF grant funded project £42k – this reflects slippage of match-funding due to a delayed start on the 3 year grant funded project, ensuring the full drawn-down of approved grant and reducing the risk of non-delivery of outputs and the potential for grant clawback. If this request were not approved, it reduces overall spend on the project by over £100k (£60k lost grant) with a consequential increased risk of non-delivery of outputs and potential grant clawback, or necessitates equivalent savings being identified in 17-18 to maintain the current approved position. 	<p>Addition</p>	<p>£192</p>	<p>None – activity already underway</p>
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Author of Report: Ben Colver, Senior Surveyor,
Property Services.

Tel: (0114) 273 4592

Report of: Executive Director Place
Report to: Cabinet
Date of Decision: 15th March 2017
Subject: Land at Spider Park, Sevenfields Lane,
Wisewood, Sheffield S6

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Culture, Parks and Leisure		
Which Scrutiny and Policy Development Committee does this relate to? Economic and Environmental		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>		
Does the report contain confidential or exempt information?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- <i>"The appendix is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

Purpose of Report:

This report is supplemental to a report entitled "Future Use of Wisewood Secondary School and Spider Park" dated 8 May 2013 by the Executive Director (Place) and Executive Director (Children Young People & Families) (the 2013 Report) together with Cabinet's decision dated 8 May 2013 (the 2013 Decision) which approved the recommendations made in the 2013 Report. Cabinet resolved at paragraphs 12.2 (b) and 12.2 (g) of the 2013 Decision that an area of public open space at Spider Park shown edged red on the plan annexed at Appendix C to the 2013 Report (the Property) be declared surplus and gave authorisation to agree the terms of disposal of the Property for residential development.

Following a period of marketing the Chief Property Officer has identified a preferred developer which has advised that the proposed residential development is only viable if the development site is extended to include the Property together with an additional part of public open space at Spider Park shown hatched red on the attached plan marked "Area Comparison") (the Additional Land) and has subsequently requested that the City Council includes the Additional Land in the disposal to it.

This report recommends and seeks Cabinet approval to:

- (a) declare the Additional Land surplus to the requirements of the City Council; and
- (b) to dispose of the Property and the Additional Land to the preferred developer for the purposes of residential development subject to advertising the proposed disposal and no public objections being upheld.

Recommendations:

- R1 That the Additional Land be declared surplus to the requirements of the City Council.
- R2 Subject to advertising the proposed disposal of the Property and the Additional Land and upon no public objections being upheld that the Property be sold to the preferred developer for the purposes of residential development.
- R3 That the Chief Property Officer be authorised to agree final terms for the disposal of the Property and the Additional Land, including the variation of any boundaries as required, and to instruct the Director of Legal and Governance to complete the necessary legal documentation.
- R4 That Cabinet notes that the Director of Culture & Environment will bring forward, as part of the monthly budget monitoring report, a capital approval submission to deliver the enhanced play area at section 2.

Background Papers:

Cabinet Paper dated 08th May 2013.

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Paul Schofield</i>
		Legal: <i>Leonie Wallace</i>
		Equalities: <i>N/A</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	Simon Green
3	Cabinet Member consulted:	Cllr Mary Lea
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Ben Colver</i>	Job Title: <i>Senior Surveyor – Property.</i>
	Date: <i>2016</i>	

1. PROPOSAL

At its meeting on 8 May 2013 Cabinet resolved that, subject to the outcome of public consultation and the provision of replacement open space, the Property be declared surplus to the requirements of the City Council. By the 2013 Report Cabinet were advised that the Property was intended for disposal to a developer for the purposes of residential development on the basis that part of the capital receipt would be used to fund a replacement play area. Following a period of marketing a preferred developer was identified, who has undertaken considerable due diligence and has now confirmed that it would only be able to proceed on the basis that the Additional Land is also included in the sale.

The preferred developer has had significant pre-application discussions with the Local Planning Authority to arrive at a scheme that ensures the design and layout is sympathetic to its surroundings.

To incorporate all the design requirements it has been established that the original site would be restrictive and not deliver the density of development to make the scheme financially viable to secure sufficient funds for the installation of new play equipment and associated landscaping on the site of the former Wisewood Secondary School to the scale and quality indicated by the design annexed to the 2013 Report at Appendix E.

