

# Strategy and Resources Policy Committee

---

**Wednesday 12 July 2023 at 2.00 pm**

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

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

## **Membership**

---

Councillor Tom Hunt  
Councillor Fran Belbin  
Councillor Angela Argenzio  
Councillor Dawn Dale  
Councillor Douglas Johnson  
Councillor Ben Miskell  
Councillor Shaffaq Mohammed  
Councillor Zahira Naz  
Councillor Joe Otten  
Councillor Martin Smith  
Councillor Richard Williams

---

## PUBLIC ACCESS TO THE MEETING

---

The Strategy and Resources Policy Committee comprises 11 Members and has the following responsibilities:

- Cross-cutting responsibility for development and submission to Full Council for adoption of the Budget and Policy Framework
- Providing strategic direction to the operation of the Council by developing and recommending the Corporate Plan (including determination of the priorities set out therein) to Full Council and making decisions on cross-cutting policies and practice where such decisions are not reserved to full Council
- Responsibility for any issue identified as being of significant strategic importance or financial risk to the Council (which is considered to be by its nature cross-cutting)
- Responsibility for any policy matter not otherwise allocated to a Committee
- Considering reports which an Ombudsman requires to be published by the Council where it is proposed that the Council take the recommended action

Meetings are chaired by the Leader of the Council.

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://www.sheffield.gov.uk). You 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 Policy Committee meetings and recording is allowed under the direction of the Chair. Please see the Council [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.

Policy Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last on the agenda.

Meetings of the Policy Committee have to be held as physical meetings. If you would like to attend the meeting, please report to an Attendant in the Foyer at the Town Hall where you will be directed to the meeting room. However, it would be appreciated if you could register to attend, in advance of the meeting, by emailing [committee@sheffield.gov.uk](mailto:committee@sheffield.gov.uk), as this will assist with the management of attendance at the meeting. The meeting rooms in the Town Hall have a limited capacity. We are unable to guarantee entrance to the meeting room for observers, as priority will be given to registered speakers and those that have registered to attend.

Alternatively, you can observe the meeting remotely by clicking on the 'view the webcast' link provided on the meeting page of the [website](#).

If you wish to attend a meeting and ask a question or present a petition, you must submit the question/petition in writing by 9.00 a.m. at least 2 clear working days in

advance of the date of the meeting, by email to the following address:  
[committee@sheffield.gov.uk](mailto:committee@sheffield.gov.uk).

In order to ensure safe access and to protect all attendees, you will be recommended to wear a face covering (unless you have an exemption) at all times within the venue. Please do not attend the meeting if you have COVID-19 symptoms. It is also recommended that you undertake a Covid-19 Rapid Lateral Flow Test within two days of the meeting.

If you require any further information please email [committee@sheffield.gov.uk](mailto:committee@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.

---

**STRATEGY AND RESOURCES POLICY COMMITTEE AGENDA  
12 JULY 2023**

**Order of Business**

---

**Welcome and Housekeeping**

The Chair to welcome attendees to the meeting and outline basic housekeeping and fire safety arrangements.

**1. Apologies for Absence**

**2. Exclusion of the Press and Public**

To identify items where resolutions may be moved to exclude the press and public.

**3. Declarations of Interest**

Members to declare any interests they have in the business to be considered at the meeting.

(Pages 7 - 10)

**4. Minutes of Previous Meeting**

To approve the minutes of the previous meetings of the Committee held on 31 May, 19 June and 28 June 2023.

(Pages 11 - 48)

**5. Public Questions and Petitions**

To receive any questions or petitions from members of the public.

(NOTE: There is a time limit of up to 30 minutes for the above item of business. In accordance with the arrangements published on the Council's website, questions/petitions at the meeting are required to be submitted in writing, to [committee@sheffield.gov.uk](mailto:committee@sheffield.gov.uk), by 9.00 a.m. on Monday 10 July 2023).

**6. Retirement of Staff**

Report of the Director of Policy and Democratic Engagement

(Pages 49 - 52)

**7. Work Programme**

Report of the Director of Policy and Democratic Engagement

(Pages 53 - 68)

**Formal Decisions**

**8. Supporting the People of Sheffield Through the Cost-of-Living Crisis**

Report of the Director of Policy and Democratic Engagement

(Pages 69 - 122)

**9. Household Support Fund Scheme**

Report of the Executive Director Neighbourhood Services

(Pages 123 - 160)



10. **Sheffield Food Strategy and Future Commissioning Model for Improving Diet/Obesity Prevention 2024-2029** (Pages 161 - 232)  
Report of the Director of Public Health
11. **Local Land Charges - Proposed Fee Increases** (Pages 233 - 242)  
Report of the Interim General Counsel
12. **Extension of the Dynamic Purchasing Scheme (DPS) for Transport Services** (Pages 243 - 264)  
Report of the Executive Director Neighbourhood Services

**NOTE: The next meeting of Strategy and Resources Policy Committee will be an Extraordinary Meeting to be held on Wednesday 2 August 2023 at 2.00 pm**

This page is intentionally left blank

---

## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

---

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

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

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

You **must**:

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

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

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

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

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

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

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

You have a personal interest where –

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

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

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

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

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

Further advice can be obtained from David Hollis, Interim General Counsel by emailing [david.hollis@sheffield.gov.uk](mailto:david.hollis@sheffield.gov.uk).

This page is intentionally left blank

## SHEFFIELD CITY COUNCIL

### Strategy and Resources Policy Committee

#### Meeting held 31 May 2023

**PRESENT:** Councillors Tom Hunt (Chair), Fran Belbin (Deputy Chair), Angela Argenzio, Dawn Dale, Douglas Johnson (Group Spokesperson), Shaffaq Mohammed (Group Spokesperson), Zahira Naz, Joe Otten, Martin Smith, Richard Williams and Minesh Parekh (Substitute Member)

#### **1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received from Councillor Ben Miskell.

#### **2. EXCLUSION OF THE PRESS AND PUBLIC**

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

#### **3. DECLARATIONS OF INTEREST**

3.1 There were no declarations of interest.

#### **4. MINUTES OF PREVIOUS MEETINGS**

4.1 The minutes of the previous meetings held on 15 March, 19 April and 17 May 2023 were approved as a correct record.

Arising from the minutes of 17 May 2023 it was:

**RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) agrees to appoint Members to serve on the Charity Trustee Sub-Committee as follows:

Cllr Zahira Naz (to replace Cllr Dale)  
Cllr Mary Lea (Substitute)  
Cllr Janet Ridler (Substitute);

(b) agrees to appoint Cllr Zahira Naz as the Deputy Chair of the Charity Trustee Committee; and

(c) agrees, as respects the appointment of Members to serve on the Urgency, Charity Trustee Sub-Committee or any other Sub-Committee of Strategy and Resources, where vacancies exist or in cases of urgency to ensure quoracy or representation, the Monitoring Officer, in consultation with the relevant political group whip, be authorised to appoint Members to serve on such Sub-Committees, as necessary, on the understanding that details of such appointments will be reported to the next or subsequent meetings of the Policy Committee.

## **5. PUBLIC QUESTIONS AND PETITIONS**

- 5.1 Ibrah Hussain presented a petition Petition requesting (a) Improvements to the Licensing Service's Reception Facilities, (b) Improvements to the Clean Air Zone Grant Support Scheme and (c) Additional Independent Approved Test Centres.

Response: With regards to (a) and (b), the Leader stated that last week, he and Councillor Miskell met with representative of the taxi trade association to discuss these points. I welcome that you have had, and continue to have, ongoing dialogue with the Licensing Service on this matter. This is the correct approach.

With regards to (c) the Clean Air Zone, he stated that there were a number of other questions on this matter and to avoid repetition, he would respond to all the questions together, later in the meeting. (See 5.3)

- 5.2 Nasar Raof presented a question: Being born, raised, worked and lived in Page Hall, The ongoing situation in page hall is getting worse and recent events being reported in the media where authorities are now being attacked during the course of their duties is an example of how council and police approach to Page Hall is and has been a big failure. Will the council not now but sit down and plan strategically it's approach to Page Hall and how resources are being used ? Throwing money simply just doesn't cut it any more surely ?

Response: Thank you for attending today and for the work you do in the community. As a new Leader I will be looking at issues with fresh eyes, including the issues faced in Page Hall. There are no doubt significant issues faced by the local community. If what is being done is not delivering for residents we need to look at new ideas. I am open to such new ideas to deliver a comprehensive strategy and would welcome input from yourself and the the community to co-design solutions, in the spirit of partnership.

The Page Hall neighbourhood service has created a 18 point action plan based on feedback from local residents and partners. The aim of the plan is to raise overall standards in the area and to make Page Hall a more sustainable community and includes proposals around finding solutions to issues such as environmental and pest issues, overcrowding and poor property conditions. The service is based in Page Hall and acts as a hub, designed to join up many of the services that work in the area. To find solutions we need a strong dialogue with all local stakeholders, such as yourself.

We need to find solutions by working together to share intelligence and achieve a joined up response to local issues. There are many strong links with local voluntary, community and faith groups. These relationships are vital if we are to make progress. We need to build on these further and I welcome your feedback and input from you and colleagues in Page Hall.

- 5.3 Hafeas Rehman (Sheffield Taxi Trade Association) submitted a question: We the members Sheffield Taxi Trade Association (STTA) are asking Sheffield City Council and this committee to do the right thing by extending the exemption for



Taxis until June 2024.

The current leadership of SCC has committed to tackling the 'Cost of Living Crisis', taxi drivers are also affected by the Cost of Living Crisis, yet SCC is forcing taxi drivers into replacing their vehicles during these difficult times.

1) Does SCC recognise that taxi drivers are also subjected to the Cost of Living Crisis?

2) Are you aware that to replace an existing vehicle with a brand new vehicle, the cost has almost doubled since covid?

3) Are you aware that the cost of replacing an existing vehicle with a used vehicle has increased by over 40% since covid?

4) if you were not aware before you are now, so how do you expect taxi drivers to finance the change in the vehicle?

At this point, you may point toward the financial support offered by the CAZ scheme. Initially, taxi drivers were told they will receive a £10k grant to replace with an electric cab and a £6k grant to replace with Euro 6 vehicle.

5) Are you aware that Hackney Carriage drivers only receive up to £5k of the £6k and Private Hire only receive £2650 of the £3500 grant? The £6k and £3.5k was awarded if you take out the subsidised loan.

6) An electric wheelchair accessible vehicle cost approx £70k and a Euro 6 approx £40k (rear-loading wheelchair access), do you really think this is a fair deal?

7) The conditions of the grant until the launch of the scheme, do you think this is the right way to do business in the name of SCC, where is the transparency?

8) 'When were the 'conditions of grant' finalised'?

9) When were the elected members made aware of the 'conditions of grant'?

We are guessing the government introduced CAZ funding to encourage businesses to change over to cleaner vehicles. So would it not make sense that you would make it attractive and easy for taxi drivers to replace their vehicles by accessing the fund easily?

A vehicle to be licensed as a Hackney Carriage can not be older than 5 years (recently changed to 7.5 years) and can be licensed until its 15th anniversary, if the license is not renewed on time then after reaching its 5th anniversary then that vehicle cannot be relicensed. So we are guessing that in the business plan submitted to the government for funding all non-compliant taxis are accounted for because the aim is to replace all non-compliant vehicles.

A condition of the grant is that a vehicle has to be owned by an individual for at least one year for eligibility, we believe that this is wrong because there are many

existing taxi drivers that have been Hackney Carriage drivers for several years but decided to upgrade or downgrade for personal reasons with vehicles that are already licensed and non-compliant.

10) What is the procedure for a case-by-case consideration where an owner has owned for less than one year?

11) Are you aware that before a driver can access the grant, the currently licensed taxi has to be sold, putting drivers out of work for at least two weeks and the grant is only paid into the seller's bank account, is this acceptable?

12) Are you aware that to receive the retrofit grant, you first have to fund the retrofit works and claim the grant after submitting the receipt?

13) The cost of retrofit is over £8k, where are drivers to find the money to fund this work?

There is no local retrofitter garage. It is our understanding that other Local Authorities have made an agreement with the retrofit garages that the council will directly pay the grant to them, hence it becomes affordable for drivers.

14) Can retrofit payments be made to garages directly?

15) In 2016 STTA proposed to SCC to allow rear-loading vehicles as Hackney Carriage, so why was the Hackney Carriage vehicle specification Policy held back for several years?

16) If at the time (2016) SCC allowed policy change then the Hackney Carriage fleet would have been compliant, so why should Hackney Carriage drivers suffer due to the incompetence (or was it some sick attempt deliberately delay to keep non compliant vehicle numbers high) of SCC?

In recent correspondence with the CAZ team, we raised the ongoing issue with the availability of wheelchair-accessible vehicles, CAZ came back with a figure of over 700+ vehicles available also in the same email he is contradicting this by stating that the CAZ financial providers confirmed there is pressure on the availability of rear-loading vehicles. On challenging this outlandish figure of 700 vehicles, the CAZ team has now stated that the largest dealer of these vehicles Cab Direct has 70 vehicles in stock and can supply within one month. We have done our own test purchases with Cab Direct, they only have 20 brand-new vehicles and only 2 used vehicles at the time of call AND these cannot be delivered until August/September, priced at just under £40k.

17) Who can these drivers contact for their cases to be heard and advice given?

Taxi Licensing Section office - Since COVID taxi drivers have suffered in many ways, Cost of Living being the biggest challenge, with sky rocketing fuel prices, loss of night economy almost collapsed for Hackney Carriage drivers. Since the easing of lockdown the taxi licensing section at Staniforth Road Depot has remained closed for taxi drivers, this has led to an unfair burden on our voluntary

organisation, we deal with approximately on average 20 cases per week helping drivers with issues such as helping with applications, booking MOTs, providing forms, etc etc.

It has been over three years since the licensing office was closed to taxi drivers, over this time it has proven that this new system does not work with many issues including regular 'crashing' of the BigChange App, this failure can no longer continue we are fee paying customer and demand that the office is re-opened to taxi drivers so that they can get the service they need and deserve.

Response: Thank you for your question on behalf of your members. This doesn't fall on deaf ears. You do an excellent job in speaking up for them and I know how tenaciously you have their back.

I want to thank you for not only attending today, but also for your time last week when we met, together with my colleague Cllr Ben Miskell, Chair of the Transport, Climate and Regeneration Committee.

It was hugely appreciated to talk through some of the things we have discussed today, and that Mr Hussain has raised, not least the last two points you raised around the licensing service. And since that meeting, we have taken up some of those issues, and when we have answers back from the transport and licensing teams, we will come back to you and to continue that dialogue in the way that we would.

Right from the beginning I've said that I want to hear from people about the challenges they are facing, and it was so valuable to speak with you and to hear from your membership body about those challenges.

The transport team have provided a detailed set of responses to your questions which will be provided to you. When you have had a chance to digest them, Cllr Miskell and I would be happy to have a further conversation. Let me take a step back from the detail for a second.

There are some things that we all agree on and there are some things that are in the gift of SCC and some that are not. Clean air is a fundamental right. 1 in 20 deaths is attributable in some form to air pollution. Let us all be clear - this is not okay. We need a society wide response to this. But this has to be done fairly.

It is of course important to remember that the Clean Air Zone was mandated by government and the timing of this is far from ideal, not least because of the serious cost-of-living crisis that affects us all, and I know is affecting your trade very much. This has always been in our minds – and it's why the council and the previous Leadership team, successfully negotiated enhanced support and an additional delay of nearly 6 months specifically for hackney carriage taxis.

But of course, this doesn't go as far as we would have liked, or you would have liked. We will continue to bang the drum for Sheffield drivers so that they can get the best funding available from government. To do so successfully, and I'll repeat the point I made to you Mr Rehman last week, we need to build-up a clear

evidence base to try getting more financial support from government, and what you're describing today and over the last week, and in the press, shows the limitations of government's support that has been provided.

We will keep challenging the government for far better support and bring about as much flexibility as we can to ensure the best support, is provided to you, in the fairest way. As you have identified in your questions, there are, however, things within the gift of Sheffield City Council: the need for providing clarity and information on support, a need to respond quickly, a need for high quality customer services mindset, and the need for the Council to listen to what people are telling us and to respond accordingly.

It is clear that you and your members are not satisfied with SCC in this regard. As Leader, I will take that up with the transport service, as there is a clear discrepancy between what you and your members feel they are experiencing, and how it's intended to be experienced. And It's our job to close that gap. I won't make promises today that can't be kept, and I want to be crystal clear with you all that the government's Joint Air Quality Unit (JAQU), which oversees the Clean Air Zone, have told SCC they could not extend the exemption beyond 5<sup>th</sup> June.

Thank you again for coming here today, and speaking with me recently, and to continuing our dialogue, and once you have the detailed officer answers in front of you to all of your questions, and once you and your members have reviewed these, I genuinely want to hear of your experiences as drivers, and that's the kind of dialogue we need to get into.

- 5.4 Nasar Raof presented a question: In relation to the issue of red lines, 12 hour bus lanes and changes to parking along Ecclesall Road. "Will the Council commit to writing to the mayor of Yorkshire Oliver Coppard who is wanting to push this forward".

Response: I can confirm that we will be liaising with SYMCA and the Mayor on the Ecclesall Road and Abbeydale Road schemes. These schemes are part of the South Yorkshire Transforming Cities Fund Programme, and SYMCA oversee the funding and overall management of this. Providing them with regular updates on the progress of our scheme development and delivery is something that happens on a regular basis.

It is currently planned that a report on the Ecclesall Road and Abbeydale Road schemes will be considered by the Transport, Regeneration and Climate Committee in the Summer (2023). This will consider the development of the schemes to date, the previous consultation undertaken and the proposed next steps.

- 5.5 It was noted that written response would be provided to the questions submitted by Mr Ahmed and Mr A, Hussain who were unable to attend the meeting.

## **6. RETIREMENT OF STAFF**

- 6.1 The Director of Policy and Democratic Engagement submitted a report on Council

staff retirements.

6.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

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

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<b><u>City Futures</u></b>		
Steven Collins	Architectural Assistant Technologist	39
<b><u>Operational Services</u></b>		
Kim Knight	Library and Information Assistant	47
Jonathon Watson	Community Technician -Painter	45
Sherifa Ahmed	Neighbourhood Support Officer	43
Philip Ashton	Operations Officer	37
Caroline Bennett	Senior Information Officer and Systems Administrator	23
Cheryl Bennett	Neighbourhood Officer	20
Elizabeth Biggin	Library Development Officer Hub and Home	20
Carol Boot	Neighbourhood Operations and Development Manager SouthEast	39
Paul Bradshaw	Accommodation and Support Team Manager	37
Stephen Briggs	Community Technician - Plasterer	50
Richard Bulloss	Assistant Head Highways Maintenance Development	35
David Bunting	Senior Housing Officer	22
Elaine Burkinshaw	Neighbourhood Officer	21
Peter Carnall	Cemetery Operative	46
Timothy Chapman	Cemetery Operative	42

Stephen Cheetham	Kitchen Unit Assembly Technician	23
Lynne Clark	Senior Business Support Officer	25
Andrew Cooper	Community Technician-Joiner	38
Helen Couldwell	Income Specialist	21
David Cowen	Ward Team Leader	38
Kevin Dickinson	Gardener	42
Gary Eyre	Cemetery Area Officer	40
Diane Farrell	Library and Information Assistant	24
Susan Finney	Library and Information Assistant	39
Christine Fisher	Neighbourhood Support Officer	22
Trevor Ford	Senior Officer	20
Beverley Franklin	Library and Information Assistant	48
Deborah Frith	Tenancy Support Worker	28
Lesley Gillott	Library and Information Officer	40
Christine Gledhill	Library and Information Assistant	31
Alison Goodinson	Housing Solutions Officer	25
Yvette Hallam	Neighbourhood Officer	32
Kevin Harman-Siddall	Cemetery Area Officer	40
Ian Henderson	Senior Officer	42
Catherine Hill	Leasehold Services Manager	22
Glyn Hitchen	Neighbourhood Manager South-East	39
Julie Hoskins	Library and Information Assistance	48
Ian Jackson	Senior Engineer	44
Annette Lee	Senior Trading Standards Officer	36
Gill Loosemore	Ward Team Leader	24

Robert Maycock	Service Support Officer	38
David Melia	Gardener	43
Susan Mettam	Neighbourhood Officer	21
Teresa Hogan Watt	Ward Team Leader	35
Lorraine Whitehead	Response Operative	24
Paul Wild	Working Team Leader	40
Stephen Willis	Housing Officer	31
Gary Wood	Technical Service Manager	35
Nigel Worboys	Supervisor City Wide Services	40
Peter Wyatt	Bereavement Officer	24
Peter Yates	Community Technician - Bricklayer	40

**People**

Allie Buckingham	Senior Fieldwork Manager	38
Alison Dawson	Child Protection Coordinator	37
Glenda De Brouwer	Teacher, Lydgate Junior School	21
Joanne Knight	<u>Strategic Commissioning Manager</u>	40
Jayne Robinson	Higher Level Teaching Assistant, Carter Knowle Junior School	24
Jacqueline Stephenson	Senior Teaching Assistant Level 3, Carter Knowle Junior School	22
Angela Teasdale	Senior Teaching Assistant Level 3, The Rowan School	33
Simon Wilsher	Approved Mental Health Practitioner	31

**Resources**

Marilyne Fisher	Personal Assistant, Member Support	27
Ann Hardy	Business Partner	21
Jennie Skiba	Democratic Services Officer	50

(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 with over 20 years' service.