The revised proposal is to incorporate the Additional Land comprising 0.13Ha (0.34 Acres) which will predominantly accommodate an extension to the adopted highway of Sevenfields Lane and the provision of a pedestrian route through the site (see attached plan marked "Site Layout 8 Detached Dwellings – Garden House Type").

Additional works by the preferred developer will be required to improve the Council's retained adjoining greenspace to compensate for the loss of the Additional Land. The extent of works to be undertaken will be subject to the approval of the Park's Head of Policy and Project.

2. HOW DOES THIS DECISION CONTRIBUTE?

It will improve the local open space provision for the Wisewood and Wadsley neighbourhoods, provide a residential scheme and achieve a capital receipt, relocate and enhance the play offering onto a more suitable site and support the City Council's Custom Build Programme. The proposal supports the Thriving Neighbourhood & Communities and Better Health & Wellbeing objectives of the City Council's Corporate Plan 2015-18.

3. HAS THERE BEEN ANY CONSULTATION?

There was significant public consultation during the relocation of the former Wisewood Secondary School relating to the future use of the school site which included the proposed land swap at Spider Park. In the intervening period the Friends of Wisewood and District have been consulted on the proposed inclusion of the Additional Land.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Financial and Commercial Implications

It is proposed that the land transfer agreement will contain an overage provision that will oblige the developer to make an additional payment for the land in the event that the total proceeds of sales from the plots exceed the baseline amount on which the initial premium has been based.

The sale of the land at Spider Park should realise a capital receipt for the Council. The result of the tender exercise undertaken by the Council's property officers and is outlined in a Closed Part 2 to this report.

The sum will be allocated to the Corporate Resource Pool and be available for reinvestment to enhance the play facilities in the area.

Legal Implications

The City Council has the power to dispose of land for the best consideration that can be reasonably obtained under section 123 of the Local Government Act 1972 (LGA1972).

The City Council has satisfied the obligation upon it to achieve best consideration by carrying out a competitive marketing exercise, in accordance with the City Council's Disposals Policy, and selecting a preferred developer from offers received as a result of this marketing exercise.

Section 123(2A) of LGA 1972 provides that no disposal of open space land can take place until notice of the intention to do so has been advertised for two consecutive weeks in a local newspaper and any objections to the proposed disposal have been considered.

5. ALTERNATIVE OPTIONS CONSIDERED

The Council could decline the request for additional space although this is likely to result in the preferred developer withdrawing its offer for the land. This would mean that the Council would have to re-market the site with no guarantee that an alternative developer would come forwards and with the resultant delays to the relocation of the external play area.

6. REASONS FOR RECOMMENDATIONS

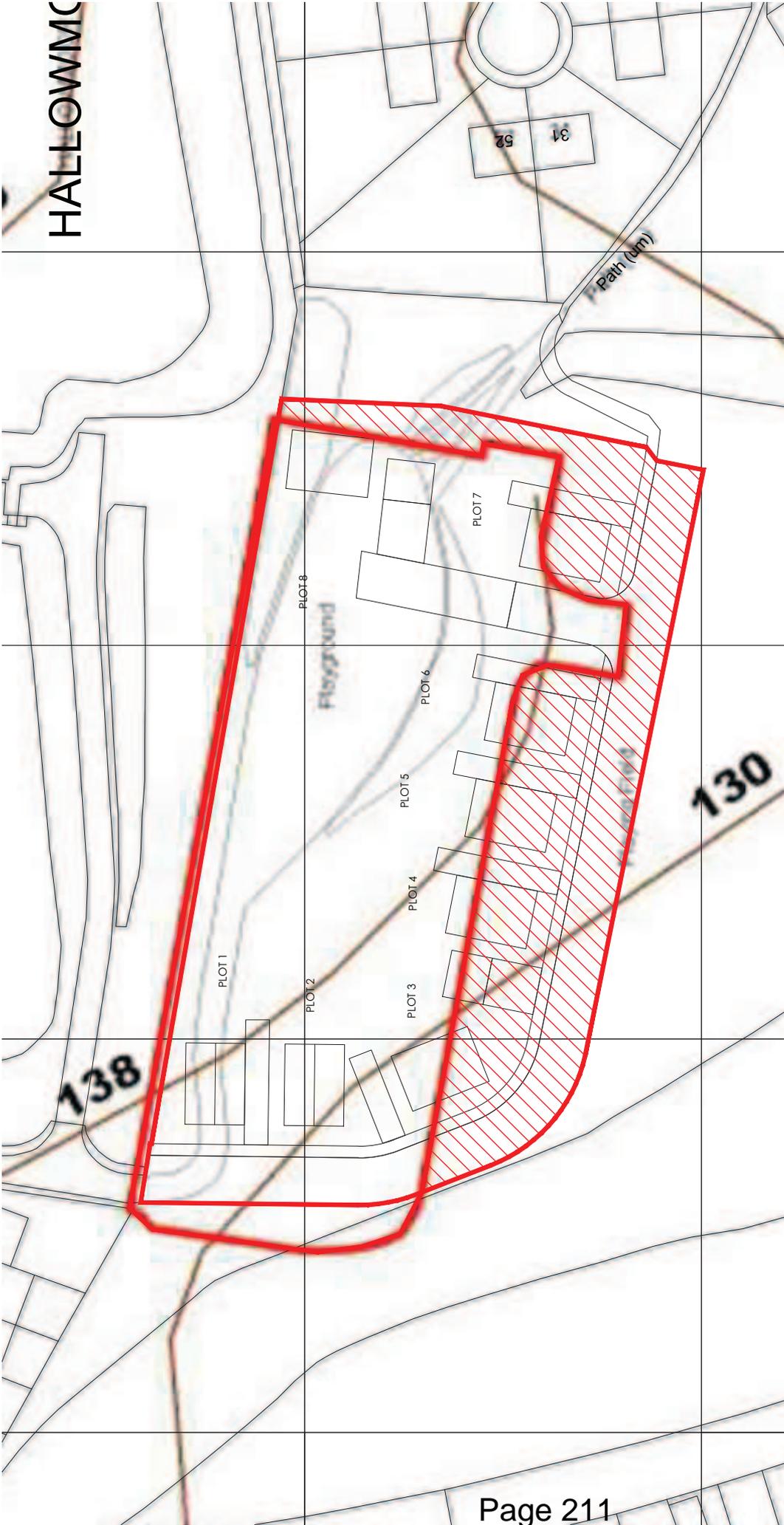
Release of the additional land is required to enable the Council to benefit from a capital receipt which is sufficient to secure sufficient funds for the installation of new play equipment and associated landscaping on the site of the former Wisewood Secondary School to the scale and quality indicated by the design annexed to the 2013 Report at Appendix E.

The development of housing on the subject site will provide natural surveillance over the remaining open space and make the thoroughfare between Dial House Road and Sevenfields Lane safer to users.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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Area of redline shown in 'informal planning and design advice note, (page 2 of 21)' = 3826m² / 0.38 hectares
 Area of new redline boundary = 5207m² / 0.52 hectares
 Area difference = 1381m² / 0.13 hectares



Benchmark Selfbuild Ltd

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Oakworth Homes Ltd
 Spider Park, Sevenfields Lane, Sheffield
 Area Comparison
 1:500 @ A3

DRAWN BY: A.H

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Author/Lead Officer of Report:
Steve Smith, Interim Surveyor Commercial
Estate Team, Property Services

Tel: 0114 2736842

Report of: Laraine Manley: Executive Director PLACE
Report to: Cabinet (acting as the Trustees of Oxley Park)
Date of Decision: March 2017
Subject: Lease of Inman Pavilion, Stocksbridge

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

Purpose of Report:

To seek approval of Cabinet, acting as the Trustees of the Oxley Park Trust, to the renewal of the existing lease of Inman Pavilion to the Garden Village Community Association (Registered Charity No. 1162028).

Recommendations:

That Cabinet acting as the Trustees of Oxley Park approve the grant of a lease of the Inman Pavilion to the Garden Village Community Association for a period of 25 years from a date to be agreed, subject to a peppercorn rent, with GVCA retaining responsibility for all repairs, maintenance, insurances and all costs relating to the use and occupation of the Pavilion.

Background Papers:

Surveyor's report to the Trustees as required by The Charity (Qualified Surveyor's Reports) Regulations 1992.

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Paul Schofield
	Legal: David Sellars
	Equalities: None
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>Mick Crofts</i>
3	Cabinet Member consulted: <i>Cllr Ben Curran, Cllr Mary Lea</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: Steve Smith
	Job Title: Interim Surveyor Commercial Estate Team
Date: <i>2nd March 2017</i>	

1. PROPOSAL

- 1.1 In 1956 Stocksbridge Urban District Council granted a lease for 5 years at a rent of one shilling to the Garden Village Community Association (GVCA) for a parcel of land at Moorland Drive, Stocksbridge, forming part of Oxley Park. The Association subsequently constructed a pavilion in accordance with the lease which it has since occupied, holding over on the original lease.