## **7. WORK PROGRAMME**

7.1 The Committee received a report containing the Committee's Work Programme for consideration and discussion. The aim of the Work Programme is to show all known, substantive agenda items for forthcoming meetings of the Committee, to enable this committee, other committees, officers, partners and the public to plan their work with and for the Committee. It was highlighted that this is a live document and Members input to it was invaluable.

7.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:- agrees that:-

(a) the Committee's work programme, as set out in Appendix 1 be agreed, including the additions and amendments identified in Part 1 of the report;

(b) Members give consideration to any further issues to be explored by officers for inclusion in Part 2 of Appendix 1 of the next work programme report, for potential addition to the work programme;

(c) approval be given to the consideration of cross cutting issues as detailed in Appendix 1 of the report; and

(c) the referrals from Council (petition and resolutions) detailed in Section 2 of the report be noted and the proposed responses set out be agreed.

## **8. STRATEGIC FRAMEWORK 2023/24**

8.1 The Director of Policy and Democratic Engagement submitted a report stating that 2023/24 is a significant year for Sheffield and we have an unprecedented opportunity, alongside our communities and partners, to set out a new vision and plan for the future of our city. But to be an effective, collaborative and connected leader and partner, we need to continue our improvement journey as an organisation, learning from the recent independent reviews of SCC and delivering for the people of Sheffield.

This report sets out: 1. The progress made through our Corporate Delivery Plan and improvement journey in the last year, recognising that this has been the first phase and there is much still to do; 2. The need to develop and reset our Strategy Framework for the Council, connecting our developing City Goals with a new Corporate Plan and key cornerstone strategies which give Members, staff and the



people of Sheffield a clear statement from our organisation of our values, what we want to achieve and how we will deliver; and 3. The key opportunities, issues and decisions that we will need to address in the coming year to continue our progress and deliver for our communities.

**8.2 RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) notes the progress of the council's improvement journey, recognising that, in line with the Lowcock and LGA reviews, there is significant work for SCC to do;

(b) endorses the proposal to develop a new Corporate Plan by autumn 2023, in line with the decision made at Strategy and Resources Committee on 15th March 2023 committing to the recommendations set out in the LGA Peer Challenge Action Plan;

(c) agrees to work across Policy Committees to address the key issues and decisions identified in section 3 of the report, recognising the importance of these issues to our communities and to the city's success;

(d) notes the work that is underway on the Future Sheffield transformation programme, and that the Strategy and Resources Committee will be the lead committee for this work; and

(e) agrees to the establishment of a cross-party working group for Future Sheffield, led by the Deputy Leader.

**8.3 Reasons for Decision**

8.3.1 The recommendations are critical steps in continuing the Council's strategic development and improvement and leading the change that we need to undertake as an organisation.

**8.4 Alternatives Considered and Rejected**

8.4.1 (a) Not writing a strategic framework paper – this was rejected because it would not have provided committee members with an overview of the key challenges and opportunities for the year ahead.

8.4.2 (b) Bringing forward a full Corporate Plan at this stage in place of the strategic framework – this option was rejected as it would have precluded the level of consultation and engagement needed to produce a credible corporate plan. As set out in this paper and in the LGA Peer Challenge report, a corporate plan remains essential for the organisation and it is proposed that this paper acts as a 'staging post' to producing a full corporate plan during the autumn.

**9. DIRECTOR OF PUBLIC HEALTH REPORT 2023**

9.1 To outline for Strategy and Resources Committee the near final version of the 2023 Director of Public Health Report for Sheffield.

9.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) notes the 2023 Annual Report of Greg Fell, Director of Public Health, Sheffield and the COVID-19 Pandemic. What did we learn?, appended as part of this report;

(b) further notes that in the Annual Report The Director makes specific recommendations as below:

(1) Data saves lives - In advance of another pandemic, we need to have immediate data access permissions that we managed to establish over the course of COVID to avoid any delay in getting the vital data to be able to give information to decision makers what is happening and to direct both policy and operational response.

(2) the scope of planning for pandemics and exercising - When planning for, exercising for and responding in future pandemics, we need to think about how the whole of the city is impacted, particularly with reference to those with poorest health and every sector has a role in the planning and response. Pandemic planning should include planning for communication infrastructure, maintaining education systems, job retention, economic resilience, community engagement, ensuring robust sick pay policies, systems for distribution of food and medicines. These activities are as important as modelling, stockpiling of PPE and ventilators and NHS resilience.

(3) the response cannot ignore the structural determinants of how infection spreads and poor outcomes - Planning, preparation, policy and operational response must not ignore the structural determinants of health that amplify and sustain chains of transmission, and thus outcomes;

(c) notes that the Council will publish the finalised report in due course; and

(d) requests that the Director of Public Health write to Central Government to emphasise the need to have immediate data access permissions to avoid any delay in getting the vital data to be able to give information to decision makers what is happening and to direct both policy and operational response.

9.3 **Reasons for Decision**

9.3.1 As is traditional in DPH reports, an effort is made to focus on a small number of high level recommendations. There will be another global pandemic. It is impossible to predict when. It is thus important to learn from the covid pandemic. It was, to date, the preeminent emergency of our lifetimes. The learning and reflection exercise has been conducted in various ways both within individual service areas, across organisations in the city as a whole and across South Yorkshire.

9.4 **Alternatives Considered and Rejected**

9.4.1 None

## **10. ALL AGE AUTISM STRATEGY**

10.1 Sheffield's All-Age Autism Strategy sets the scene for supporting Sheffield to become an Autism friendly city. It is positive, ambitious, and focussed on delivering change in partnership and collaboration. The Strategy will be underpinned by an annually updated delivery plan which will have clear objectives and outcomes anticipated. This will be a partnership document, and a range of organisations will continue together to the delivery of the Strategy's objectives.

10.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) approves the All-Age Autism Strategy as detailed in the report now submitted; and

(b) requests that an update is brought to the Adult Health and Social Care and Education, Children & Families Policy Committees in six months' time, along with an update of progress made on delivery actions.

### **10.3 Reasons for Decision**

10.3.1 The strategy is a positive development for the city and will enable partner organisations to work together to develop an Autism friendly city.

10.3.2 Approving the strategy demonstrates the Committee's commitment to partnership working across the City to improve citizens outcomes and experiences.

10.3.3 Approving the strategy also ensures the Council is fully compliant in its duties and responsibilities around Autism and is making a commitment to fulfil the priorities co-produced with local people to develop our approach to improving the quality of life and health outcomes for autistic people in Sheffield.

### **10.4 Alternatives Considered and Rejected**

10.4.1 Do Nothing: No alternative options have been considered as the Autism Strategy is a statutory requirement set out in the Autism Act 2009

This page is intentionally left blank

**SHEFFIELD CITY COUNCIL**

**Strategy and Resources Policy Committee**

**Meeting held 19 June 2023**

**PRESENT:** Councillors Tom Hunt (Chair), Fran Belbin (Deputy Chair), Angela Argenzio, Dawn Dale, Douglas Johnson (Group Spokesperson), Ben Miskell, Shaffaq Mohammed (Group Spokesperson), Zahira Naz, Joe Otten, Martin Smith and Richard Williams

.....

**1. APOLOGIES FOR ABSENCE**

1.1 There were no apologies for absence.

**2. EXCLUSION OF THE PRESS AND PUBLIC**

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

**3. DECLARATIONS OF INTEREST**

3.1 There were no declarations of interest.

**4. PUBLIC QUESTIONS AND PETITIONS RELATING TO THE ISSUES TO BE DISCUSSED**

4.1 It was agreed that, in view of the volume of questions received, the time allowed for public questions be extended to one hour.

Russell Johnson attended to present the following questions that he had submitted:

1. May I express profound disappointment that my Council has once again demonstrated its lack of imagination and failure to seize the opportunity provided by the Lowcock narrative and the catalogue of expensive blunders since the Street Tree Scandal to learn lessons. This is demonstrated in the revealing statement that ‘this report recommends treating the Inquiry Report as the definitive version of the truth!’ (Para 97). Q. Does this almost Orwellian assertion mean that SCC believes that there are no more ‘truths’ to be exposed, and so expects to put Lowcock to bed as soon as possible, quash challenge and carry on much as before?

Response: The goals of the Inquiry were to support the ongoing recovery in Sheffield from the dispute and to draw conclusions and make recommendations designed to help minimise the risk of the dispute re-emerging in future. The Inquiry report delivered against both of these goals and the Council has committed, on multiple occasions, to take action to meet both the word and spirit of the recommendations. This will mean we make meaningful change to ensure a dispute of this nature can never arise again.

As Sir Mark said on to the Extraordinary General Meeting of the Council on 10 May, it is always possible to find further questions to pursue. Having invested significantly in a thorough Inquiry we have established what went wrong in the past. We now need to focus on learning the lessons and ensuring that we can manage things well in future.

As the report before this Committee sets out, we will be working with the Local Government Association, Information Commissioner's Officer and our auditors as well as liaising with the Local Government Ombudsman. This shows our commitment to openness and welcoming scrutiny. The report also gives clear deadlines reaching into the future so anyone can track our progress and hold us to account against a very comprehensive plan.

2. Sir Mark committed that all legally allowable documents that he had used in his Inquiry would be deposited in an Archive in perpetuity, in recognition of the importance of the debacle in the history of Sheffield governance.

In fact, only 130 documents (of an extraordinary 1m cited by Council sources) have been deposited post-Inquiry.

(i) Why so few?

(ii) Who selected these and on what criteria?

(iii) Why is the Street Tree Archive particularly difficult to navigate, even for those with an understanding of the subject?

(iv) Is this to be seen as accurately illustrating SCC's claimed new culture of openness and transparency? Or something else?

Response: The Sheffield street tree Inquiry was an independent Inquiry hosted by the legal firm Weightmans LLP to ensure its independence from all stakeholders, including the Council. The Inquiry report itself is the final description of what the Inquiry found and the evidence on which it made its observations and conclusions. As it was an independent Inquiry, the Council did not receive any information beyond the Inquiry report describing the ways of working of the Inquiry or its decision-making, or receive from the Inquiry materials it did not submit.

As the Inquiry report methodology in Annex B of the Inquiry report sets out, the Council provided the Inquiry with over 1 million documents. These included email inboxes, cloud storage, digital files, hard copy files, and the entire Street Tree Archive. The Council submitted these complete and unredacted. This was to ensure the Inquiry was given access to all relevant material. As a result, the vast majority of this information was found by the Inquiry not to be relevant to its work.

Based on the Inquiry report, where there is evidence not already on the Street Tree Archive it will be added within the next 16 weeks. The material generated by the Inquiry – progress reports, public hearings, the final report – are already in the archive. Guidance on navigating the Street Tree Archive is available on both the archive website and through an instructional video on the Sheffield Archives YouTube channel.

3. Having carefully read the Report to the Committee, I note a glaring omission. Namely, no stated intention to reimburse legal defence costs incurred by those citizens victimised as a result the 'unwise' (SCC, really, 'illegitimate) injunction.

- (i) Will the Leader and CEx today commit to correcting this apparent error?
- (ii) If not, please would they attempt to explain?

Response: The report commits the Council to reimbursing the Financial Court Orders arising from the injunctions – this was done during April. This action already goes beyond what was recommended by Sir Mark Lowcock in the Inquiry report. We did this so that the Council did not financially benefit from the outcome of an unwise course of action, and as a mark of fairness between those who had and had not paid those Court orders. For the avoidance of doubt, we have not reimbursed any legal costs.

We will not be seeking to go further than this as further reimbursements were not recommended by the Inquiry and the Council has not financially benefited from any individual advice residents sought.

4. Please would Cllr Hunt explain why some Elected Members in his Party who were Cabinet members during the scandal described by Sir Mark remain in the Council? One in a senior position. I ask Cllr Hunt to comment having regard to the unanimously approved Motion at the ECM recently and the imperative for sound democratic governance and accountability, even within the Labour Party.

Response: At the Extraordinary Meeting of the City Council on May 10<sup>th</sup>, we heard from Sir Mark. He offered us his view that he is sceptical of the value of relitigating things that happened in the dispute and cautioned that this is not likely to help us very much to move forward. I agree. Having identified a number of lessons from the dispute, the task now is to learn from them and to look forward. As the new Leader, I am focused on that task. I expect that all elected members, in my party and others, and all officers understand the seriousness of what happened during this dispute and commit to work together to ensure a dispute of this magnitude can never happen again.

4.2 Isabel O'Leary attended to present the following questions that she had submitted:

1. I appreciate that a lot of work has gone into the report being presented today and that the Officers involved are hoping that the Strategy and Resources committee will "rubber stamp" the report and its actions, thus declaring the response to the Lowcock Report complete. However, I have the following questions:

Will the Committee add an apology to the people of Sheffield for the public money wasted on the street tree scandal? This amounts to at least £2.12 million so far plus any money spent on Non-Disclosure Agreements. I have not included the £200,000 this Committee is being asked to approve today to action Lowcock's recommendations as these are positive actions rather than wasteful ones. I have also not included the estimated £40 million lost asset value of healthy trees

unnecessarily felled.

Response: The Council does not recognise the figure of £2.12m given in this question. There have been a lot of incorrect financial figures shared during the course of the dispute. For instance, the Inquiry clarified the misunderstanding around payments to Amey for delays due to the work of the Independent Tree Panel, making clear that these were done on a no-worse/no-better basis which means that Amey did not receive a large financial benefit for delays. Likewise, the Council does not recognise the reference to non-disclosure agreements. During any largescale programme, there will be disagreements about what constitutes a good use of money. However, during the dispute there were unarguable actions taken and opportunities missed which we now regret. Some of these may have saved the Council money had they been successful. Money may also have been saved had we changed course sooner. For this we apologise.

I want to address directly the loss of trees. In our overarching apology, we apologise for deciding on the removal of healthy trees which should still be standing today. These healthy trees were important to residents and gave communities and the city benefits which were overlooked. It is a source of regret that this valuable asset was damaged through our actions. That is why in the report we dedicate a substantial section to the management of Streets Ahead and ensuring the future success of the Sheffield Street Tree Partnership. These actions should prevent us making mistakes of this kind on ecological issues.

I hope it is very clear from our apology that we recognise that we got so much of the handling of the dispute wrong and that we apologise unreservedly.

2. The report being considered today suggests actions to improve future standards of governance. Will the Committee today agree that there is a need for accountability to be demonstrated now and in the future? One action would be to demonstrate this by reiterating the Amendment passed at the ECM on 10.5.23. As a reminder, this said that the Council “Believes that for individuals who were council cabinet members in the civic years 2015/16 to 2017/18, resignation from public office would be an appropriate indication of acceptance of responsibility for harms caused”.

Response: 6 weeks ago in this Chamber, we heard from Sir Mark at the Extraordinary Meeting of the City Council. His words are worth repeating. He offered us his view that he is sceptical of the value of relitigating things that happened in the dispute and cautioned that this is not likely to help us very much as we move forward. As I mentioned earlier, I agree. Having identified a number of lessons from the dispute, the task now is to learn from them, implement actions to embed that learning and to look forward. Today’s report is an opportunity to come together to do that.

I do not believe that it serves our aim of seeking reconciliation by looking back. The path to the events described in Sir Mark’s report was years, if not decades, in the making. As such, if you were so inclined, it would be possible to look much further back than 2015 and apportion blame to members and officers for harms that were later caused. A focus of the Lowcock Report and the actions we are



discussing today is to support reconciliation and to help the city recover from the dispute. We do so with a clear-eyed focus on what went wrong, and a determination never to let it happen again.

On the question of accountability, the report we will shortly consider sets out 36 actions (and their accountability and monitoring arrangements) to implement the recommendations of the Inquiry. These are set out within this report and summarised in Annex A. This Committee, this Council will be accountable for ensuring that those recommendations are met.

3. The Report being considered today asks for funding to be allocated to improve the management of contracts and Council Services. This report recommends a reduction in silo thinking and an increase in cross departmental working. It also mentions the need for biodiversity and ecological impact to be considered across all decision making. Will this Committee therefore consider allocating funds to strengthen the Council's Ecology Unit to allow in-house professional ecological advice to be sought for decisions taken by the Council across many areas? A strengthened in-house team will have an overview of the potential impact of decisions in one area on another and facilitate more joined up thinking.

Response: The Council is committed to ensuring we have the right resource in the right place at the right time. As part of our usual business planning processes, we will look carefully at the needs of every service in the Council, including the Council's Ecology Unit, and make decisions about the right level of investment to ensure our interests can be managed, within the tight fiscal envelope we face.

- 4.3 Calvin Payne attended to present the following question that he had submitted: Do the council consider the resources allocated for "mitigating the ongoing impact" on those convicted under the injunction to be commensurate with the sums spent on pursuing the same campaigners in 2017/18?

Response: Firstly, thank you for coming to this Committee having spoken about the challenges you face as a result of being convicted under the injunction at the EGM in May. The resources allocated in the report intend to support the Council to work with the small number of people affected and do everything possible to mitigate any ongoing impact. We cannot say what the final cost of doing so will be at this point as it will be dependent upon individual circumstances.

The report has estimated a budget to support this work. If it is found not to be sufficient, I will ask the legal team to bring further advice to this committee on what else is needed.

- 4.4 Jon Johnson attended to present the following questions that he had submitted: With regard to the Report before you today, you have a fantastic opportunity to address Sir Mark's recommendation No. 8 (sustain the emphasis (SCC) has recently placed on partnership, local engagement & consultation and consider what more it needs to do to ensure that a culture conducive to that is fully embedded.)

Throughout the ECM, AGM and in this report we have seen and heard the words

'openness, honesty and transparency' repeated again and again, and that is welcome. In order to implement those aims, to move away from the 'bunker mentality' and fulfil Art. 1.03 of the Council's Constitution, you now have a chance to build on the avowed success of the Street Tree Partnership and embrace collaborative working with informed, eager, constructive and positive members of the Sheffield public to help ensure that Recommendation b) of today's report can be seen through to its conclusion in 2025. Not only does this offer come at no cost to the Council, it can add hugely to the process of rebuilding trust, contribute ideas, be a sounding board for proposals and potentially save further costly mistakes.

Therefore my question is; Will the Council, through this Committee, accept an offer of help in navigating the momentous and potentially beneficial changes sought by today's report from a group of volunteer citizens who share your belief that 'Together we get things done' and who 'Always believe we can do better'?

Response: We want to work with the people of Sheffield and build in the culture of engagement into everything we do. The Council's approach to engagement, as you and others have pointed out and the report acknowledges, is inconsistent, with pockets of good practice. Where big organisations like Council's have issues with engagement, the problem isn't only setting up the right forums, boards or consultation functions. The issues tend to run deeper than that and be about the organisation's culture, climate and capacity. In other words, having a clear vision about what kind of engagement is appropriate where, and the time and skills to do it right.

Acknowledging that the Council is not there on all these factors yet, led us to the recommended actions at paragraph 90b which commit the Council to develop plans to embed a climate of engagement throughout the organisation.

The report before us today challenges the Council to think strategically about what is needed where, and how we create the time and build the culture and staff skills to do it. I understand the desire to establish a new group and we are grateful for the suggestion, however we will not be taking it up. The work that is needed now is to ensure that a culture of engagement with is built into everything we do.

In many organisations in the city we have incredible examples of coproduction and citizen engagement and we want to make sure we learn from them. We know that there are also people who we do not reach and listen to enough and we want to make sure that we do reach them, including through further developing the committee system.

It is also worth mentioning the very challenging financial position the Council is in and the impact this has had on constraining the ability to invest in people, development and capability. However, engagement is a real priority. I welcome support and challenge from all residents across Sheffield. I am going to encourage us, as a Council, to have the challenging conversations that mean that we ensure all residents get the input into the decisions that affect them across all Council services. Doing that will be a systematic process which we cannot short cut by endorsing any one group. I look forward to receiving feedback, ideas and proposals from informed citizens as our work progresses.

4.5 Justin Buxton attended to present the following questions that he had submitted:

1. Did the Council contravene its own data management policy in not retaining documents:

- a. Requested by The Bevan Brittan investigation?
- b. Requested by The Forestry Commission's investigation?
- c. A senior officer deleting emails from their account on leaving the council?

Response: The Inquiry report makes clear that while the Council faced some challenges in producing all the documentation asked for quickly, it did find and supply everything the Inquiry need – this is covered in Annex B of the Inquiry's report. Supplying this information included going back through hard copy and archived files, and reconstructing inboxes. The council did not breach policy or practice in document retention. However, the council accepts that there were failures in record retrieval and record keeping.

The Bevan Brittan investigation was an independent evaluation of how the council has applied the exemption for legal professional privilege in its Freedom of Information and Environmental Information Regulations responses. Bevan Brittan sampled 17 requests but received information relating to only six requests. Information regarding the other eleven requests was held but not provided at the time. This was due to staff working remotely during the height of the pandemic and being unfamiliar with the files when collating the information for the investigation. All eleven files have since been offered to the Information Commissioner should he wish to review our decision-making.

The findings of the Forestry Commission in July 2018 were in relation to its record keeping and access to information. The Forestry Commission were concerned that they had to submit requests under the Environmental Information Regulations 2004 for information for their investigation to the council. The council regrets that a statutory body should have had to use 'right to know' legislation to obtain information it was legally entitled to.

We only keep inboxes for 30 days after a member of staff has left unless there are reasons to keep it longer. Where an inbox was not retained, the Council's IT department were able to retrieve and reconstruct the inbox. We are not aware of any officer intentionally destroying emails before they left the organisation. Emails are only a channel of communication between officers, partners, and the general public. Records of decisions or important business activity are downloaded or saved to the shared network.

2. Please could the Council confirm:

a. The insistence that service standard 6.38 of the Streets ahead contract to replace 17,500 could not be renegotiated was dishonest?

b. When the service standard 6.38 was renegotiated to remove the contractual obligation for replacement of 17,500 trees whether healthy or not was removed from the Streets ahead contract and whether this had a financial cost to the Council?

c. Further to removal of the 17,500 contract obligation has financial readjustment been made in favour of the Council?

Response: In the report we have before us today is the Council's draft apology to the residents of Sheffield, and beyond. That apology says that we agree that the Council misinterpreted data leading to wrongly including in the contract the aim to replace 50% of Sheffield's street trees and apologises for developing and adopting a flawed plan and including that aim.

As the Inquiry notes, the Council had negotiating power and could have looked to vary the contract to start to resolve the dispute. The apology acknowledges that instead, the Council chose to escalate. As the Inquiry concluded, this was part of a failure of strategic leadership for which we are all very sorry.

The change to the contract which included amendments to Performance Requirement 6.38 was finalised and entered into on 1 November 2022. The purpose of the change was to align to the principles of the Street Tree Partnership Strategy, to ensure cooperation with that strategy and in doing so achieve the aim of retaining street trees where possible by using a flexible combination of arboricultural or highway engineering solutions, enhanced monitoring and maintenance of street trees, appropriate species selection, and decisions on the removal and replacement of street trees made on a case-by-case basis. The only cost the Council has incurred as a result of this change are associated with its own internal resourcing such as staff involved in the contract management and legal support.

The variation of the contract last year to embed the Street Tree Partnership approach incorporated a number of changes to the Performance Requirements. Full details of these changes can be found on our democratic services website under the decision details for the Street Tree Service Outcomes Amends for which I will make sure you are sent a direct link.

(See: <https://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?ID=3384>). The changes require Amey to align their contract outputs with the outcomes of the Strategy but they weren't considered a material change to the Performance Requirements of the contractor. As a result there was no "financial readjustments" in favour of, or against, the Council.

3. Please could the Council confirm that the pursuance of the street tree felling programme in Sheffield and associated legal actions was a policy decision and not necessary to carry out statutory duties.

Response: The Council has a statutory duty to maintain the highway and this was covered comprehensively in the Judicial Review proceedings and can encompass replacing street trees. The Streets Ahead contract included the provision of the street tree replacement programme. Amey worked, with the Council, to fulfil these contractual obligations. It would not be accurate to describe the street tree replacement programme as either wholly policy or wholly necessary to carry out those statutory duties., but in the apology we have before us today, we acknowledge that when the consequences of a flawed plan began to become clear,

the Council chose to escalate rather than pause, negotiate and change.

Since the dispute, we have made many changes, including to the tree replacement programme of the Streets Ahead contract. These help prevent issues arising again.

4.6 Martin Pickles (on behalf of Richard Ward, STAG) attended to present the following question that Mr Ward had submitted:

The conclusions of recommendations of the Lowcock report published on 6th March had seismic implications for the way that politics was conducted in the city of Sheffield. The Inquiry's report highlighted profound problems in the governance arrangements of the city council and in the chosen approach to engagement with the public. That approach was characterised by a confrontational and malicious approach to challenge; a clear and consistent political choice.

The Lowcock Report vindicated the sacrifices of many Sheffielders who chose to oppose a deeply flawed plan for the management of the cities street trees. Beyond the trees, it is important to be able to see the heartwood of problems in the way that the City's governance failed citizens. There were clear systemic problems and failures in Council governance, culture, and strategic leadership. There is therefore an undoubtedly broad benefit to be gained from getting the response to the Inquiry right.

It is vital that any action plan arising from consideration of the Lowcock conclusions and recommendations, and their acceptance in full, demonstrates insight on the democratic deficit which must be accountably addressed by City politicians. There must be broad oversight of such arrangements through thorough stakeholder engagement. Effective monitoring of change processes and outcomes is essential. STAG remains willing to participate in such monitoring and to bring constructive challenges to bear when and as required.

Some city councillors have had the temerity to remain in post despite their deep complicity in bringing the city into disrepute. Their actions, including their boycott of the 10th May Council ECM, sit badly with their victims and with any objective assessment of the pathway to reconciliation. Councillors of all parties need to consider the roles played by past Cabinet members and the resolutions agreed at the 10th May ECM.

The broad thrust of the paper before the Strategy and Resources Policy Committee provides sufficient constructive direction and impetus to begin the journey towards a meaningful and enduring reconciliation. There are matters of detail which must though be amplified.

We would like to re-emphasise our strong belief that the Council has a powerful moral obligation to assist individuals impacted by convictions and cautions applied during the dispute as a direct consequence of protest actions against the Council's demonstrably unethical, inappropriate, intimidatory, disproportionate and often aggressively premised actions. Consequently, it remains our view that it is morally unacceptable for there to have been no consequences for senior officers and Cabinet members whose, at best questionable, actions (or inactions) are now well documented. Their abuse of power and failure of strategic leadership brought the

Council's reputation into significant disrepute and wilfully sought to blight the lives of protestors. The victims of that 'corporate malice' should not be abandoned.

It is important to consider whether, especially given the change of many leadership roles in the Council, the current postholders fully understand why things went so badly wrong during the street tree dispute. STAG remains concerned however, that if the Council does not understand how these mistakes were made, it will be hard to avoid repeating them in future. This is particularly important in view of the considerable amounts of time and money involved by not only SCC, but also Amey and South Yorkshire Police in pursuit of propping up a flawed plan. Whether monies come to the Council directly, or from central government, ultimately it comes from the wallets of ordinary people and we require you all to spend this wisely. An apology is undoubtedly owed, but not explicitly mentioned in the paper, to the Sheffield public for the money wasted by the Council and the squandered opportunity costs arising from dogged and blinkered pursuit of its flawed plans.

The paper acknowledges the inherent complexities of delivering apologies of the right kind to the many who deserve to have harms to them acknowledged. Those harms take many forms, including , physical, emotional and financial. The formulation of meaningful apologies will require great care to ensure that the council can demonstrate that it knows what it is apologising for.

In relation to the above point, a significant outstanding issue which should be brought within the scope of the response paper is the mishandling of complaints against the Council during the dispute. Inaction on those complaints is indefensible. Lowcock was clear that the Inquiry should not be used as an excuse to set aside due process. STAG strongly supports the view that mishandled 'historical' complaints should be revisited in a proper, rigorous, and accountable fashion in the light of now available evidence. This will allow the Council to show it is serious about applying its currently agreed complaints procedures and will allow some of those 'harmed' to be properly heard.

It is easy to talk of lessons learnt. Organisational learning and change on the scale necessitated by a meaningful Inquiry response will be a great accomplishment. Credible understanding will not fall into place overnight. The corporate insight demonstrated in learning from the past and moving ahead must ensure a Council more open to public engagement, accountable and fitter for purpose in the eyes of the wider public.

In considering this paper is the Committee satisfied that the recommendations before it can achieve that end?

Response: I am very grateful for the ongoing support and challenge that STAG offers the Council. You have spoken very clearly about your hopes and aspirations for the success of the actions within the report before us today. I believe that following this Committee's consideration, these actions will mean that we continue to build on the recovery from the dispute.

I am under no illusions of the task at hand but I am confident that the report before us gives us the framework to achieve the goals that you set in your statement, and

I, this committee, and others, will work to ensure that happens.

- 4.7 Helen McIlroy (on behalf of Ruth Hubbard) attended to present the following questions that Ruth Hubbard had submitted:

My questions largely relate to pages 34-40 of the Report on “wider council issues”.

1. There is a big gap in the report presented today in respect of the cultural change needed within the political groups of the council.

What have each of the political groups in the council identified as the problematic aspects of their own party group political cultures, and how are they addressing these?

My question is directed at all party groups. Obviously this is a particularly important question for Sheffield Labour given their dominance on the council and the Lowcock findings. And, despite the recent changes in personnel which they might wish to cite, these were not brought about by them taking responsibility and acting accordingly - and 'political cultures' go beyond individuals involved. It is also a particularly pertinent question for Sheffield Labour as at least one of their number has made it repeatedly clear in the press that they do not accept Lowcock, and members of the public wishing to raise Lowcock at a Local Area Committee were shut down by local Labour councillors. They have just fought a local election where their focus has been entirely on gaining overall control (which would always have involved a mandate from an extreme minority of voters even if it had been achieved), and on not discussing Lowcock. One of their party grandees David Blunkett has also intervened unhelpfully several times. All this does not indicate a political culture that is changing nor one that has, even yet, understood the problems.

The question, however is also addressed at the other main party groupings in the council as they have also been caught up in, and part of, the long-term political culture of our council. I note that, even with no overall control, they failed to show the will, and to secure basic accountability, for long-term wrongdoing. They seem to largely accept a status quo political culture that focuses on narrow party interests at all times, or that might be happy to accept the crumbs from the Labour table.

So my question again, what have each of the main political party groups in the council recognised from Lowcock and identified as the problematic aspects of their own party group political cultures, and how are they addressing these?

Response: I can only speak for the group that I lead but I am sure that my cross-party colleagues will be glad to respond to your question in their remarks later in the meeting.

As the new Leader of the Council and of Sheffield Labour Group, let me clear that I fully accept all of Sir Mark's conclusions and recommendations, as does my party and the group I lead. On March 8th, Sheffield Labour issued a statement to wholeheartedly apologise for the failures and mistakes made by our previous administration. I repeat that apology today. There have been important and

avoidable mistakes, mistakes I and my colleagues are determined to put right.

The work to rebuild trust will take time. It will require a spirit of partnership, consensus and openness and that is a shared responsibility of all members. Today's report is an important step on the long journey. As the Leader of the Council, I expect all elected members, in my party and others, and all officers to understand the seriousness of what happened during this dispute and commit to work together to ensure a dispute of this magnitude can never happen again.

2. Five years ago next week I had the pleasure and privilege of announcing at a press conference the end of strong leader governance in Sheffield through what would become the largest citizen-led action of its kind ever mounted.

I am pleased paragraph 85 of the report at council today acknowledges that so far there has been a focus on what it calls the "logistical and practical steps" to change its governance system. It says this was done by necessity but in my view it is a good example of how the council consistently puts its own needs first within a narrow and insular frame of reference. The approach was always, in my opinion, misconceived and fundamentally flawed, and whilst technical change has been delivered, meaningful change and demonstrating any democratic value for citizens still remains. The recent governance review took the same narrow approach and so failed to do what it said it was going to do, as agreed by full council. It also failed to use any of its own toolkit to develop the review, failed to engage citizens and stakeholders in carrying out the review and, fundamentally, failed to establish any sort of outcomes, benchmarks or performance measures by which it could make any claim to progress.

So governance problems are very long established by many. My major concern about the Report today is that, on the wider governance priority confirmed by Lowcock, there is little evidence of progress, despite activity. In the report today, it continues to appear clear purpose is simply being replaced with yet more activity. Layer upon layer of complexity to existing activity is being added, by new bodies being established, for example, with yet more (mere) activity to undertake. This is all happening in the absence of any clear and agreed outcomes, any clear or specific idea of what the council is trying to achieve with this activity and for what purpose, and any measures by which progress towards any outcomes will be measured. I like values and think they are important but it is way way past time to move beyond these, and they are simply reinforcing the huge gaps between the rhetoric and the realities of council governance. This begins to look like a failure of leadership, or a continuing resistance to change, or just an inability to see the wood for the trees, although I am sure this is not the impression that the council would want to give.

When and how will clear, specific and meaningful outcomes for governance change be developed, including those that will deliver 'democratic value' and that have been ignored for so long, not just outcomes that serve the insular needs of the council itself?

Response: The Council is clear that although we have made progress in establishing our new governance arrangements there still exists a significant road to



travel to meet our aspirations of being a genuinely open and transparent organisation, and one that puts citizen voice and participation at the heart of what it does and how it does it.

The evidence is clear that involving people in shaping the solutions to issues that affect their lives results in better and more equitable decisions being made. However, although engagement in the formal decision-making process is important, to be truly meaningful involvement and participation must come at a much earlier stage of policy development and design.

The council's Governance Committee, in their report to Full Council identified public engagement as one of the areas that they want to focus on over the year ahead. As the question identifies, the engagement toolkit adopted at the inception of the committee system is not yet embedded across the committees in the way that we would like it to be. There have been examples of good and developing practice in the organisation over the last twelve months, including but not limited to activity in Local area committees. However, it is not yet consistent or embedded.

To address this, both through the work of the Governance Committee and the council's Future Sheffield transformation programme, we will seek to make engagement, involvement and participation more central to our work. The council's Corporate Plan will set clear outcomes and ambitions for the authority's work against which we (and the public) will be able to hold ourselves accountable for delivery.

3. At paragraph 96 the report to Council states it has provided the Lowcock Report to its auditors and spoken to them about calls for a Public Interest Report. Specifically:

a) Has the council drawn the auditors attention to any items relating to the possible misuse of public funds over the years of the street tree crisis, and similar items emerging since the publication of Lowcock eg in respect of monies spent seeking to pressure the police to take more extreme action against protestors?

b) How did the council represent public calls for a Public Interest Report to its auditors - I am part of one group who has publicly stated the potential need for a Public Interest Report. We have not been asked for any more information as to our reasoning, so what has the council told its auditors about the public interest here?

c) The public have a statutory right to inspect council accounts and raise challenges with the auditors direct. What is the timeline for the council to publish, as required, the opportunity for members of the public to inspect the latest council accounts, so that there can be any direct follow-through with the auditors?

Response: In respect of (a) and (b), as the report sets out, we have spoken to our auditors. This was in the context of the publication of the Inquiry report and the calls by yourself and others for a public interest report. The consideration of whether there needs to be a public interest report is a matter for the auditor but if they want to understand the views of those who have suggested it, we will provide them with contact details. The auditors have a statutory right of inspection and the Council

fully engages with that process. We have ensured they have the Inquiry's report and they can take up any line of enquiry on spending that they think appropriate.

In respect of (c), the Council published its unaudited accounts for the 2022/2023 financial year on 31 May 2023. The period for local electors to exercise any rights ends on the 12 July 2023.

4. In recent weeks and months a group of citizens and stakeholders have informally been discussing setting up a citizen-led scrutiny body for the council, given the shortcomings in current council approaches and failure to integrate and engage citizens in decision-making and governance. We have been talking under the name Sheffield Oversight and Scrutiny - SOS - to reflect the urgency and seriousness of the issues. I also understand there are others who are discussing the need for similar kinds of activities.

What encouragement and support would the council like to offer in respect of developing this important work?

Response: As I acknowledged when addressing Jon Johnson's question (See 4.4), I welcome support and challenge from all residents across Sheffield.

I am going to encourage us, as a Council, to have the challenging conversations that mean that we ensure all residents get the input into the decisions that affect them across all Council services, doing that will be a systematic process which we cannot short cut by endorsing any one group.

- 4.8 Beniot Compin indicated that he had not received a response to the question that he had submitted previously. The Leader stated that he would be happy to meet and discuss the matter.

## **5. LEARNING FROM THE PAST AND MOVING AHEAD: RESPONSE TO THE SHEFFIELD STREET TREE INQUIRY**

- 5.1 The Chief Executive submitted a report asking Strategy and Resources Committee to agree a suite of actions and a budget to respond the findings and recommendations of the Sheffield street trees Inquiry, published by Sir Mark Lowcock KCB on 6 March 2023.

The Inquiry report contains detailed findings, observations and 11 recommendations for the Council and their Streets Ahead contractor, Amey.

The Council published a statement on 6 March, welcoming the report, and a further statement on 7 March setting out an initial apology and the intention to implement all recommendations and learn lessons. On 15 March at the Strategy and Resources Committee, the Council made fuller apologies, accepted all the Inquiry's conclusions and recommendations and asked the Chief Executive to bring a report to this Committee to respond to each of the recommendations. Apologies were repeated at the Extraordinary General Meeting on 10 May and a motion passed which included a request that a timescale for implementation be published no later than the end of June 2023.

The Leader of the Council, the Leader of the Liberal Democrats Group and the Leader of the Green Party group made statements on the matter.

The Leader of the Council stated that, the dispute that is definitively detailed in Sir Mark Lowcock's report was a dark episode in Sheffield.

Much has already changed in the Council in the five years since 2018 when a new approach was taken – but there is still much to do to learn the lessons of that period. The report before us demonstrates that. The 36 actions in this report directly address the recommendations and lessons set out by the Inquiry report. They are accompanied by a plan so that we can monitor progress to meet them and so that the public can hold us accountable for meeting them.

One of the recommendations that Sir Mark made was for the Council to issue a comprehensive and fulsome apology for the things we got wrong during the dispute. A draft apology is included in the report and as the Chief Executive has explained, subject to the agreement of this committee, it will be published tomorrow and made permanently available on the Council's website.

I want to take this opportunity to state clearly and unreservedly that we are sorry for the actions that we took during the street trees dispute.

The Council's behaviours led to significant harms being caused and they meant that people lost trust and faith in us. We hope that this apology and our actions will begin the process of restoring trust and faith. But we know that apologies with action are meaningless. Words matter but words alone are not enough.

It is only by changing the way that we work that lasting and sustained change will occur. Change that will mean a dispute of this magnitude with our residents can never happen again. To achieve that change, we will - and are - placing people at the heart of what we do.

The Council that we want to be is one that looks outwards, invites scrutiny and works in partnership with the people of Sheffield. A Council that listens, consults and is open to feedback, ideas and suggestions. A Council that creates a culture where engagement is built in to everything we do.

I know that the actions of the past mean some people may be sceptical that our words today will change things in the future. I understand that entirely. It is a significant task to rebuild trust, to change the culture of this organization and to move forward together. As the new Leader, I can assure you that my colleagues and I, both members and officers, are committed to making these changes.

We will work with the residents of Sheffield to continue our work to be the best we can be. We will listen and learn, we will try and maybe we will fail sometimes. Failing and making mistakes is a part of life, but refusing to listen and learn is a mistake we can never repeat.

The Leader of the Liberal Democrats Group stated that this was an issue that he

was very close to, having stood alongside and supported many of the speakers here today. I was dismayed at the actions being taken by officers and Members at the time of the dispute. The challenge now is to put the words and statements into action, which is what we will now be judged on. In particular, how the officer and Member culture changes.

Anybody Member involved from 2015 should consider if they should be part of that future. This episode was a very divisive issue for the city which cannot happen again. In future we must work in a unified way for the whole city.

A key takeaway from this is that the centre of the Council must let go, do less and trust others to take decisions. This should include our Member colleagues and communities. We need to empower local communities by letting local people make local choices.

We must have review points to monitor progress on the journey of change. A true test of how much we have changed will be if any political group was to have a majority on the Council.

The Leader of the Green Group stated this is an issue that has been affecting the residents of Sheffield for a very long time now and that his party had been heavily involved throughout. I welcome the Lowcock report, the Council's response presented today and the detailed apology to the citizens of Sheffield. I reflect on the council's handling of the issue, and the knowledge the Council had of the real harm caused to so many people of the city from the loss of these magnificent trees.

Residents expressed their concerns eloquently and in detail at an early stage of the tree felling campaign. The Lowcock report agrees that those expressions should have been headed, along with many other voices expressing concerns at that time. In 2021, when the inquiry was set up it was in the context of the Council having already dramatically changed. In 2021 the people of Sheffield resoundingly voted for change in the way that council was governed and in May 2021 the ruling group lost its overall majority control of the council. The Council found itself in a new situation where the parties had to work together. The Lowcock report has exposed truths that are uncomfortable to a lot of people but they're also absolutely the vital issues that demonstrated how the council got so many things so wrong for so long.

In the two years since then, compared with where we were 15 years ago, the Council has changed incomparably. Recently we have had a near total change to the senior leadership of the council, both at political and officer level. This has triggered a very welcome change in culture, which is important for all of us, in the way that we behave in this council. That's not to say that things are perfect and or that things are even acceptable in every case. There's a lot more to do as we've seen in the report. However, the progress made leading up to today's apology has reset the trajectory of the council's future and that's something that the residents of Sheffield, who became involved in campaigns over many years should be able to take credit for.

The meeting then proceeded to detailed questions, comments and debate on the report presented.

**5.2 RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) agrees to set aside £200,000 from reserves to cover the remaining costs of the Inquiry and to facilitate the actions to meet its recommendations set out within this report;

(b) agrees the 36 actions (and their accountability and monitoring arrangements) recommended to implement the recommendations of the Sheffield street trees Inquiry, set out within this report and summarised in Annex A;

(c) notes the apologies from Amey and Sheffield Tree Action Groups (STAG);

(d) endorses the bespoke approach to supporting those who were found in breach of the injunctions and ordered by the Court to pay costs;

(e) agrees that there should not be a dispute related compensation scheme;

(f) agrees that improving the standard of roads outstanding from 2018 is a priority for the Council;

(g) notes that the Council has shared the Inquiry response and this report with its auditors and will comply willingly should the auditors choose to recommend further action; and

(h) notes that this report does not recommend commissioning additional reports or investigations into the street trees dispute beyond the work with the Information Commissioner's Office and the liaison with the Local Government Ombudsman and the Council's auditors.