The Pavilion is in need of extensive repair, refurbishment and improvement to enable continued use. Under the terms of the existing lease GVCA are responsible for all repairs.

The Association are seeking grant funding for the Pavilion from a number of sources but need to regularise their occupation via a new lease for a longer term in order to be able to make successful bids.

Discussions have been held with representatives of the Association and heads of terms agreed for a lease for 25 years at a peppercorn rent, with the Association continuing to be responsible for repair and maintenance.

Sheffield City Council act as the Trustees of Oxley Park and GVCA are also now a Registered Charity (No. 1162028). The proposed lease is subject to the provisions of the Charities Act 2011.

It is proposed that the Trustees grant a new lease for a term of 25 years at a peppercorn rent for use in line with the charitable objects of GVCA. GVCA will continue to be responsible for all repair, maintenance and insurance and all other costs associated with the use and operation of the property.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 The charitable objects of the GVCA are to:

“Promote the benefit of the residents of Sheffield, in particular those living in Stocksbridge, without distinction of age, health status, religious or political affiliation, race, sex, or sexual orientation, by providing a building for education, health and for recreation or other leisure-time occupation in the interests of social welfare with the object of improving the conditions of life of the said residents.”

- 2.2 GVCA has identified a programme of improvement for the Pavilion via “The Inman Initiative” which was supported by students from the University of Sheffield School of Architecture. The programme aims to transform the existing building into a modern, flexible, energy-efficient property supporting long-term sustainable use by the local community. The initial phases of the programme are initially estimated to cost

£260,000 and GVCA will seek grant funding to support this expenditure following the grant of a new lease.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Cabinet, acting as Trustees do not require a specific consent from the Charity Commission to grant the lease, subject to complying with the other provisions relating to the disposal of charity land, including:

- a. Obtaining a surveyor's report on the terms of the disposal
- b. Advertising the disposal for a period of one month from the date of the notice to allow any representations to be made before approval is considered by Cabinet acting as the Trustees. Where the surveyor's report, however, advises that this may not be in the best interests of the Trust, the above requirement does not apply.

The surveyor's report advises that the advertising of the proposal to grant a leasehold interest in the Pavilion for continued use by the GVCA as a charity would not be in the best interests of the Trustees. This would incur expenditure and there is no realistic prospect of an alternative offer being received. GVCA also have existing rights to a new lease under the provisions of the Landlord & Tenant Act 1954.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 The GVCA charitable objects are to:

"Promote the benefit of the residents of Sheffield, in particular those living in Stocksbridge, without distinction of age, health status, religious or political affiliation, race, sex, or sexual orientation.."

4.2 Financial and Commercial Implications

4.2.1 Unless GVCA continue to use and improve the Pavilion it is likely to fall into disrepair and may eventually need to be demolished. This would result in the loss of a valuable asset used by the local community and involve a cost to the Trustees of Oxley Park, or ultimately, the City Council. The cost of demolition, site clearance etc is estimated at £75,000. The proposed lease will assist GVCA in drawing in external funding and this will mitigate this risk.

4.2.2 If the proposed lease is not granted the Association will not be able to make bids for grant funding as most grant regimes require the applicant to have a significant interest in the building.

4.2.3 Given that: the Pavilion was originally constructed by GVCA; that the continued operation of the Pavilion is entirely supported by GVCA; and

that any grant funding or other income received by the Association will be applied to improvements, it is fair and reasonable that the proposed rental of one peppercorn is considered to be the market rent.

4.2.4 The programme of improvement envisaged by GVCA is ambitious and there will be a need for effective management of works and finances by the Association. GVCA already receives professional surveying advice from Mark Jenkinson & Co and would appoint appropriate other professionals (e.g. architects) as part of any project delivery arrangements. The lease makes provision for the Trustees of Oxley Park to approve any programme of works and this will enable oversight of the programme. Similarly, the Trustees must give their consent for any charge over the property that may be required as part of any funding grant.