**5.3 Reasons for Decision**

5.3.1 The recommendations will support the ongoing recovery and reconciliation following the dispute, help ensure strong management of the Streets Ahead contract for the next 14 years and support the aims of the Council's Strategic Framework 2023/24. They will also enable the Council to meet its commitment to accept and have a plan to implement all the Inquiry's recommendations no later than the end of June 2023.

**5.4 Alternatives Considered and Rejected**

5.4.1 The Council has already committed to accepting all the Inquiry's recommendations and learning lessons. Full Council reiterated and endorsed this through the motion which was passed at the EGM on 10 May.

5.4.2 The actions within the report are the Chief Executive and her team's advice for how best to implement the Inquiry's recommendations. There is strong alignment between the actions and the 6-month review of governance, City Goals and the

Strategic Framework for 2023/24. As such, the option of rejecting some, or all, of the actions, or recommissioning this work, is not advised and would delay implementation.

# SHEFFIELD CITY COUNCIL

## Strategy and Resources Policy Committee

### Meeting held 28 June 2023

**PRESENT:** Councillors Tom Hunt (Chair), Fran Belbin (Deputy Chair), Angela Argenzio, Dawn Dale, Douglas Johnson (Group Spokesperson), Ben Miskell, Shaffaq Mohammed (Group Spokesperson), Zahira Naz, Joe Otten, Martin Smith and Richard Williams

#### **1. APOLOGIES FOR ABSENCE**

1.1 There were no apologies for absence.

#### **2. EXCLUSION OF THE PRESS AND PUBLIC**

2.1 It was noted that Appendix 1 and 2 to the report at item 5 and appendix 1 to the report at item 8 were not available to the public or press because they contained exempt information. If Members wished to discuss the exempt information, the Committee would ask the members of the public and press to kindly leave for that part of the meeting and the webcast would be paused.

#### **3. DECLARATIONS OF INTEREST**

3.1 There were no declarations of interest.

#### **4. PUBLIC QUESTIONS AND PETITIONS RELATING TO THE ISSUES TO BE DISCUSSED**

4.1 There were no public questions or petitions.

#### **5. PROPOSED AGREEMENT FOR LEASE OF FORMER COLE BROTHERS BUILDING**

5.1 The Executive Director City Futures submitted a report setting out details of a proposed agreement for the lease of the former Cole Brothers Building.

The Council acquired the former Cole Brothers Building from John Lewis in January 2022 and marketed it through external agents CBRE from May 2022. This report informs Committee of the very exciting outcome of this marketing and recommends a preferred bidder to take forward with detailed negotiations.

During consideration of this item of business, and in order for Members of the Committee to ask questions on Appendix 1 and Appendix 2 of the report, it was **RESOLVED:** That the public and press be excluded from the meeting and the webcast be paused before further discussion takes place on the grounds that, in view of the nature of the business to be transacted, if those persons were present, there would be a disclosure to them of exempt information as described in paragraph 3 of Schedule 12A to the Local Government Act 1972, as amended.

The meeting was re-opened to the public and press, and the webcast was

recommenced, prior to the decision being taken by the Committee.

5.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) notes the outcome of the marketing exercise conducted in respect of the former Cole Brothers Building by CBRE on behalf of the Council and notes the outline of the preferred bid as set out in this report;

(b) endorses proceeding with proposed scheme (Option 1) as set out in Parts 1 and 2 of this report and a conditional agreement for a 250-year lease of the Cole Brothers Building;

(c) notes that when further discussions have better particularised the lease terms, a further report will be brought to this Committee as soon as is reasonably practicable for a further decision; and

(d) notes that as well as the preferred bid, the Council received a number of other credible bids and thank all bidders for their interest and endorses discussing alternative opportunities within the city which they may be interested in pursuing.

5.3 **Reasons for Decision**

5.3.1 The proposed agreement for lease to the preferred bidder will result in the delivery of an exciting mixed-use scheme comprising flexible workspace and cafes/retail/leisure/cultural uses/event space which are all considered to be complementary uses to the rest of the Heart of the City project. The scheme will create space for new jobs, places to shop, eat and visit and will help to increase the vibrancy and attractiveness of the city centre for residents and visitors.

5.3.2 The bidder has a strong track record of working with many public sector parties. The proposed project team have redeveloped many challenging and listed buildings, including both historic and post-war structures.

5.3.3 Bringing this vacant listed building back into active use will be hugely beneficial both for the wider city centre and the surrounding Heart of the City Scheme. Retaining the large majority of the structure, whilst improving the thermal performance of the building, should have a positive impact on climate change.

5.3.4 The building was openly marketed over a significant period of time and the preferred bidder submitted the highest financial offer.

5.4 **Alternatives Considered and Rejected**

5.4.1 The summary report annexed to the Part 2 report explains why the preferred bidder is being recommended to progress with rather than the other bidders.

5.4.2 As stated in the previous reports to this Committee in August 22 and March 23, the Council could decide not to progress with a disposal of the building at the present time. However, to do so would lead to further delays and uncertainty around what is an important building for the regeneration of the city centre and



of a lot of interest from many people both within and outside of Sheffield. There is also a risk that developers currently interested in the scheme could withdraw.

- 5.4.3 Retaining the building without securing its redevelopment will have financial implications for the Council both in vacant property management, security and holding costs and in potential blight suppressing values and interest in the surrounding property and the Heart of the City Scheme.

## **6. REVIEW OF POLICY COMMITTEE WORK PROGRAMMES**

- 6.1 The Director of Policy and Democratic Engagement submitted a report:

(a) recognising the important role that the Strategy and Resources (S&R) Committee plays in providing strategic direction to Council's Policy Committees and in particular ensuring that cross-cutting policy issues are strategically and collaboratively managed through Sheffield's Committee System;

(b) identifying S&R Committee's role in supporting and overseeing the workplans of Policy Committees across the year; and

(c) setting out an initial version of the S&R Committee's workplan for this year based on the Strategic Framework that was agreed by S&R Committee on 31st May 2023.

- 6.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(1) recognises the vital role S&R Committee plays in supporting and overseeing the Committee System;

(2) welcomes the work that all Policy Committees have undertaken to date on developing workplans for the year ahead;

(3) agrees the current draft of the Strategy and Resources Committee Workplan based on the Strategic Framework for 2023/24 as agreed at the 31st May meeting of this committee.

### **6.3 Reasons for Decision**

- 6.3.1 Agreeing a workplan for the S&R Committee is an important part of the Committee's responsibilities to manage work over the coming year and demonstrate to the people of Sheffield the areas that the Committee will lead and progress this year.

- 6.3.2 As part of Sheffield City Council's constitution, citizens have the right to see what decisions committees will take and when.

### **6.4 Alternatives Considered and Rejected**

- 6.4.1 Do nothing – this was dismissed as Policy Committees are required to set out and regularly review their workplans under the SCC Constitution. It is essential that

citizens, Members and officers are able to see what decisions a Committee plans to take and when.

- 6.4.2 Strategy and Resources Committee to focus only on its own work plan – this option was rejected as it is essential that in order to fulfil its remit the committee is able to coordinate and provide strategic oversight across the breadth of the other committees' work plans.

## **7. 2022-23 FINANCIAL OUTTURN**

- 7.1 The Interim Director of Finance and Commercial Services submitted a report bringing the Committee up to date with the Council's final outturn position for 2022/23.

- 7.2 **RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee notes the updated information and management actions provided by this report on the 2022/23 Revenue Budget Outturn.

### **7.3 Reasons for Decision**

- 7.3.1 To formally record changes to the Revenue Budget.

### **7.4 Alternatives Considered and Rejected**

- 7.4.1 The Council is required to both set a balance budget and to ensure that in-year income and expenditure are balanced. No other alternatives were considered.

## **8. SHEFFIELD'S GAINSHARE PROGRAMME**

- 8.1 The Executive Director City Futures submitted a report in respect of Sheffield's Gainshare Programme.

The Council has, in principle, access to devolved Government funding, known as Gainshare, via the South Yorkshire Mayoral Combined Authority (SYMCA) to deliver inclusive and sustainable economic development in the City. Government has, in total, made £900m available to South Yorkshire over 30 years starting in 20/21.

Gainshare is being made available to the Council to bring forward projects that benefit the City and align with the South Yorkshire Strategic Economic Plan. SYMCA have agreed that in-principle funding will be available on an annual basis in the form of £6m capital and £4m revenue.

A number of strategic projects have been identified that require access to Gainshare that have either started and are facing significant cost inflation or are ready to progress subject to funding being available.

The number of projects and amount of funding required to take them forward means an approach based on annual allocations will significantly delay delivery and/or result in the opportunity to deliver some projects being lost altogether. In

order to address this issue an approach has been developed so that projects are progressed in the form of a programme where beneficial schemes are identified and Gainshare funding brought forward with the agreement of SYMCA to enable earlier delivery.

**8.2 RESOLVED UNANIMOUSLY:** That Strategy and Resources Policy Committee:-

(a) approves the strategy to explore accelerated Gainshare funding options with SYMCA enabling activity and benefits to be realised as soon as possible, as set out in this report;

(b) approves the strategy to progress the existing pipeline of projects and develop additional projects using year 24/25 Gainshare funding, as set out in this report and subject to Council approval of any future commissioning decisions.

**8.3 Reasons for Decision**

8.3.1 The underlying benefits of this proposal are:

8.3.2 The creation of a Programme approach to Gainshare that enables the Council to significantly contribute to the outcomes of the South Yorkshire Strategic Economic Plan and deliver critical benefits for the residents and businesses of the City.

8.3.3 It enables the Council to accelerate a strategic capital programme and ensure the delivery of projects that are at risk of not progressing or progressing in a reduced form and/or at a slower rate.

8.3.4 It secures the delivery of the final year of UKSPF in 24/25 and establishes a secure funding stream for economic focussed revenue funding for the future.

8.3.5 The proposal also sets out a governance regime for Gainshare so that Economic Development and Skills Committee maintains oversight of programme performance and future activity

**8.4 Alternatives Considered and Rejected**

8.4.1 A do-nothing option would see the current Programme of projects progress at a slower rate being reliant on annual Gainshare allocations. This approach could potentially see a number of projects not progress because they can no longer access match funding or meet other funders requirements, or the projects could be reduced in scale as cost pressures mean some elements are no longer affordable. The consequence is that a number of the benefits outline in section 2 will either be reduced or not realised at all.

8.4.2 These benefits are seen as critical to improve the economic situation for many residents and businesses located in the City and failure to deliver may have reputational damage with other local, regional and national partners.

This page is intentionally left blank



## Report to Policy Committee

### Author/Lead Officer of Report:

Craig Rogerson,  
Principal Democratic Services Officer Team Manager

Tel: 474 3355

**Report of:** *Executive Director, Resources*

**Report to:** *Strategy and Resources Policy Committee*

**Date of Decision:** *12 July 2023*

**Subject:** *Staff Retirements*

Has an Equality Impact Assessment (EIA) been undertaken? Yes  No

If YES, what EIA reference number has it been given? *(Insert reference number)*

Has appropriate consultation taken place? Yes  No

Has a Climate Impact Assessment (CIA) been undertaken? Yes  No

Does the report contain confidential or exempt information? Yes  No

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 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 Strategy and Resources Policy Committee:-

- (a) place on record its appreciation of the valuable services rendered to the City Council by the 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 with over 20 years' service.

**Background Papers:**

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

<b>Lead Officer to complete:-</b>	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>N/A</i>
	Legal: <i>N/A</i>
	Equalities & Consultation: <i>N/A</i>
	Climate: <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	<b>EMT member who approved submission:</b> <i>James Henderson</i>
3	<b>Committee Chair consulted:</b> <i>Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Lucy Thompson</i>
	<b>Job Title:</b> <i>Interim Director of HR and Customer Services</i>
<b>Date:</b> <i>12 July 2023</i>	

## 1. PROPOSAL

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>
<b><u>Adults Wellbeing and Care Services</u></b>		
Marjorie Fee	Practice Development Officer	36
<b><u>Children's Services</u></b>		
Kathryn Barker	Administrative Officer, Sheffield Inclusion Centre	24
Adrienne Betts	Senior Teaching Assistant Level 3, Watercliffe Meadow Community Primary School	52
Stephen Crabtree	Deputy Headteacher, Shooters Grove Primary School	31
Anne Hopkins	Senior Teaching Assistant Level 3, Lydgate Infant School	30
Jill Piddington	Cleaner, Springfield Primary School	20
Angela Ryan	Senior Teaching Assistant Level 3, Springfield Primary School	21
Kim Walsh	Premises Manager, Watercliffe Meadow Community Primary School	26
<b><u>City Futures</u></b>		
Sally Heaviside	Planning Officer	38
<b><u>Neighbourhood Services</u></b>		
David Jackson	Operational Delivery Assistant	50
Nicholas Sellers	Technical and Programme Works Team Leader	39
<b><u>Strategic Support Services</u></b>		
John Turner	Democratic Services Officer	40

This page is intentionally left blank





## Report to Strategy & Resources Committee 12 July 2023

---

**Report of:** Director of Policy and Democratic Engagement

---

**Subject:** Committee Work Programme

---

**Author of Report:** Craig Rogerson, Principal Democratic Services Team Manager

---

### Summary:

The Committee's Work Programme is attached at Appendix 1 for the Committee's consideration and discussion. This aims to show all known, substantive agenda items for forthcoming meetings of the Committee, to enable this committee, other committees, officers, partners and the public to plan their work with and for the Committee. The report also sets out the priority issues for the Committee, as agreed at the Strategy and Resources Committee meeting on 28 June 2023,

Any changes since the Committee's last meeting, including any new items, have been added for approval, and the document is always considered at the regular pre-meetings to which all Group Spokespersons are invited.

The following potential sources of new items are included in this covering report, where applicable:

- Questions from the public (where notified sufficiently in advance)
- Petitions to this committee, including those referred from Council
- References from Council or other committees (statements formally sent for this committee's attention)
- A list of issues, each with a short summary, which have been identified by the Committee or officers as potential items but which have not yet been scheduled (the source of the items is specified)

The Work Programme will remain a live document and will be brought to each Committee meeting.

---

**Recommendations:**

1. That the priority issues for the Committee, as agreed at the meeting on 28 June 2023, and presented at Appendix 1 be noted;
2. That the Committee's work programme, as set out in Appendix 1 be agreed, including any additions and amendments identified in Part 1;
3. That approval be given to the consideration of cross cutting issues as detailed in Appendix 1 of the report; and
4. that the referrals from Council (petition and resolutions) detailed in Section 2 of the report be noted and the proposed responses set out be agreed.

**Background Papers:** None**Category of Report:** Open

## COMMITTEE WORK PROGRAMME

### 1.0 Prioritisation

1.1 For practical reasons this committee has a limited amount of time each year in which to conduct its formal business. The Committee will need to prioritise firmly in order that formal meetings are used primarily for business requiring formal decisions, or which for other reasons it is felt must be conducted in a formal setting.

1.2 In order to ensure that prioritisation is effectively done, on the basis of evidence and informed advice, Members should usually avoid adding items to the work programme which do not already appear:

- In the draft work programme in Appendix 1 due to the discretion of the chair; or
- within the body of this report accompanied by a suitable amount of information.

### 2.0 References from Council or other Committees

2.1 Any references sent to this Committee by Council, including any public questions, petitions and motions, or other committees since the last meeting are listed here, with commentary and a proposed course of action, as appropriate:

Issue	None to report on this occasion.
Referred from	
<i>Details</i>	
Commentary/ Action Proposed	

### 3.0 Member engagement, learning and policy development outside of Committee

3.1 Subject to the capacity and availability of councillors and officers, there are a range of ways in which Members can explore subjects, monitor information and develop their ideas about forthcoming decisions outside of formal meetings. Appendix 2 is an example 'menu' of some of the ways this could be done. It is entirely appropriate that member development, exploration and policy development should in many cases take place in a private setting, to allow members to learn and formulate a position in a neutral space before bringing the issue into the public domain at a formal meeting.

## Appendix 1 – Work Programme

### Priority Issues for 2023/34:

<b>Continuous development of our system of democratic committee governance</b>	Working alongside the Governance Committee, continue to develop our model and how we modernise and embed the committee system. Embed approaches and policies and need to support Member development
<b>Establish a new strategic framework for the city and organisation</b>	Endorsement of the City Goals as they are developed during the summer, which will provide a shared, co-developed statement of our collective ambitions for Sheffield
	Development of a new 5-year Corporate Plan for the organisation which connects to the developing City Goals, sets out what we want to achieve and our priorities and gives clear direction for the whole council, citizens and partners
<b>Cost of living crisis</b>	Continuing and strengthening Sheffield’s citywide response to the cost of living crisis, working with communities and partners to support the people of Sheffield, communities businesses.
<b>Street Trees recommendations and reconciliation</b>	Agreeing the actions we will take forward to deliver the wider recommendations in the Lowcock Report to ensure good progress has been made by the end of the year, with a clear approach to monitoring achievement of these.
<b>Continuing to develop our community involvement and neighbourhood and locality working arrangements</b>	Working with the Governance Committee to <ol style="list-style-type: none"> <li>1. consider further devolution of powers and funding to the LACs this year;</li> <li>2. making neighbourhood working more integral to the culture of the wider organisation (including through the Future Sheffield programme);</li> <li>3. taking further steps to ensure community voice and community development practices are developed and embedded in the ways of working for the LACs and policy committees</li> </ol>
<b>Future Sheffield - our 3-year organisational change plan</b>	Overseeing the organisational change programme which will be focused on becoming the organisation that we need to be to continue to deliver for the people of Sheffield alongside rapid service improvement activity where needed.
<b>Customer Services Strategy</b>	In line with our Future Sheffield transformation programme, developing a new Customer Services strategy that will be focused on the experience that the people of Sheffield have when accessing our services.
<b>Budget delivery and medium-term financial stability</b>	To agree a medium term financial plan (MTFP), and, working with the Finance Committee, oversee delivery of agreed savings and development of budget proposals for 2024/25 – 2026/27 in line with the emerging Corporate Plan priorities
<b>SYMCA relationship</b>	We will work collaboratively with the MCA as part of our regular approach to delivering for Sheffield. This will include taking forward our Inclusive Economic Plan as our place-based plan which will feed into the MCA’s broader economic strategy.

### Part 1: Proposed additions and amendments to the work programme since the last meeting:

<b>New Items</b>	<b>Proposed Date</b>	<b>Note</b>
Supporting the people of Sheffield through the cost-of-living crisis	July 2023	
Tackling the Stigma of Menopause and Period Poverty	October 2023	Response to Council Motion
Endorsement of City Goals	November 2023	
Corporate Plan	November 2023	
Equalities Objectives Report	November 2023	
Street Tree Inquiry Progress Report	December 2023	S&R have agreed to receive a report against progress on actions during winter 2023 and summer 2024.
HRA Budget and Business Plan	January 2024	S&R consideration prior to Full Council decision
Revenue and Capital Budget Approval	February 2024	S&R consideration prior to Full Council decision
Former Coles Brothers Building	Date TBC	Further report (following decision on 28/6/23) when discussions have better particularised the lease terms, as soon as is reasonably practicable for a further decision.
<b>Amended Items</b>	<b>Proposed Date</b>	<b>Note</b>
MOVED: White Ribbon Plan and new strategy	S&R	Item moved from July to September meeting.

#### **Cross-Cutting Issues requiring S&R Steer:**

<b>Item</b>	<b>Committee</b>	<b>Proposed Date</b>	<b>Recommended</b>
NEW: Commissioning a Community Infection Prevention and Control Service	ADHS	September 2023	Recommended that AHSC should consider this cross cutting issue and other relevant Cttees should be briefed, in particular Education, Children and Families.
Moving Towards An Ethical Debt Collection Policy and Ending The Use Of Bailiffs	Finance Committee	TBC	Response to Council Resolution of 14/12/22, Note: Finance Working Group to consider. Recommended that this be added to Finance Committee Work Programme

#### **Part 2: List of other potential items not yet included in the work programme**

Issues that have recently been identified by the Committee, its Chair or officers as potential items but have not yet been added to the proposed work programme. If a Councillor raises an idea in a meeting and the committee agrees under recommendation 3 that this should be explored, it will appear either in the work programme or in this section of the report at the committee's next meeting, at the discretion of the Chair.

<b>Topic</b>	
<b>Description</b>	
<b>Lead Officer/s</b>	
<b>Item suggested by</b>	<i>Officer, Member, Committee, partners, public question, petition etc</i>
<b>Type of item</b>	<i>Referral to decision-maker/Pre-decision (policy development/Post-decision (service performance/ monitoring)</i>
<b>Prior member engagement/ development required</b> <i>(with reference to options in Appendix 2)</i>	
<b>Public Participation/ Engagement approach</b> <i>(with reference to toolkit in Appendix 3)</i>	
<b>Lead Officer Commentary/Proposed Action(s)</b>	

**Part 3: Agenda Items for Forthcoming Meetings**

Meeting 3 (23/24)	12 July 2023	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
Supporting the people of Sheffield through the cost-of-living crisis	The cost-of-living crisis continues to have profound implications for people across Sheffield. SCC and partners in the public, private and voluntary, community and faith (VCF) sector have taken to steps together over the last year to provide support and advice to those who are being most impacted. This multi-agency approach was agreed by S&R Committee in June and July 2022, and the Committee agreed to receive an update on activity at a future meeting.	James Henderson/ Laurie Brennan	Decision	Leaders Briefing 12 June 2023 Cost of Living strategy group – regular meetings and workshop	Engagement with partners and the public has been a key part of the cost of living response. Engagement with residents across the city, and regular meetings and workshops with VCF, public sector and private sector partners have all shaped the multi-agency approach.	This Committee
Food Strategy and related commissioning model	A new Food Strategy for Sheffield has been written. This was endorsed at the H&WBB where it was also recommended that the strategy should be formally passed by a committee	Greg Fell/Jessica Wilson	Decision	Discussion at pre-agenda meetings (brief on content of food strategy, present recommendations for proposed commissioning model and take steer where there are multiple options e.g. procurement route)	Public, service user and stakeholder consultation is informing the dietary improvement/obesity prevention commissioning model Food Strategy developed collaboratively with	This Committee

	A number of contracts and initiatives funded by the public health grant to improve dietary outcomes and prevent obesity are due for review and in some cases retendering by 2024. Due to the value of investment (£3.2 million total for 5 years investment) this will require a decision at committee				ShefFood partnership with broad stakeholder engagement in subsequent action planning	
Household Support Fund	Decision required prior to school holidays.	Alex Westran	Decision	<p>A member briefing will be provided detailing initial findings and options to comment on prior to the S&amp;R Committee in July.</p> <p>Also, members who attend the Cost-of-Living Strategy Group will be consulted on progress at each occurrence of the meetings between now and the S&amp;R Committee in July</p>	<p>The Community and Voluntary Sector are directly involved pulling together the analysis that sits behind the proposals.</p> <p>They have provided data relating to which cohorts are asking for support. They have also provided insight and qualitative information in their role as trusted assessors for the HSF relating to how applicants find it difficult to apply.</p> <p>We have also used customer feedback direct from service users to inform our findings.</p>	This Committee
Local Land Charges –		Vicky Clayton		Limited prior engagement required	Once approved, customers will be	



Proposed Fee Increases					notified of increases and date of implementation	
Extension of the Dynamic Purchasing Scheme (DPS) for transport services		Tom Smith/ John Hudson				

Extraordinary Meeting	2 August 2023	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
Local Plan ahead of submission to Government		Michael Johnson/ Simon Vincent	Decision	Member Working Group/Sub Committee & full committee briefings	<i>This stage will be post public consultation.</i>	Full Council

Meeting (23/24)	7 September 2023	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
White Ribbon Plan and new Strategy	Sheffield achieved White Ribbon Accreditation in November 2022 until November 2025. In order to maintain the accreditation an action plan must be submitted usually within 6 months.	Alison Higgins	Decision	Political group briefings required	There is a regular Violence Against Women and Girls Forum that meets bi monthly that will be consulted on key aspects of the plan. The action plan itself	This Committee

					will include actions on community engagement.	
2023/24 Q1 Budget Monitoring	Finance monitoring update.	Jane Wilby	Decision			This Committee

Meeting (23/24)	18 October 23	Time				
Topic	Description	Lead Officer/s	Type of item	(re: decisions) Prior member engagement/ development required	(re: decisions) Public Participation/ Engagement approach	Final decision-maker (& date)
Tackling the Stigma of Menopause and Period Poverty		James Henderson	Decision			This Committee

Meeting (23/24)	20 November23	Time				
Topic	Description	Lead Officer/s	Type of item	(re: decisions) Prior member engagement/ development required	(re: decisions) Public Participation/ Engagement approach	Final decision-maker (& date)
Endorsement of City Goals		James Henderson	Decison			Full Council
Corporate Plan	Development of a new 5-year Corporate Plan for the organisation which connects to the developing City Goals, sets out what we want to achieve and our priorities	James Henderson	Decision			Full Council. Report to be submitted in the Autumn

	and gives clear direction for the whole council, citizens and partners					
Equalities Objectives		James Henderson	Decision			
Budget Updates and delivery options (TBC)		Phillip Gregory				

Meeting (23/24)	13 December 23	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
Street Tree Inquiry Progress Report	S&R have agreed to receive a report against progress on actions during winter 2023 and summer 2024.	Lucy Heyes	Progress Report			This Committee
Budget Updates and delivery options (TBC)						
2023/24 Q2 Budget Monitoring	Finance monitoring update.	Jane Wilby	Decision			This Committee

Meeting (23/24)	24 January 24	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)

HRA Budget and Business Plan						Full Council 7/2/24
------------------------------	--	--	--	--	--	------------------------

Meeting (23/24)	21 February 24	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
Revenue and Capital Budget Approval		Phillip Gregory	Decision			Full Council 6/3/24

Meeting (23/24)	12 March 24	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
2023/24 Q3 Budget Monitoring	Finance monitoring update.	Jane Wilby	Decision			This Committee

Meeting (23/24)	17 April 24	Time				
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)

--	--	--	--	--	--	--

Items which the committee have agreed to add to an agenda, but for which no date is yet set.						
Topic	Description	Lead Officer/s	Type of item	<i>(re: decisions)</i> Prior member engagement/ development required	<i>(re: decisions)</i> Public Participation/ Engagement approach	Final decision-maker (& date)
Street Tree Inquiry Report Progress	S&R have agreed to receive a report against progress on actions during winter 2023 and <b>summer 2024.</b>	Lucy Heyes	Progress Reports			This Committee
Moving Towards An Ethical Debt Collection Policy and Ending The Use Of Bailiffs	Response to Council Resolution of 14/12/22	Tim Hardie	Referral from Council			Note: Finance Working Group to consider. <b>Recommended that this be added to Finance Committee Work Programme</b>
Adopting the All-Party Parliamentary Group (APPG) on British Muslims' Definition of Islamophobia	Response to Council Resolution of 14/12/22	James Henderson/ Adele Robinson	Referral from Council			To be considered as part of the Equalities Objective report being submitted to this Committee.

Driving Forward the Heritage Strategy for Sheffield	Response to Council Resolution of 20/2/23	Kate Martin/Diana Buckley	Referral from Council			Note: Report being prepared for consideration later in the year.
Civic Honours	To bring forward a further paper for decision.	James Henderson/ Jason Dietsch		To be considered by the Governance Cttee in the first instance.		This Committee
Former Cole Brothers Building	Further report (following decision on 28/6/23) when discussions have better particularised the lease terms, as soon as is reasonably practicable for a further decision.	Neil Jones	Decision			This Committee
Agency Temporary Staffing Provision	Contract for the provision of Agency Temporary Staffing	Peter White	Decision			This Committee. Sept or Oct meeting

## Note:

- Type of item = Decision; Referral to decision-maker; Pre-decision (policy development); or Post-decision (service performance/ monitoring).
- Final decision-maker = This Committee; Another Cttee; Full Council; or Officer decision

## **Appendix 2 – Menu of options for member engagement, learning and development prior to formal Committee consideration**

Members should give early consideration to the degree of pre-work needed before an item appears on a formal agenda.

All agenda items will anyway be supported by the following:

- Discussion well in advance as part of the work programme item at Pre-agenda meetings. These take place in advance of each formal meeting, before the agenda is published and they consider the full work programme, not just the immediate forthcoming meeting. They include the Chair, Vice Chair and all Group Spokespersons from the committee, with officers
- Discussion and, where required, briefing by officers at pre-committee meetings in advance of each formal meeting, after the agenda is published. These include the Chair, Vice Chair and all Group Spokespersons from the committee, with officers.
- Work Programming items on each formal agenda, as part of an annual and ongoing work programming exercise
- Full officer report on a public agenda, with time for a public discussion in committee
- Officer meetings with Chair & VC as representatives of the committee, to consider addition to the draft work programme, and later to inform the overall development of the issue and report, for the committee's consideration.

The following are examples of some of the optional ways in which the committee may wish to ensure that they are sufficiently engaged and informed prior to taking a public decision on a matter. In all cases the presumption is that these will take place in private, however some meetings could happen in public or eg be reported to the public committee at a later date.

These options are presented in approximately ascending order of the amount of resources needed to deliver them. Members must prioritise carefully, in consultation with officers, which items require what degree of involvement and information in advance of committee meetings, in order that this can be delivered within the officer capacity available.

The majority of items cannot be subject to the more involved options on this list, for reasons of officer capacity.

- Written briefing for the committee or all members (email)
  - All-member newsletter (email)
  - Requests for information from specific outside bodies etc.
  - All-committee briefings (private or, in exceptional cases, in-committee)
  - All-member briefing (virtual meeting)
  - Facilitated policy development workshop (potential to invite external experts / public, see appendix 2)
  - Site visits (including to services of the council)
  - Task and Finish group (one at a time, one per cttee)
- Furthermore, a range of public participation and engagement options are available to inform Councillors, see appendix 3.

## **Appendix 3 – Public engagement and participation toolkit**

## **Public Engagement Toolkit**

On 23 March 2022 Full Council agreed the following:

A toolkit to be developed for each committee to use when considering its 'menu of options' for ensuring the voice of the public has been central to their policy development work. Building on the developing advice from communities and Involve, committees should make sure they have a clear purpose for engagement; actively support diverse communities to engage; match methods to the audience and use a range of methods; build on what's worked and existing intelligence (SCC and elsewhere); and be very clear to participants on the impact that engagement will have.

The list below builds on the experiences of Scrutiny Committees and latterly the Transitional Committees and will continue to develop. The toolkit includes (but is not be limited to):

- a. Public calls for evidence
- b. Issue-focused workshops with attendees from multiple backgrounds (sometimes known as 'hackathons') led by committees
- c. Creative use of online engagement channels
- d. Working with VCF networks (eg including the Sheffield Equality Partnership) to seek views of communities
- e. Co-design events on specific challenges or to support policy development
- f. Citizens assembly style activities
- g. Stakeholder reference groups (standing or one-off)
- h. Committee / small group visits to services
- i. Formal and informal discussion groups
- j. Facilitated communities of interest around each committee (eg a mailing list of self-identified stakeholders and interested parties with regular information about forthcoming decisions and requests for contributions or volunteers for temporary co-option)
- k. Facility for medium-term or issue-by-issue co-option from outside the Council onto Committees or Task and Finish Groups. Co-optees of this sort at Policy Committees would be non-voting.

This public engagement toolkit is intended to be a quick 'how-to' guide for Members and officers to use when undertaking participatory activity through committees.

It will provide an overview of the options available, including the above list, and cover:

- How to focus on purpose and who we are trying to reach
- When to use and when not to use different methods
- How to plan well and be clear to citizens what impact their voice will have
- How to manage costs, timescales, scale.

**There is an expectation that Members and Officers will be giving strong consideration to the public participation and engagement options for each item on a committee's work programme, with reference to the above list a-k.**





## Report to Policy Committee

**Author/Lead Officer of Report:**

Cat Arnold, Policy and Improvement Officer

**Tel:** 0114 2734529

**Report of:** *Director of Policy and Democratic Engagement*

**Report to:** *Strategy and Resources Committee*

**Date of Decision:** *12<sup>th</sup> July 2023*

**Subject:** *Further enhancing support to Sheffield's communities through the Cost-of-Living Crisis*

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? (2222)				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

### Purpose of Report:

This report provides an update on the cross-partner response to the Cost-of-Living Crisis. It summarises the support we have put in place to date and how we have implemented the action plan and recommendations agreed by this committee in previous reports in May and July 2022.

It makes recommendations relating to how we can learn from and build on the work already done to continue to support communities with the challenges ahead. Including plans to:

- Invest £400,000 across the LACs, ringfenced to address the cost-of-living crisis
- Build on our Welcome Places model to support communities across the city
- Arm frontline staff with the information they need to link communities with the right support when they need it
- Make it easier for the people who need it most to access £10.4 million Household Support Fund and other hardship support over the coming year
- Improve access to food using £150,000 of South Yorkshire Mayoral Combined Authority funding to support food banks -and community pantries in our neighbourhoods.

It outlines our approach to planning for the upcoming winter, data insights about the continuing impacts of Cost-of-Living crisis on our city and how this work can contribute to a long-term, strategic plan to prevent and reduce poverty and inequality in Sheffield.

**Recommendations:**

1. Note the approach and work undertaken to respond to the Cost-of-Living Crisis to date, in line with the strategy agreed by Strategy and Resources Committee at its meeting on 5 July 2022, and approve a continuation of the cross-partner incident response arrangement and governance structure.
2. Note the insights from our data dashboard and the latest available research, what it tells us about the impact of the Cost-of-Living Crisis across Sheffield and the likely impact over the year ahead.
3. Agree the approach to planning for the winter ahead, including plans to develop and sustain welcome places, learn lessons from the past year and build on the infrastructure we've put in place.
4. Agree that Strategy and Resources Committee will receive further updates on the response
5. Note that the funding for the Cost-of-Living Support Hub ends in March 2024 and endorse the proposed work to develop a long-term strategic approach to preventing and reducing poverty and inequality in Sheffield.

**Background Papers:**

Please find attached

- Updated Cost-of-Living action plan (Appendix A)
- PDF of our data dashboard which shows impacts of the Cost-of-Living Crisis on residents of Sheffield (Appendix B)

Lead Officer to complete:-	
1	<div style="display: flex;"> <div style="flex: 1;"> <p>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.</p> </div> <div style="flex: 1; border-left: 1px solid black; padding-left: 5px;"> <p>Finance: <i>Matthew Ardern, Senior Finance Manager</i></p> <hr/> <p>Legal: <i>Andrea Simpson, Corporate Governance Lawyer</i></p> <hr/> <p>Equalities &amp; Consultation: <i>Ed Sexton, Senior Equalities and Engagement Officer</i></p> <hr/> <p>Climate: ( N/A</p> </div> </div>

	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>SLB member who approved submission:</b>	James Henderson, Director of Policy and Democratic Engagement
3	<b>Committee Chair consulted:</b>	Cllr Tom Hunt, Leader of the Council and Chair of Strategy and Resources Committee
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> James Henderson	<b>Job Title:</b> Director of Policy and Democratic Engagement
	<b>Date:</b> 30 June 2023	

## 1. PROPOSAL

### 1.1 Background

1.2 At its meeting on the 31st of May 2022, the Strategy and Resources Committee agreed to introduce citywide incident response-style arrangements to co-ordinate the city's response to the Cost-of-Living crisis. We established a command structure at a strategic, tactical, and operational level. The Strategic Group has a cross-party membership and has been chaired by the Leader of the Council, with active involvement from key partners in business, voluntary and health sectors.

1.3 The tactical and operational level groups also have a wide membership, including partners from the VCF sectors, health and emergency services and have provided valuable opportunity for collaboration and testing and improving different elements of support. This structure has provided effective visibility and oversight and the ability to rapidly response to emerging challenges.

1.4 As part of the Council's Strategic Framework 2023/24, Strategy and Resources Committee agreed on 31<sup>st</sup> May to "continue to co-ordinate our citywide response through the emergency response structures we established and ensure that this continues to provide updates and engage Strategy & Resources Committee"<sup>1</sup>.

### 1.5 Cost-of-Living Response Aims and Objectives

As agreed by S&R Committee in July 2022, the overall aim of this response is to work with the people and communities of Sheffield through the Cost-of-Living Crisis to help mitigate the significant challenges they will be facing, with a particular focus on those who are struggling the most.

### 1.6 Objectives

1. Support people to make the best possible choices about how they use the income they have
2. Help people maximise their income further (including but not limited to benefits maximisation)
3. Provide a central place to gather information about the scale and nature of the crisis, especially how it is developing over time, in

---

<sup>1</sup> Sheffield City Council (2023) *Strategic Framework 2023/24*, ([Public Pack](#))Item 8 - [Strategic Framework 2023/24 Agenda Supplement for Strategy and Resources Policy Committee, 31/05/2023 14:00 \(sheffield.gov.uk\)](#)

order to prioritise actions and to amplify personal stories

4. Do what we can to ensure that emergency support is available when people are in financial crisis
5. Co-ordinate support for the people and communities that need it the most
6. Put people experiencing the cost-of-living crisis at the heart of Sheffield's approach to recovery and delivering clean, inclusive growth including supporting people to respond to rising fuel prices, while preparing the whole city for long-term trends

## 1.7 How have we been prioritising our effort?

To help us meet the objectives above, S&R Committee also agreed the following principles to help us focus our work most effectively:

- **Identify where we can pull levers in the city:** There are many wider forces which are beyond our control so we need to focus on what we *can* influence to support our communities
- **Scale of impact:** our approach has been scalable to respond to the different issues facing different communities. This includes reaching a large number of people in the city with key information (e.g. communications), or more intensive support for the people who are struggling the most or who are more vulnerable. This includes understanding and addressing the distinct impacts on different communities in our city
- **Prevention where possible, while responding to urgent crisis:** Identify smaller actions we can take together now to prevent more severe crisis later, while recognising that people are, and will be, in crisis and require emergency support too
- **Draw on people's strengths:** Prioritise actions that enable people to draw on their own strengths rather than treating them as a passive recipient of something that someone else has decided is best for them. Strive to be a gateway rather than gatekeeper to the support people are entitled to.
- **Evidence-based interventions:** Inform our actions using data and intelligence, recognising that sometimes our best knowledge, particularly in a fast-changing situation, is based on personal stories.

## 1.8 The support provided to date by our city-wide response

- 1.9 Through the work of the strategy and tactical partnership groups, we have sought to ensure that we focus our work on meeting the objectives above and doing so in line with our agreed principles. The response has been structured according to the following workstreams:

- Providing direct and indirect access to support (emergency and longer-term)
- Communications and information sharing
- Responding as landlord and creditor
- Responding as employers
- Support to and from businesses
- Data and intelligence
- Responding to what matters to specific groups
- Funding and infrastructure

1.10 The action plan in Appendix A sets out the actions within each workstream in further detail and how they deliver against the objectives. Key activity has included the following:

1.11 **Workstream: providing direct and indirect access to support**

1.12 **A warm welcome within communities.** Alongside our VCFS partners, we have created a network of 173 [Welcome Places](#). These have provided spaces for people to access help or just call in to get ‘warm’ have a cup of tea and a chat, in their local communities. Included in the Welcome Places are council-run libraries and Family Hubs, which provide early help, early years support and other ‘Start to Life’ services for families.

1.13 **Emergency hardship support when needed the most.** The Community Support Helpline has distributed £20m to support people in financial need through energy support schemes, Local Assistance Scheme and Household Support Fund (HSF). We offer benefit maximisation support to all applicants. We also have 40 Trusted Assessors for the HSF, who can help people in hardship access this support. Each organisation is based in the heart of our communities, and many are also Welcome Places.

1.14 **Increasing access to affordable food.** We have invested £200k in supporting food access in the city and implemented the Food Access Plan presented in the July 2022 report to this committee. This has included:

- a donation to South Yorkshire Community Foundation cost of living fund of £20,000,
- £50,000 food purchasing fund for distribution to Sheffield Food Banks, £40,000 for the provision of advice in reach to food banks
- £30,000 for the development of a comprehensive network of food support community food spaces across the city

- a £60,000 Food bank / food relief project development fund.

1.15 **Prioritising external funding to support communities through the cost-of-living crisis.** SCC have received an allocation of £2.6m from Shared Prosperity Fund (SPF) funding over three years to support work to tackle the cost-of-living crisis. This includes £850,000 funding for VCF organisations, managed by South Yorkshire Community Fund, who are distributing this via grants of up to £10k to support Welcome Places. In addition, £160k to Voluntary Action Sheffield to create a bid writer post to support all community organisations access funding opportunities and develop skills; £125k to Citizens Advice for a Volunteer Coordinator to train Welcome Places to access advice support; and £1.24m to establish Cost of Living Community Development Workers - 7 to be managed by SCC and 10 to be managed by VCFS, allocated by LAC areas.

1.16 **Workstream: Communications and information sharing**

1.17 **Helping people have the right information at the right time.**

Communications and information to residents and frontline workers have been a key part of our response. We have jointly developed the “Neighbourgood” concept and products with partners, with 40,000 leaflets and 20,000 postcards distributed to frontline workers. Social media, email bulletins and media stories have been used to share information about what support is available. Alongside this, a frontline worker toolkit and training package has been developed to support workers across the city in getting advice to the people they’re working with daily. The Cost-of-Living Support Hub has also supported over 55 partner and community events across the city.

1.18 **Workstream: Support for businesses**

A suite of communications and resources has been developed to support high street businesses feeling the impact of the rising Cost-of-Living. This has been produced and delivered face to face on all high streets by the Business Information Officer Team and available online and promoted through the Business Sheffield mailshot.

1.19 **Workstreams: Responding as landlord and creditor; Responding as employers**

Working as a landlord we have supported tenants to access Housing Revenue Account hardship funds when falling into rent arrears and increasing the overall amount available for hardship payments from £150,000 to £450,000. We have responded as an employer by promoting information about support available on our intranet. In addition

to this, we have recently completed a procurement process for new employee financial advice and wellbeing products and low-cost financial products for employees, which will be available soon.

#### 1.20 **Workstream: Responding to what matters to specific groups**

It has been recognised at the outset that different groups are disproportionately affected by the crisis. This has shaped the city response, with organisations that serve particular communities of interest being part of the strategic, tactical and operational response, and communications, engagement and hardship support being developed in ways that recognise the needs of different communities. This is reflected in other workstreams too.