4.3 Legal Implications

4.3.1 Legal Services advise that:

- The approval of Cabinet (acting as the Trustees of Oxley Park), is required to the renewal of the lease.
- Approval from the Charity Commission is not required as the property only represents a small proportion of Oxley Park, has been let out for many years and would not affect the ability of the Trust to carry out its charitable objects. The Trustees would be able to rely on the de minimis exception applied by the Charity Commission. The effect of this is that the Trustees do not require a specific consent from the Charity Commission to grant the lease.
- Approval from the Charity Commission is also not required as the transaction involves the grant of a lease from a charity (Oxley Park Trust) to another charity (GVCA) and both have similar charitable objects.

4.4 Other Implications

4.4.1 Continued use of the Pavilion supports a number of activities beneficial to the health and well-being of the local community.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Alternative options are limited as GVCA have protection of occupation under the provisions of the Landlord & Tenant Act 1954 the Trustees would be bound to grant a new lease based on statutory terms.

6. REASONS FOR RECOMMENDATIONS

6.1 The proposal to grant a new lease at a peppercorn rent:

- regularises the existing occupation of the building
- enables grant funding bids to be made by GVCA to repair, maintain and improve the Pavilion
- ensures that a valuable asset is retained for use by the local community
- supports the charitable objects of the Oxley Park Trust and GVCA

QUALIFIED SURVEYOR REPORT

**SHEFFIELD CITY COUNCIL AS CHARITABLE TRUSTEES
OF OXLEY PARK**

INMAN PAVILION, MOORLAND DRIVE, SHEFFIELD.

11th January 2017

THE CHARITY (QUALIFIED SURVEYOR'S REPORTS) REGULATIONS 1992

INMAN PAVILION, MOORLAND DRIVE, SHEFFIELD RENEWAL OF LEASE TO GARDEN VILLAGE COMMUNITY ASSOCIATION (GVCA)

1. PURPOSE OF REPORT

- 1.1 This report has been prepared by Mr S. Smith a Member of the Royal Institution of Chartered Surveyors with experience in property management for over 35 years and in the Sheffield area for 7 years.
- 1.2 The purpose of this report is to advise the Charity on the proposed renewal of a lease of the Inman Pavilion to the Garden Village Community Association (Registered Charity Number 1162028) for a term of 25 years.
- 1.3 The report is prepared under the Charities (Qualified Surveyor's Report) Regulations 1992.

2. LIMITATIONS

- 2.1 My inspection has been restricted to one considered sufficient for the purpose of our instruction. Invasive investigations have not been carried out nor have detailed enquiries been made of any Statutory Authority.
- 2.2 A full site survey has not been undertaken and for the purposes of this report it is assumed that there are no deleterious materials within the site or other constraints that would affect the proposed lease renewal.

3. LOCATION

- 3.1 Inman Pavilion is situated in the township of Stocksbridge, approximately 10 miles North West of the City Centre.

4. DESCRIPTION

- 4.1 The Pavilion is a single storey building of concrete panel construction erected in 1965 by the GVCA to replace an existing building of wooden construction. It provides space for meetings, workshops, classes and functions for the Association and the local community.

The Pavilion sits within Oxley Park which comprises approximately 34.5 acres. The site area of the Pavilion is approximately 436 square metres (522 square yards).

5. HISTORY

- 5.1 Stocksbridge UDC granted a lease to GVCA in 1956 for a term of 5 years from the 1st January 1956 at a rent of 1 shilling p.a. and GVCA have since been occupying continuously although no further lease was put in place. The

Association have undertaken all repair, maintenance and insurance liabilities for the building since it was built.

- 5.2 GVCA does not receive funding from the City Council and no funding is available via the Oxley Park Trust or the City Council for maintaining or improving the building. GVCA have funded all premises costs from their charitable activities and from occasional hire of the Pavilion by the local community.
- 5.3 GVCA has identified a programme of improvement for the Pavilion via “The Inman Initiative” which was supported by students from the University of Sheffield (School of Architecture). The programme aims to transform the existing building into a modern, flexible, energy-efficient property supporting long-term sustainable use by the local community. Costs for the initial phases of work are a minimum of approximately £260,000.
- 5.4 The Association is poised to make a number of bids for grant funding to support the proposals but requires a lease for a term of at least 25 years in order to enable funding bids to be made.

6. **TOWN & COUNTRY PLANNING**

- 6.1 The area is designated as Housing/Playing Field/Park on the emerging Sheffield Plan.