#### 1.21 **Workstream: Funding and Infrastructure**

We have established the Cost-of-Living Response Hub which is funded to the end of March 2024. This team was previously the Covid Response Hub and has been able to build on the learning and networks established during the pandemic. It sits in our Communities Directorate to work closely with Local Area Committee teams.

#### 1.22 **This has been a whole-city response** with organisations, agencies, individuals and businesses working together to maximise their shared knowledge and resources.

- Sheffield Business Together, a business-led cross sector collaboration, has linked up businesses that want to be part of the cost-of-living response with charities and causes that need support, as well as providing details about the support they can provide to their employees.
- Sheffield Property Association held a cost-of-living event at Zest in association with Sheffield Business Together, Voluntary Action Sheffield and SCC to provide opportunities for their members to be part of the cost-of-living work.
- South Yorkshire Fire & Rescue and South Yorkshire Police have been key partners, using their links into communities to amplify the whole-city response.
- The Integrated Care Board has provided cost of living grants to 27 voluntary sector organisations that are supporting residents through the crisis.
- Citizens Advice Sheffield are developing a community training programme to help upskill volunteers and front-line staff in Welcome Places and other projects and have secured additional funding to provide more energy advice in the city.



- Our city response has been shaped together by partners through regular meetings throughout the year, working at strategic, tactical and operational levels. This has gathered intelligence on the emerging situation and identified opportunities to share resources and expertise.

### 1.23 **Workstream: Data and intelligence**

A local data and intelligence dashboard has been created to provide an evidence base for our cost-of-living response. Further details are below.

### 1.24 **Our data and research tell us the cost-of-living crisis is not going away.**

1.25 The cost-of-living crisis is expected to continue over the next year, putting pressure on communities and organisations already strained by austerity and the pandemic. This includes:

- Wages and benefits are not keeping track with inflation and the rising costs of energy and food bills. The National Institute of Economic and Social Research warned in February 2023 that that the UK is suffering a ‘permanent’ reduction in living standards and that 2023 will feel like recession for 7 million homes with 1 in 4 homes unable to pay energy and food bills.<sup>2</sup> The Joseph Rowntree Foundation cost-of living tracker, updated in June 2023 found that 9 in 10 low-income households on UC were going without essentials.
- Interest rates are now at 5% and are predicted to rise to 6% by the end of this year. This will impact many low-income households, almost half of which were already falling behind with bills before the June 2023 interest rate rise.<sup>3</sup>
- Citizens Advice have warned that if this situation persists, the cost-of-living crisis will become a household debt crisis.<sup>4</sup> The continuing pressure on households created by changes to the welfare system, the pandemic and now the continuing cost of living crisis, is driving more people into poverty and people who were resilient in the face of last winter's energy crisis are now being drawn into the crisis because of pressure on mortgages and continuing high inflation.
- Even if the Government provides further support for households

---

<sup>2</sup> [Recession Avoided, But Prospects Remain Bleak for Households - NIESR](#)

<sup>3</sup> [Low-income mortgage holders must not be ignored amid interest rate rises | JRF](#)

<sup>4</sup> [The cost-of-living crisis is far from over | by Jonny Tatam-Hall | May, 2023 | We are Citizens Advice](#)

this winter, it is clear that the cost-of-living crisis will continue throughout 2023/24 and beyond and that we will need a plan to support people through another challenging winter.

- 1.26 A local data and intelligence dashboard has been created to provide an evidence base for our cost-of-living response. It is made up of three sections: context (a combination of national and local data that illustrates some of the factors that have created the conditions for the crisis); impacts (for example, food poverty, rent arrears, homelessness, and crime); and types of support (including Sheffield Citizens Advice and Household Support Fund).
- 1.27 The dashboard, included here as Appendix B, so far shows that:
- Homelessness presentations and possession claims (landlord and mortgage) have not noticeably increased, however it is likely that any impact of increasing interest rates on rents and mortgages will take several more months to be seen.
  - Council Housing rent arrears, whilst increasing, are not out of line with previous trends. However, issues with homelessness and rent arrears are not evenly distributed geographically or between different groups within the city e.g., people from some Black, Asian and Minoritised Ethnic groups are more likely to be homeless or have rent arrears.
  - The pattern of calls to Citizens Advice reflects existing and long-standing inequalities in Sheffield with almost half of advice requests on the top five issues coming from the northeast and east Local Area Committee areas.
  - Evidence from national surveys, food banks and the Household Support Fund show that food poverty is an increasing concern and food price increases have continued to pressure household budgets. The warmer weather has reduced the demand on the Household Support Fund for help with energy costs, however this will clearly become a significant factor again later in the year
- 1.28 We have also carried out a cohort analysis to better understand the impact of the crisis on different groups in the city. Full details are included in the Household Support Fund report which S&R Committee is considering alongside this paper. This has found that the following groups have been disproportionately impacted by the crisis: people on low incomes, people on benefits, families with children, people with disabilities and long-term health conditions, young people, unpaid carers, people from diverse communities (in particular people from some

minoritised ethnic groups and asylum seekers), and tenants in private rented accommodation.

1.29 Within these cohorts, the analysis has identified those who are both particularly disproportionately impacted and have likely to have access to more limited financial and other support (whether from the welfare system or, for example, their landlords): this includes families with more than two children and/or those with children under 5, lone parents, under 25s living alone, unpaid carers, and private rented tenants. Analysis has also found that mortgage holders, though less impacted so far, are likely struggle more as interest rates rise. This may have a knock-on impact into the private rented sector, particularly for tenants who rent from smaller landlords, who are more likely to own the home with a mortgage.

### 1.30 **Next steps for the Cost-of-Living response**

1.31 We will continue to work with partners through our established incident response structure to deliver against the strategic priorities and plan for the winter and beyond. The action plan in Appendix A sets out next steps to support the people of Sheffield as the cost-of-living crisis continues. It builds on activity and learning over the last year and is a live document which will be continuously updated. Key areas are summarised below.

### 1.32 **Providing direct and indirect access to support**

#### 1.33 • **Welcome Places**

We will build on and develop the Welcome Places offer to meet the needs of communities and improve access to services over the colder winter months.

- SPF-funded cost of living community development workers will support this work, working closely with Local Area Committees.
- A further £400,000 has been allocated across the Local Area Committees to support the cost-of-living response. LAC chairs will consider how best to distribute and spend this funding, which may include sustaining and developing Welcome Places, using knowledge of local needs and feedback from Welcome Places on what additional support they need.

#### 1.34 • **Household Support Fund**

As noted above, a separate report making recommendations about the way in which we distribute the Household Support Fund for 2023/24 is being considered alongside this paper. It makes recommendations which aim to make it easier for the council to provide a higher level of support to

communities that need it the most. The report also explains how we will ensure that the application fund stretches through the winter to ensure support is available when most needed.

1.35      •   **One Route In Project**

This project aims to simplify access to the various types of SCC crisis support – such as Household Support Fund, Local Assistance Scheme, and potentially Council Tax Support, and Discretionary Housing Payments – to create ‘one route in’ and make it easier, quicker and less intimidating for people who need crisis support to access it. We have already incorporated additional crisis grants into the Community Support Helpline and are developing one application form for Local Assistance Scheme and Household Support Fund. Once a proof of concept has been developed, we will look to roll the form out to the Local Assistance Scheme independence grants. We will also continue to improve our information sharing agreements with trusted partners to that we can better support their clients.

1.36      •   **Affordable Food**

A key commitment in the Food Strategy, which the S&R Committee is considering alongside this report, is to reduce inequalities in access to nutritious food and diet-related inequalities.

Further details are set out in that paper, but two key actions are to use £150,000 of funding from South Yorkshire Mayoral Combined Authority to:

- Support food banks to make use of discounts and efficiencies by purchasing food in bulk by funding warehouse and transportation support.
- Support the establishment of community pantry/affordable food clubs in more parts of the city.

1.37      **Communications and Information**

1.38      We will refresh and update the cost-of-living toolkit and frontline worker training and the Cost-of-Living Support Hub will continue with its programme of engagement with events in the community, with schools and partners such as the DWP.

We are also working with VCF partners to co-produce cost-of-living communications to make them more accessible to different communities.

1.39      **Other planned activity**

- Explore how we can better use service data (SCC and elsewhere) to capture levels of financial difficulty and identify appropriate solutions.
- Given what we know about the scale and likely continuation of this crisis and the warning from Citizens Advice about it becoming a debt crisis, consider options for responding to increasing levels of household debt.
- A particular focus and deep dive into the impact on children and young people and how we are working with schools and youth services.
- Facilitate conversations to define a clear ask for businesses who want to offer support to communities for example to welcome places.
- Consider the impact that wider SCC policy decisions have on the cost of living and ensure that we are getting the basics right, for example, in answering phones and timely responses.
- Review our approach as a creditor, including where someone is in debt to more than one part of the council, or where they are struggling to afford Council Tax.

#### 1.40 **Looking beyond the short-term Cost of Living response**

Much of the activity above focuses on the next few months, in particular ensuring that we are prepared for next winter. However, the cost-of-living crisis is in many ways just the latest manifestation of long-term structural inequalities. Our cost-of-living response builds on our long-term commitment to tackle poverty in the city, as set out in the 2020 Tackling Poverty Framework. Over the next year, therefore, as well as responding to the short-term impacts, we will:

- Develop longer-term anti-poverty approaches, taking into account the relevant City Goals that are currently being developed.
- Continue to engage with people and communities with experience of poverty through the cost-of-living response and contribute to the Poverty Truth Commission.
- Build on our successes in creating a network of Welcome Places working with Local Communities to co design tailored packages of support services specific to localities needs.
- Advocate for funding models that incentivise collaborative and coordinated action on Cost of Living and Poverty.
- Seek funding mechanisms that provide stability and encourage sustained efforts to address poverty. Engage with national charities, trusts, and foundations to explore funding opportunities aligned with the local agenda.
- Develop options for responding to the cost-of-living crisis beyond

the winter, recognising that the SCC Cost of Living Hub team is currently funded until the end of 2023/24, and other funding such as the DWP-financed Household Support Fund may be discontinued or reduced after that point.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

2.1 It contributes directly to addressing the following two key strategic issues outlined in the recent Strategic Framework report:

- City leadership – collaborating with partners to shape our future.
- Team around the community / neighbourhood working.

2.2 It also outlines the continuation and development of work which reduces inequality and poverty and addresses the following two corporate delivery plan objectives:

- Strong and connected neighbourhoods which people are happy to call home.
- Tackling inequalities and supporting people through the cost-of-living crisis.

## **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 Our response is continuously developing and adapting based on the insight from our staff, public service and VCF partners on the impact on our communities and businesses.

## **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

### **4.1 Equality Implications**

4.1.1 The cost-of-living crisis is having a more significant impact on some groups of people in the city than others. This includes people who share protected characteristics under the Equality Act, including women, disabled people, people from certain ethnic minority backgrounds, and both older and younger people. People with caring responsibilities are also disproportionately impacted as their income tends to be lower than the population as a whole.

4.1.2 The council's response to the cost-of-living crisis is intended to mitigate the worst effects of the crisis on people and communities across the city, including those who are most exposed to it. As described above this includes people who share certain protected characteristics and/or who come under the broader scope of equality covered by the council's EIA approach. All such protected characteristics and equality interests are impacted by the action plan. Therefore, the proposal set out in this report

is intended to have an overall positive impact on equality within the city, although this will be within the wider negative context of the cost-of-living crisis.

- 4.1.3 A full Equality Impact Assessment has been prepared and is included as part of the cost-of-living crisis action plan.
- 4.1.4 Reporting on demographic data will be a funding requirement wherever it is appropriate.
- 4.2 Financial and Commercial Implications  
There are no financial and commercial implications arising specifically from this report.
- 4.3 Legal Implications
  - 4.3.1 There are no legal implications arising specifically from this report. The legal implications of any further decisions required to implement the action plan will be addressed at the time those decisions are made.

## 5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 **Stop our response.** Dismissed as supporting our communities and businesses through the cost-of-living crisis is critical to the wellbeing of our city. We are committed to standing alongside communities in the face of the crisis.
- 5.2 **Continue as is.** Sustain our response as is the current. Dismissed as while there has been some excellent collaboration to support our communities, we need to continue to review and adapt our approach in response to the changing crisis. Further, we need to focus on the forthcoming challenge of winter 2023/24 and pivoting towards a longer term, sustained approach to tackling poverty in Sheffield.
- 5.3 **Move to a wholly preventative approach.** Rejected because of continuing acute need to provide support for people facing crisis now and in the immediate future.

## 6. REASONS FOR RECOMMENDATIONS

- 6.1 The recommendations build on the commitments made by the Strategy and Resources Committee on 31 May 2022 and 5 June 2022 to support Sheffields through the cost of living crisis. Working with communities and partners across the city, the recommendations ensure that SCC will continue to play a leading role through the strategic and tactical incident-type response

This page is intentionally left blank



## Cost of living action plan- June 2023 update

As a council, and a city, we have a long-standing commitment to tackling poverty, as set out most recently in the Sheffield Tackling Poverty Framework. We have been working together as partners before and throughout the pandemic to support people in crisis across the city and have focused on both the causes and impacts of poverty – responding to day-to-day issues whilst planning for prevention.

Whilst we will continue to take forward this wider work, we are now facing an unprecedented cost-of-living crisis which also necessitates an emergency response, which is being co-ordinated by a Cost-of-Living Crisis Strategy Group.

### Aim

This action plan sets out how we have focused, and will continue to focus our efforts in the coming months to respond to this crisis and how we will work with the people and communities of Sheffield to help mitigate the significant challenges they will be facing, with a particular focus on those who are struggling the most.

### How are we prioritising our effort?

- **Identify where we can pull levers in the city:** There are many wider forces which are beyond our control so we need to focus on what we *can* influence.
- **Scale of impact:** This might be small impact on a large number of people (e.g. communications), or larger impact on people who are struggling the most or who are more vulnerable. This includes understanding and addressing the distinct impacts on different communities in our city
- **Prevention where possible, while responding to urgent crisis:** Identify smaller actions we can take together now to prevent more severe crisis later, while recognising that people are, and will be, in crisis and require emergency support too
- **Draw on people's strengths:** Prioritise actions that enable people to draw on their own strengths rather than treating them as a passive recipient of something that someone else has decided is best for them. Strive to be a gateway rather than gatekeeper to the support people are entitled to.
- **Evidence-based interventions:** Inform our actions using data and intelligence, recognising that sometimes our best knowledge, particularly in a fast-changing situation, is based on personal stories.

## What do we want do?

### *Objectives*

1. Support people to make the best possible choices about how they use the income they have
2. Help people maximise their income further (including but not limited to benefits maximisation)
3. Provide a central place to gather information about the scale and nature of the crisis, especially how it is developing over time, in order to prioritise actions and to amplify personal stories
4. Do what we can to ensure that emergency support is available when people are in financial crisis
5. Co-ordinate support for the people and communities that need it the most
6. Put people experiencing the cost of living crisis at the heart of Sheffield's approach to recovery and delivering clean, inclusive growth including supporting people to respond to rising fuel prices, while preparing the whole city for long-term trends

### How will we do this?

*We will approach this work through the following workstreams:*

- Communications and information sharing
- Providing direct and indirect access to support (emergency and longer-term)
- Data and intelligence
- Support to and from businesses
- Responding as landlord and creditor
- Responding as employers
- Responding to what matters to specific groups
- Funding and Infrastructure

The table below sets out the actions we are planning to take across all of these workstreams, with a focus on how we are delivering against the objectives described above. This includes areas of work which are already underway, as well as planned activity and/or areas for further development.

**This action plan is still having details added – if something is missing that does not necessarily mean there is no activity to address it**

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
<b>Communications and information sharing</b>	Supporting people to make the best possible choices about how they use the income they have	Targeted, consistent communications directing residents and frontline workers towards helpful resources and links – some resources will be national and some local.	A ‘NeighbourGood’ Cost of living support leaflet for the public and public-facing website. Information for frontline staff including toolkit, training and ‘Worrying about Money?’ leaflets printed and distributed.	Positive feedback from partners on postcards and leaflets- more printed due to high demand they have been widely used in VCF organisations and across the public sector including the NHS.	Continued communications promoting the most up-to-date sources of information.
	Helping people to maximise their income further (including, but not limited to, benefit maximisation)	Includes direct messaging and information via employees – to inform themselves and also households they are supporting/in contact with.	Social media channels with simple, regular messages either specifically to signpost services (HSF) or to the hub webpage or Welcome Places. GovDelivery weekly messages in the news bulletin + partner newsletter.	19,622 hits to CoL webpage Bulletin opened by at least 25k people per week.	We will continue to work with the VCF and partners to understand what the demand is for different kinds of communications and where any gaps in information are, including using data to inform a more targeted approach to comms for specific groups.
	Co-ordinate support for the people and communities that need it the most	Information for frontline staff/those who are supporting others on financial support available. - Ongoing frontline worker briefings being developed. Some are targeted at anyone	NeighbourGood postcard and online frontline worker toolkit and training sessions delivered. Provides 199 CoL digitalresources held in 1 Toolkit and brings together hundreds or organisations	10% councils web page use CoL related.	
			Internal comms channels (intranet, weekly message, bulletins Pull up banners, editable posters.	Bulletin opened by at least 25k people per week.	
				Frontline workers engagement and usage of the NeighbourGood postcards help to inform, guide and direct those in their	The Cost-of-Living Support Hub will continue with its programme of engagement in community and DWP events, schools. Exploring the use of Deep dives in communities, learning

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
		<p>supporting households; some are for specific SCC staff.</p> <ul style="list-style-type: none"> <li>- Are there opportunities to link up these communications across organisations in the city?</li> </ul>	<p>providing preventative services in the City.</p> <p>The Cost-of-Living Support Hub has also supported over 55 partner and community events across the city.</p> <p>Videos on different services/resources for frontline workers around CoL have been added to the toolkit and circulated in communications e.g. Sheffield Credit Union services etc.</p>	<p>charge/case load etc, thus increasing the potential reach beyond that initial unique click. (Total unique clicks to date 4,510) Interactions from one click alone has the potential to lead to multiple interactions on a direct web link containing helpful links on other pages or phone numbers etc.</p>	<p>from the success of these during the Covid-19 response. Toolkit and frontline worker refresher training.</p>
		<p>Include Council Tax Support information in communications to residents and explore other ways to improve CTS take-up.</p>	<p>Discussions with Citizens Advice to understand issues. Video with Citizens Advice and CoL Support Hub in our CoL bulletin and on social media, raising awareness of council tax support.</p>	<p>Monitoring CTS take-up and working with Citizens Advice to understand issues residents are facing.</p>	<p>Continue to share communications around this and review our approach as a creditor, including where someone is in debt to more than one part of the council, or where they are struggling to afford Council Tax.</p>
<b><i>Providing direct and indirect access to support (emergency)</i></b>	<p>Do what we can to ensure that emergency support is provided when</p>	<p>Delivering hardship funds when people are in crisis.</p>	<p>Community Support Helpline has distributed £20m in hardship support to those affected by the Cost-of-Living crisis in the last 18 months via the Household Support</p>	<p>We have provided 172, 198 people with financial support via the HSF, further people have been</p>	<p>Household Support Fund Review- proposals in separate paper.</p> <p>Consider options for improving access to debt advice.</p>

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
<b>and longer-term)</b>	<p>people are in financial crisis</p> <p>Helping people to maximise their income further (including, but not limited to, benefit maximisation)</p>		<p>Fund, Local Assistance Scheme, and 3 Energy Support schemes.</p> <p>Funds disbursement tool rolled out to get funds to people faster.</p> <p>Benefit maximisation- appointment based process triggered by grant application went live in Oct 22. Average.</p>	<p>supported through other schemes.</p> <p>In the last 6 months 85% of those who completed the benefit maximisation process were indicated as entitled to more benefits than they are receiving on average £431 per month this number has increased from £259 after the first month of the pilot.</p>	
		“NeighbourGood” Welcome Places	<p>Alongside our VCFS partners, we have created a network of 173 Welcome Places. These have provided spaces for people to access help or just call in to get ‘warm’ have a cup of tea and a chat, in their local communities. Included in the Welcome Places are council-run libraries and Family Hubs, which provide early help, early years support and other ‘Start to Life’ services for families.</p>	<p>Developed a shared local agenda around access to support for Cost of Living through the Welcome Place Network. Enabled communities to reconnect with their local services such as libraries and family centres post COVID.</p>	<p>Build on our successes in creating a network of Welcome Places working with Local Communities to co design tailored package of support services specific to that locality’s needs. Including the co-location of staff and services based on local needs and demand. The CoL team have been piloting this at the Moor Market Welcome Place. SPF funded cost-of-living link workers will support this development.</p>

<i>Workstream</i>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
		Government-funded payment of £150 Council Tax Energy Rebate completed during 2022.	All customers who pay by direct debit were paid direct to their bank accounts. Others received letters allowing them to collect from the Post Office . Where vouchers were not cashed after 3 months their Council Tax account was be credited.	£150 paid direct to households who are affected by the cost-of-living crisis.	Wider review of our approach as a creditor, including where someone is in debt to more than one part of the council, or where they are struggling to afford Council Tax.
		<p><b>The ‘One Route In’ project to review SCC hardship schemes</b> is underway. This project aims to simplify access to SCC crisis support (creating a ‘one route in’) and to direct people towards schemes that maximise their income beyond their immediate crisis.</p> <p>Other hardship schemes provided by SCC include Council Tax Support, Council Tax hardship scheme, Discretionary Housing Payments, Local Assistance Scheme and Homelessness Prevention Grant.</p>	<p>Distribution by the community support helpline of HSF, Local Assistance Scheme, 3 Energy Support Schemes. Applicants of all schemes offered benefit maximisation support.</p> <p>Childrens social care are now able to directly access HSF where sec 17 is either not applicable or where the applicant meets eligibility for both schemes.</p> <p>We have 40 Trusted Assessors for the HSF, who can help people in hardship access this support. Each organisation is based in the heart of our communities, and many are also Welcome Places.</p>	<p>The One Route in Project has improved support by expanding eligibility, streamlining processes, and merging the Local Assistance Scheme crisis grants with the Household Support Fund.</p> <p>Value of awards that would have not been received if it wasn’t for One Route In: £126, 000.</p> <p>This has led to improved reputation with partners, better decision making based on need rather than budget, more options for</p>	<p>One application form under development which will bring application process for HSF and LAS crisis grants into one application. Once a proof of concept has been developed, we will look to roll the form out to the LAS independence grants.</p> <p>Currently under discussion to bring all LAS customer contacts into the CHS for crisis grants and independence grants.</p>

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
				applicants, budget savings reinvested into independence grants, additional income for applicants, and reduced administrative work and travel time.	
		Holiday food vouchers for Free School Meals families.	These were funded via central Government Covid funding and then Household Support Fund. They have been provided since the start of the pandemic.	This is a very effective way of directing financial support to people who are struggling the most: vouchers are well understood and take-up is good. Approximately 33k families receive food vouchers during school holidays.	Some of the current HSF is funding holiday vouchers. Longer-term consideration is being given to approach if HSF is ended or reduced after 23/24.
		Support for Food banks and other schemes that are providing emergency help.  Food ladders work to link people using food banks towards other 'rungs' on the ladder, including community pantries, social eating projects and income maximisation – working closely with food	South Yorkshire Community Foundation fund established with £20K donation from SCC. Fund distributed to community organisations during 2022. SCC Food access plan provided £40K in 2022 for Food Purchasing Fund for distribution to food banks.  Food Access plan included £75,000	Food banks are facing increased demand alongside reduced donations. This funding will help them continue to provide emergency food. Demand and supply will continue to be monitored.	South Yorkshire Mayoral Combine Authority funding £150K in 2023 to support sustainable food provision: Up to £48K to support Bulk Food Purchasing for food banks. Approx £102K to support community pantry/affordable

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
		banks and food bank users to enable community responses	Food bank / food relief project development fund and £25,000 for Voluntary Action Sheffield for supporting the development of a comprehensive network of food support across the city including more systematic data collection	Whilst this will provide some help it is unlikely to meet the demand for emergency food.	food club model hubs in partner organisations.
		Holiday Activities and Food programme <a href="https://sheffieldhealthyholidays.org/">https://sheffieldhealthyholidays.org/</a>	Provides some free healthy food to families alongside activities – promoting these sessions to low income families.	Impacts collated elsewhere.	Running through 2023 academic year
		Increase take up of Free School Meals by using Housing Benefit/Council Tax Support data.	SCC Revenues & Benefits regularly shares data on Council Tax Support claimants with Free School Meals team to identify families who are eligible for FSM	Increased number of families on Free School Meals.	Continuation through 2023 and beyond.
		Funding for welfare rights and debt advice and other VCF organisations to ensure that people receive the financial support they are entitled to.  Welfare rights and debt advice are crucial for people to know what they are entitled to and to challenge the system when it does not get it right (between 2018 and 2021, 7 out of 10 disability benefit appeals in the UK were successful).	SCC provides approx. £830,000 grant funding to Citizens Advice Sheffield, with an additional approx. £220,000 from service areas for particular support e.g. for housing, Adult Social Care, employment. As well as phone support, Citizens Advice are providing face-to-face advice accessible from many food banks. Triage process to better meet demand – directing towards self-help, Step Change or similar, and casework. Expanding Community Access Points (a simple	Citizens Advice Sheffield produce regular impact reports. Recognition that the demand for welfare and debt support is higher than supply. Central Government have reduced funding for debt advice.	Consideration of the scale of demand, particularly around increasing debt, and how we can respond as a city.



<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
			screen where you can see an advisor) in points across the city. Work with other VCS and public sector to train frontline staff and set up fast track referral pathways		
		Period poverty work, including work with Irise International – a charity that works globally and in South Yorkshire to tackle period poverty and stigma.	Communications to schools to encourage them to take up free Government period products scheme. Established links between Irise and S6 food store to get more period products to food banks. Initial work	This work is still in its early stages and isn't a core part of the Cost of Living response so impact is not known.	Sheffield Period and Menopause Charter is in early stages of development.
		Work that schools are doing to support families through cost-of-living crisis.	Many schools are providing of support to their parents and pupils, although links between schools and the wider cost of living response has been patchy.	Impact hasn't been centrally collated.	Work more closely with schools and learning providers. An increased focus on the impact on children and young people and how we are working with schools and youth services including mapping support, deep dives and analysing data on impacts for this group.
		Work to support people into employment support	Worked closely with DWP to support jobs fairs and provided training to DWP staff. Provided information about support into employment in our communications.	4 DWP events with 203 people supported	CoL Support Hub attending event with 60 employers, and Opportunity Sheffield events.
		Work to support people to stop smoking – this is particularly focused on people in deprived communities because of the	New Smoke Free Sheffield campaign launched in January 22 aims to help empower smokers to	Won LGC award.	Ongoing campaign.

<i>Workstream</i>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
		higher prevalence of smoking and the impact on finances as well as health.	know they are "Strong enough to quit". Aimed particularly at lower-income groups.		
		Improve access to and knowledge of affordable credit and ethical financial products in the city	<b>Sheffield Credit Union</b> work to increase access to affordable credit <a href="https://sheffieldcreditunion.com/">https://sheffieldcreditunion.com/</a> . Can provide loans to new customers, even with poor credit rating. Pilot with Illegal Money Lending Team: if they turn someone down for a loan (because they wouldn't be able to afford to pay it back), SCU still pay their joining fee so they can keep in touch with them guide them towards financial inclusion. Training staff through GamCare to help recognise problem gambling and help with conversations.		
<b><i>Support to and from business</i></b>	Do what we can to ensure that emergency support is available when people are in financial crisis  Co-ordinate support for the	Support provided to businesses who are struggling as a result of cost-of-living response.	A suite of communications and resources has been developed to support high street businesses feeling the impact of the rising Cost of Living, has been produced and delivered face to face on all high streets by the Business Information Officer Team and available online and promoted through the Business Sheffield mailshot. Close working relationship with business facing regulatory services	Supporting businesses to remain open where possible or to close safely where appropriate.	Ongoing resources are being developed and utilised on a daily basis between all teams. Shared with city business stakeholders including FSB, Sheffield Bid and Sheffield Chamber.

Workstream	Objectives supported by workstream	Actions	What has been done?	What is the impact?	What next?
	<p>people and communities that need it the most</p> <p>Put people experiencing the cost of living crisis at the heart of Sheffield's approach to recovery and delivering clean, inclusive growth including supporting people to respond to rising fuel prices, while preparing the whole city for long-term trends</p>		<p>in particular environmental health to support businesses and developed a referral mechanism between teams.</p> <p>Business Sheffield is providing an action plan approach for businesses on high street who are close to closing but want assistance to remain open - where our team will visit businesses on a weekly basis to work through specific actions to help them remain open.</p>		
		<p>Support provided by businesses who want to be part of supporting communities through the cost-of-living response.</p>	<p>Sheffield Business Together, a business-led cross sector collaboration, has linked up businesses that want to be part of the cost-of-living response with charities and causes that need support, as well as providing details about the support they can provide to their employees.</p> <p>Sheffield Property Association held a cost-of-living event at Zest in association with Sheffield Business Together, Voluntary Action Sheffield and SCC to provide opportunities for their members to be part of the cost of living work.</p> <p>We have provided information on how businesses can support cost of</p>	<p>Sheffield Business Together publishes regular impact reports</p>	<p>Facilitate conversations to define a clear ask for businesses who want to offer support to communities for example to welcome places.</p> <p>Further communications to promote messages on how businesses can help with cost-of-living</p>

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
			living included in our communications and webpages.		
<b>Funding and Infrastructure</b>	All objectives	Establish and resource an infrastructure to respond to the Cost-of-Living Crisis	<p>Cost of Living Support Hub established and confirmed for another year until 31/03/24.</p> <p>Established a programme and governance structure with workstream leads and reporting mechanisms. Allocation of £2.6m from Shared Prosperity Fund (SPF) funding over three years. This includes £850,000 funding for VCF orgs, managed by South Yorkshire Community Fund, who are distributing this via grants of up to £10k to support Welcome Places. In addition, £160k to Voluntary Action Sheffield to create a bid writer post to support all community organisations access funding opportunities and develop skills; £125k to Citizens Advice for a Volunteer Coordinator to train Welcome Places to access advice support; and £1.24m to establish Cost of Living Community Development Workers - 7 to be managed by SCC and 10 to be</p>	<p>The funding secured and established infrastructure has allowed us to deliver a wide-ranging response and to build on the learning from the covid-19 response.</p> <p>The SPF is providing the foundation for longer-term plans and models around building resilience in VCF sector to provide ongoing support</p>	<p>LAC funding: £400, 000 ringfenced for cost-of-living response.</p> <p>Advocate for funding models that incentivise collaborative and coordinated action on CoL/ Poverty.</p> <p>Seek funding mechanisms that provide stability and encourage sustained efforts to address poverty. Engage with national charities, trusts, and foundations to explore funding opportunities aligned with the local agenda.</p>

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
<b>Data and Intelligence</b>			managed by VCFS, allocated by LAC areas		
	Provide a central place to gather information about the scale and nature of the crisis, especially how it is developing over time, in order to prioritise actions and to amplify personal stories	<p>Collation and analysis of data and intelligence to better understand the issues faced</p> <ul style="list-style-type: none"> <li>- Up-to-date intelligence from partnership groups – strategic and operational</li> <li>- National data sources that is extrapolated down to local level</li> </ul>	A data dashboard has been developed to show the context, impacts and types of support being accessed. PDF export attached.	Used to give overview and better understanding of impacts and support available and bigger picture and to manage performance and monitor changes and themes over time to support decision making.	Explore how we can better use service data (SCC and elsewhere) to capture levels of financial difficulty and identify appropriate solutions. Using the insights from the dashboard to shape our response. HSF review data. Produce monthly dashboard updates for partners and identifying opportunities to use data to better support.
<b>Responding as a landlord and creditor</b>	<p>Help people maximise their income further (including but not limited to benefits maximisation)</p> <p>Do what we can to ensure that emergency support is provided when</p>	Support for SCC tenants. Tenants who are struggling to pay their rent are encouraged to contact Council Housing – support with income maximisation, debt and other help is available.	<p>Frontline worker briefings provide information for staff as well as those they support. Information is available on Development Hub for staff.</p> <p>SCC have increased 3 financial support funds for 23-24.</p> <p>The Housing Revenue Account hardship fund was increased to £450k from £150k for 23/24, to help tenants with Cost-of-Living pressures.</p>	<p>Quarter 4 increase in rent arrears have not been as high as anticipated. There was an increase of £300k in year across tenancies however the forecast was 3 times that.</p> <p>There are a number of possible reasons for this.</p> <p>Support provided:</p>	<p>£4.1m HUG (Homes Upgrade Grant) funding secured for approx. 200 off-gas private homes across the city to receive energy improvement measures between Apr 23 &amp; Mar 25.</p> <p>Review our approach as a creditor, including where someone is in debt to more than one part of the council,</p>

Workstream	Objectives supported by workstream	Actions	What has been done?	What is the impact?	What next?
	<p>people are in financial crisis</p>		<p>Discretionary Housing Payments – the amount available in 22/23 was £743k but has been increased in 23/24 to £943k. This is available for all residents across the city, not just SCC tenants.</p> <ul style="list-style-type: none"> <li>•Yorkshire Water Support – SCC tenants received £1.39m in 22/23 on rent accounts, which supported any tenant who met their criteria (on benefits/ low income etc) and who had a weekly water charge over £8.43/week, i.e. reduced their charge down to this amount. In 23/24 Yorkshire Water have said this amount will be £7.00/week, so will support more customers.</li> </ul> <p>Housing teams are using data on energy performance in our housing stock, and data on rent arrears to target advice and support to locations that are likely to see the most expensive heating costs.</p>	<p>Access to the Household Support Fund mentioned above.</p> <p>£1.8m of financial support directly to SCC rent accounts (detailed below)</p> <p>Credits to utility bills over the winter - £400 awarded to every household.</p> <p>Additional payments throughout the year to people on benefits/pensioners</p> <p>We also use a system that analyses accounts and highlights those at most risk of non-payment, ensuring we can provide early intervention and intensive support to those that need it most.</p> <p>It's hoped this targeted early intervention will support better outcomes for</p>	<p>or where they are struggling to afford Council Tax.</p>

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
		SCC approach to debt. Corporate debt policy – where a household is in debt to more than one part of the council, there is an approach in development to ensure that SCC is not making their situation worse.	Policy has been drafted and is being engaged on.	residents in the long run.	Continue to progress this alongside wider review of our approach as a creditor, including where someone is in debt to more than one part of the council, or where they are struggling to afford Council Tax
<b>Responding as employers</b>	Help people maximise their income further (including but not limited to benefits maximisation)	Support for our staff (SCC and others) It is becoming increasingly difficult for front line workers to purchase fuel due to increased prices. We are hearing anecdotally that there is a concern about how they are going to carry out visits, some staff have started accessing foodbanks themselves	Cost of living help for employees intranet page <a href="#">Cost of living help for employees   Sheffield City Council.</a>		Recently completed a procurement process for new employee financial advice and wellbeing products and low-cost financial products for employees, which will be available soon.
<b>Responding to what matters to specific groups</b>	Co-ordinate support for the people and communities that need it the most  Provide a central place to gather information	<b>Support for, and work with, disadvantaged groups in the city, including diverse communities and people with disabilities</b> Activity here is also reflected into workstreams above. Groups who are particularly affected by this crisis include (not comprehensive) <ul style="list-style-type: none"> <li>- Private renters</li> <li>- People with disabilities</li> <li>- BAMER communities</li> </ul>	Cohort analysis as part of the Household Support Fund work.  Partnership meetings with representatives from wide range of groups.	Our cohort analysis has enabled us to make recommendations in the accompanying Household Support Fund report about how we can best target and prioritise different groups.	An increased focus on the impact on children and young people and how we are working with schools and youth services including mapping support, deep dives and analysing data on impacts for this group.  Continuing work engaging with communities to co-

<b>Workstream</b>	<b>Objectives supported by workstream</b>	<b>Actions</b>	<b>What has been done?</b>	<b>What is the impact?</b>	<b>What next?</b>
	about the scale and nature of the crisis, especially how it is developing over time, in order to prioritise actions and to amplify personal stories	<ul style="list-style-type: none"> <li>- Working poor</li> <li>- Young people, single parents,</li> </ul>			design communications and information in formats that work for specific communities.
		Local community work to respond to the Cost-of-Living Crisis. Activity here is also built into workstreams above.	<p>Moved our Cost-of-Living Support Hub into our Communities Directorate to align it with our LAC teams.</p> <p>We have attended LAC meetings in the city to raise awareness of CoL and support available.</p>		Work in the area is built into next steps above.
		<p>Co-produce responses with people who are affected by the cost-of-living crisis</p> <p>Develop a reference group?</p> <p>Work with and co-design responses and develop insight feedback loops with organisations that work directly with people</p>	Groups such as Disability Sheffield and Faith Star are included in the Strategy Group.		Utilise Community processes, such as LAC's and poverty truth commission, to involve communities in decision-making around CoL.
		Poverty Truth Commission – initial conversations have been held in the city.	Steering Group created, partners engaged, partial funding secured		Poverty Truth Commission steering group seeking further funding with an aim to start setting up in 2023.

**What's next and how does this fit with wider work?**



This is a living document and the content is regularly updated. The plan will be flexible and iterative, to respond to the uncertain nature of the crisis, and will evolve in line with the input and recommendations of the Cost of Living Crisis Strategy Group.

This page is intentionally left blank

# Cost of Living Dashboard



# CONTENTS

## COST OF LIVING CONTEXT

Prices and Wages

Energy Costs

Housing Costs

Housing Conditions

Benefit Claimants

Page 104

## IMPACTS

Homelessness

Food Poverty

Council Housing Rent Arrears

Community & Crime

Housing Market

Businesses

## TYPES OF SUPPORT

### GENERAL COST OF LIVING

Use of Council Services

NeighbourGood Postcard

Welcome Places Map

### CITIZENS ADVICE DATA

Sheffield Citizens Advice Issues

### COUNCIL HARDSHIP SCHEMES

HSF and LAS Overview

Household Support Detail

Energy Grant

COST OF LIVING CONTEXT

IMPACTS

GENERAL COST OF...

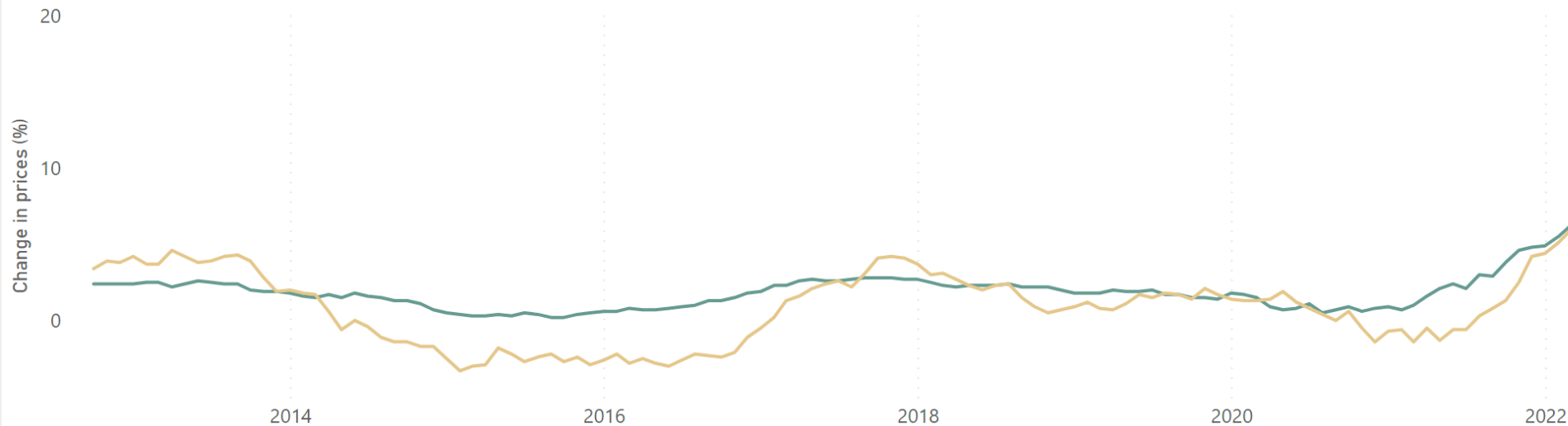
CITIZENS ADVICE DATA

COUNCIL HARDSHIP...