7. **LEGAL INTEREST & CHARITY ISSUES**

- 7.1 Oxley Park was conveyed to Stocksbridge Urban District Council by Thomas Oxley and Samuel Fox & Company as part of an agreement dated 10th June 1921. The agreement states that the land is held in Trust “*forever for perpetual use by the inhabitants of Stocksbridge as a Park or Recreation Ground*”.
- 7.2 This scope relates solely to “outdoor” recreation. The City Council, as Trustees of Oxley Park, secured approval from the Charity Commission in 2015 to widen the scope of the Trust to include “indoor recreation” in relation to the lease of Stocksbridge Leisure Centre to 4SLC, following a process of advertising and consultation as required under the Charities Act 2011. This subsequently has been promoted by the Charity Commission as a case study.
- 7.3 The charitable objects of the GVCA are to:

“Promote the benefit of the residents of Sheffield, in particular those living in Stocksbridge, without distinction of age, health status, religious or political affiliation, race, sex, or sexual orientation, by providing a building for education, health and for recreation or other leisure-time occupation in the interests of social welfare with the object of improving the conditions of life of the said residents.”

7.4 The advice of the Council's Legal Service has been sought is that:

- The approval of Cabinet (acting as the Trustees of Oxley Park), is required to the renewal of the lease.
- Approval from the Charity Commission is not required as the property only represents a small proportion of Oxley Park, has been let out for many years and would not affect the ability of the Trust to carry out its charitable objects. The Trustees would be able to rely on the de minimis exception applied by the Charity Commission. The effect of this is that the Trustees do not require a specific consent from the Charity Commission to grant the lease.
- Approval from the Charity Commission is also not required as the transaction involves the grant of a lease from a charity (Oxley Park Trust) to another charity (GVCA) and both have similar charitable objects.

Specific consent from the Charity Commission to grant the lease, subject to complying with the other provisions relating to the disposal of charity land, including:

- a. Obtaining a surveyor's report on the terms of the disposal
- b. Advertising the disposal for a period of one month from the date of the notice to allow any representations to be made before approval is considered by Cabinet acting as the Trustees. Where the surveyor's report, however, advises that this may not be in the best interests of the Trust, the above requirement does not apply (see 11.1 below).

8. **PROPOSED LEASE**

- 8.1 The proposal is to grant a new 25 year lease from a date to be agreed. The Association will continue to be responsible for all repairs, maintenance and improvements and for all costs relating to the use and occupation of the building.
- 8.2 The rent will be a peppercorn for the full period of the lease to reflect that: the use is restricted to the charitable objectives of GVCA; that the building was originally constructed by GVCA; that it continues to be the sole responsibility of GVCA; and that the Association will apply any funding received by way of grant or other income to implementing improvements to the building.
- 8.3 The Lease will include appropriate restrictions on any assignment, underletting or transfer of the Pavilion.

9. **V.A.T.**

- 9.1 The Charity is not separately registered for V.A.T. and as such there are no benefits in opting to tax this transaction.

10. **CONCLUSIONS**

- 10.1 Unless GVCA continue to use and improve the Pavilion it is likely to fall into disrepair and may eventually need to be demolished. This would result in the loss of a valuable asset used by the local community and involve a cost to the Trustees of Oxley Park, or ultimately, the City Council.
- 10.2 If the proposed lease is not granted the Association will not be able to make bids for grant funding as most grant regimes require the applicant to have a significant interest in the building.
- 10.3 Given that the operation of the Pavilion is entirely supported by GVCA and that any grant funding or other income received by the Association will be applied to improvements, it is fair and reasonable that the proposed rental of one peppercorn is considered to be the market rent.

11. **ADVICE & RECOMMENDATIONS**

- 11.1 I advise that the advertising of the proposal to grant a leasehold interest in the Pavilion for continued use by the GVCA as a charity would not be in the best interests of the Trustees. This would incur expenditure and there is no realistic prospect of an alternative offer being received. GVCA also have existing rights to a new lease under the provisions of the Landlord & Tenant Act 1954.
- 11.2 I recommend that the proposed lease to GVCA is in the best interests of the Trustees.

12 **DECLARATION**

I have relied upon the information provided to me which I have assumed to be complete and correct as regards tenure, planning and all other relevant matters as summarised in this report.

I confirm that there are no conflicts of interest that affect my ability or impartiality in the preparation of this report.

Signed: Steve Smith MRICS

Date: 11th January 2017

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