CONTENTS PAGE

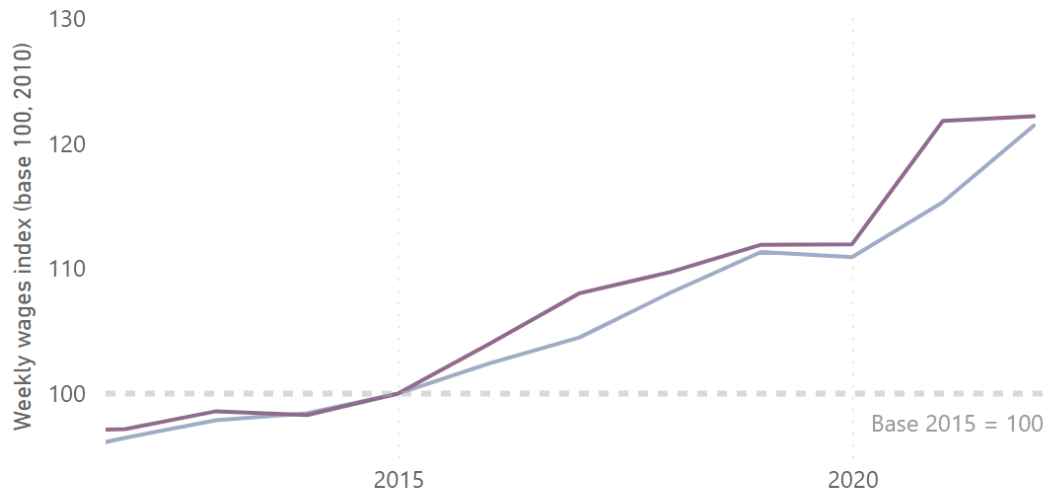
Annual CPIH inflation rates, UK

All Food and non-alcoholic beverages



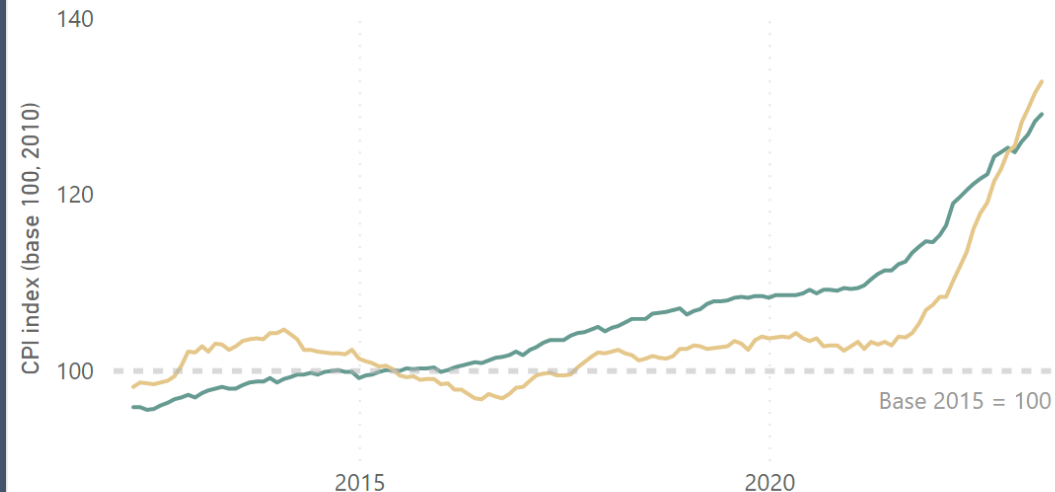
Weekly wages (gross) index, fulltime workers, base (100) 2015

England Sheffield



Monthly CPI Index, base (100) 2015

All items Food



COST OF LIVING CONTEXT

IMPACTS

TYPES OF SUPPORT  
Page 106

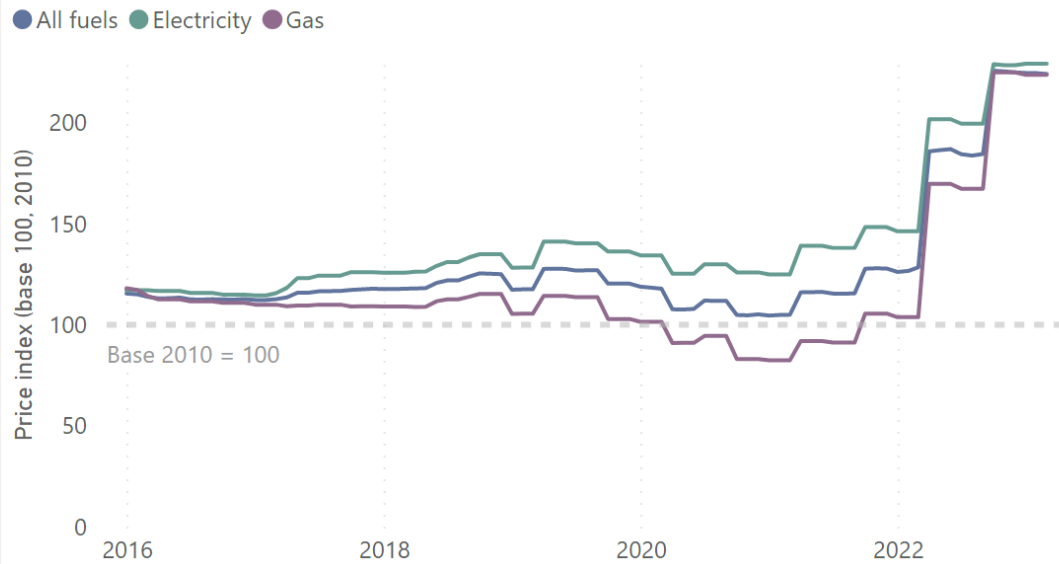
GENERAL COST OF...

CITIZENS ADVICE DATA

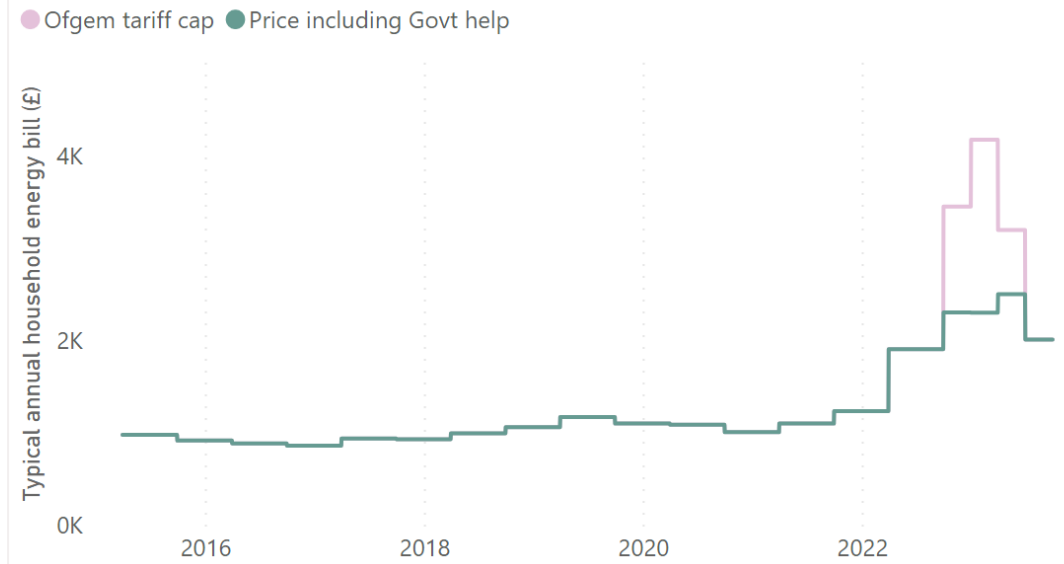
COUNCIL HARDSHIP...

CONTENTS PAGE

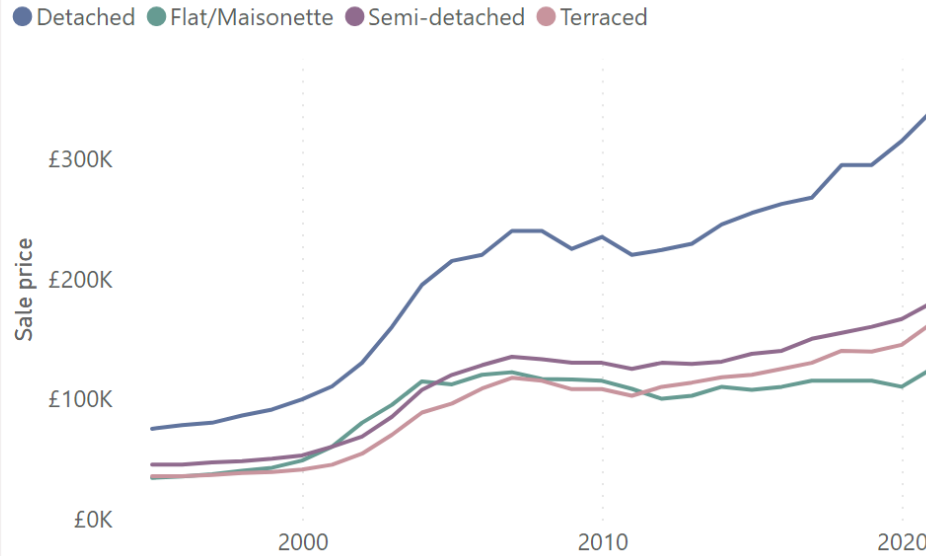
Real (GDP adjusted) price indices for domestic fuels



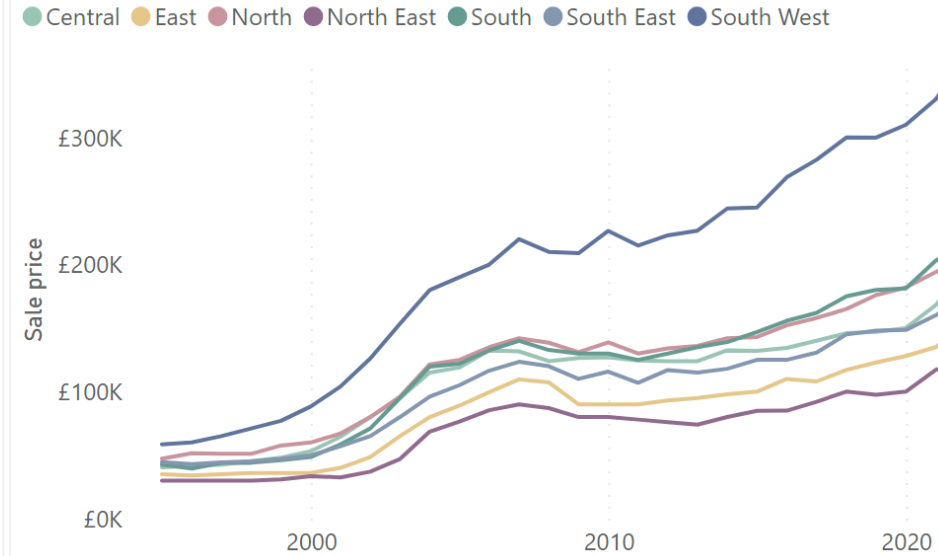
Typical dual-fuel energy bill based on the default tariff cap level, Yorkshire



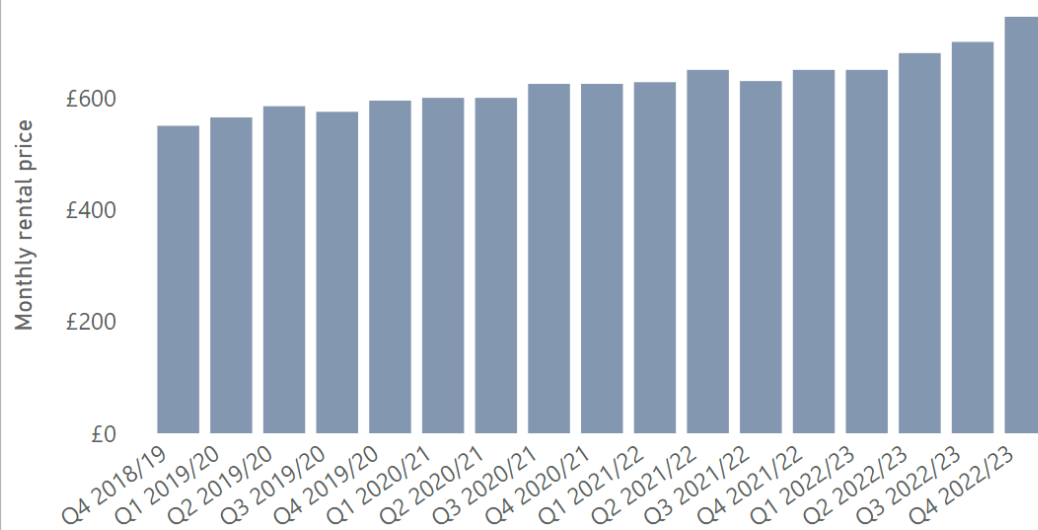
Median Sheffield House Price, by Property Type



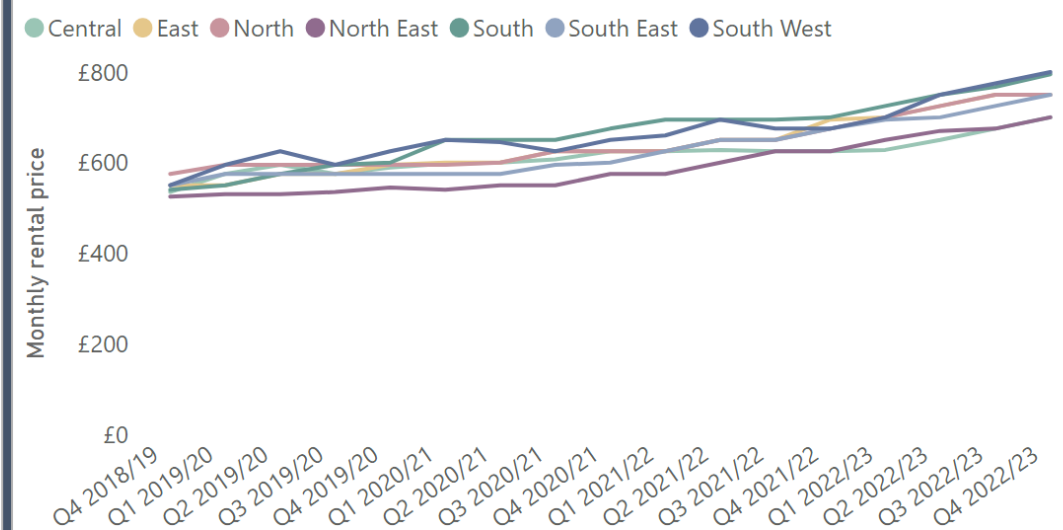
Median House Price, by Local Area Committee



Rental Price, 12-month Rolling Median



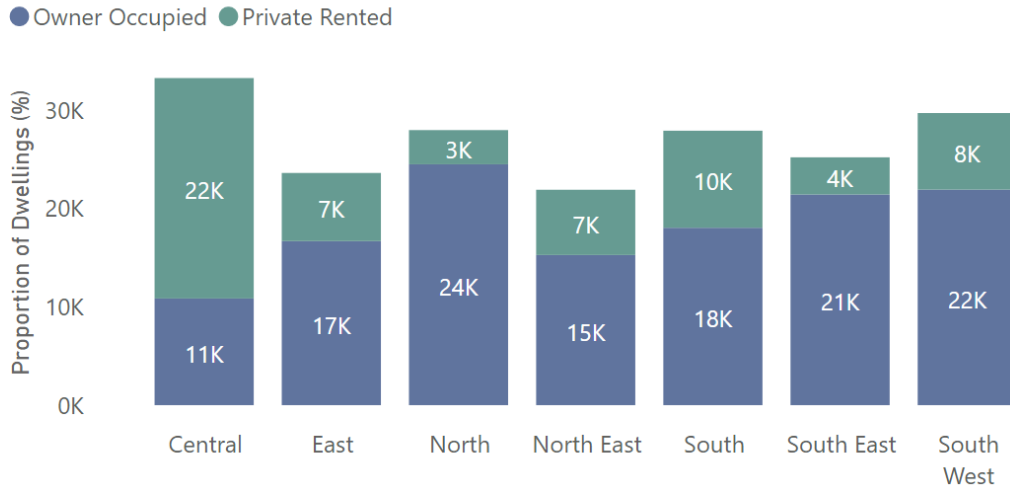
Rental Price, 12-month Rolling Median, by Local Area Committee



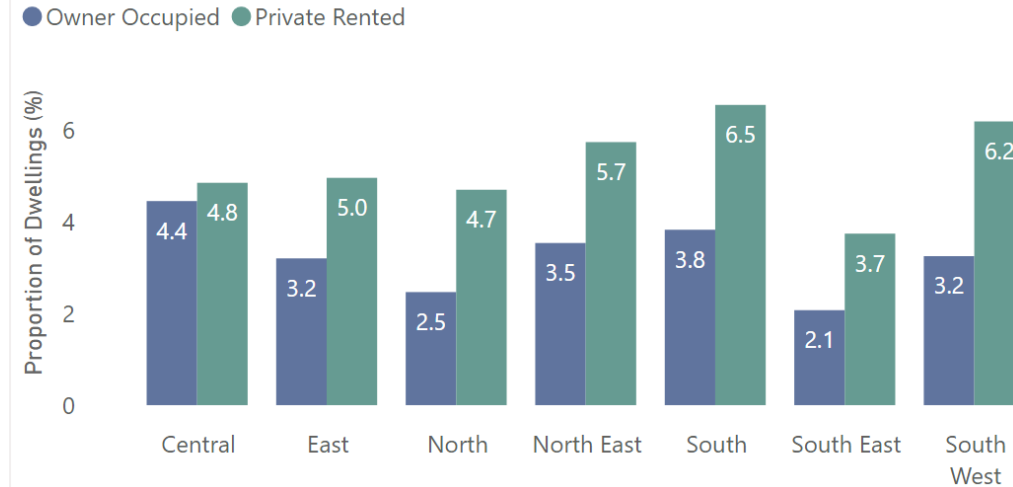
COST OF LIVING  
CONTEXT

Data from the BRE Private Sector Housing Stock Condition Database, 2022

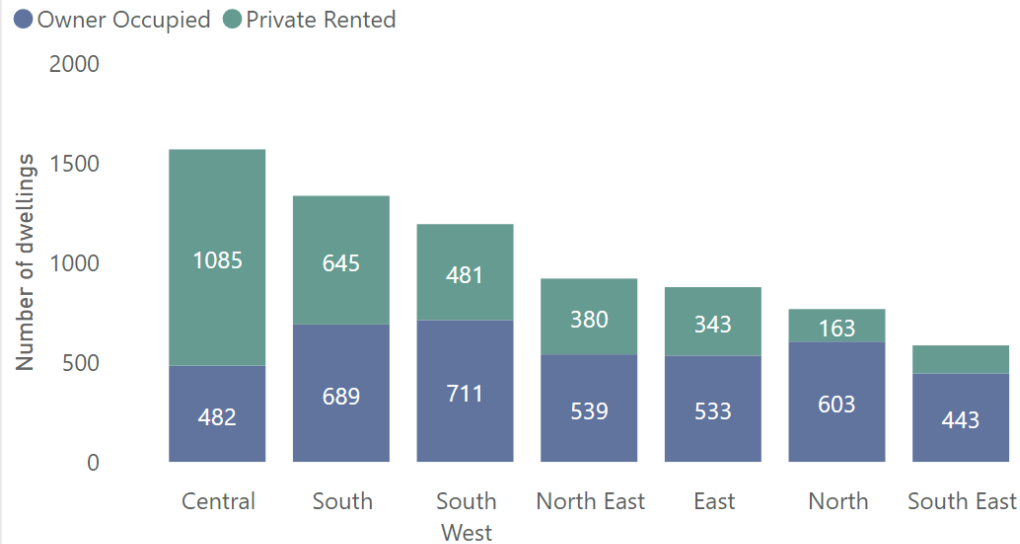
Number of Private Dwellings in Fuel Poverty, by Local Area Committee



Proportion of Private Dwellings in Fuel Poverty, by Local Area Committee



Number of Private Dwellings in Disrepair, by Local Area Committee



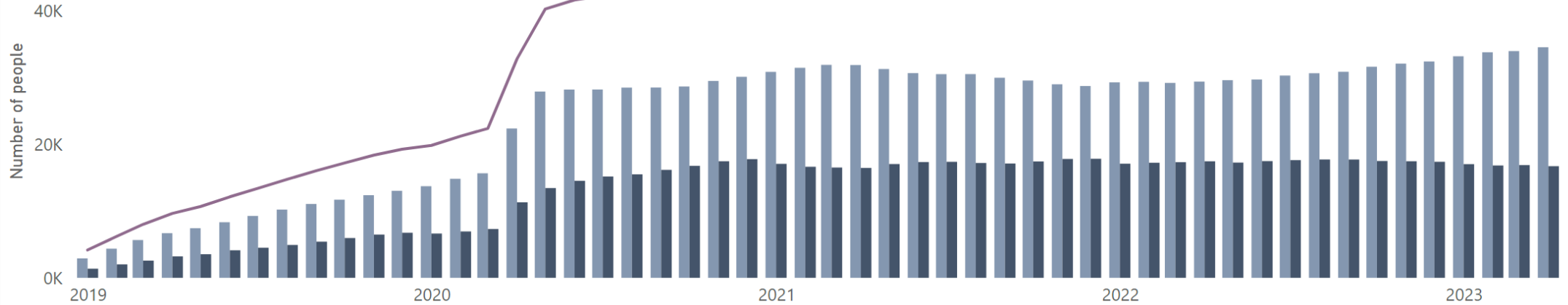
Proportion of Private Dwellings in Disrepair, by Local Area Committee



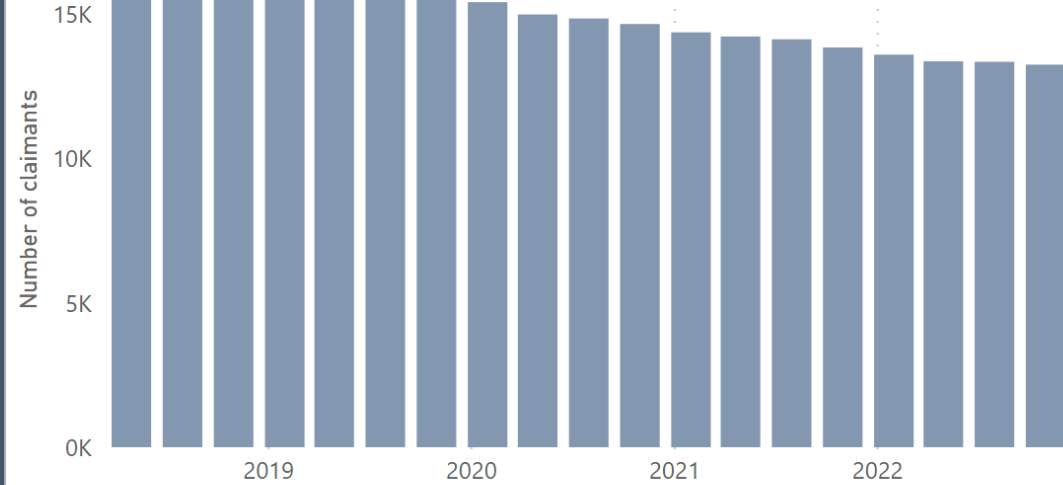


Universal Credit Claimants, by Employment Status

● Not in employment ● In employment ● Total

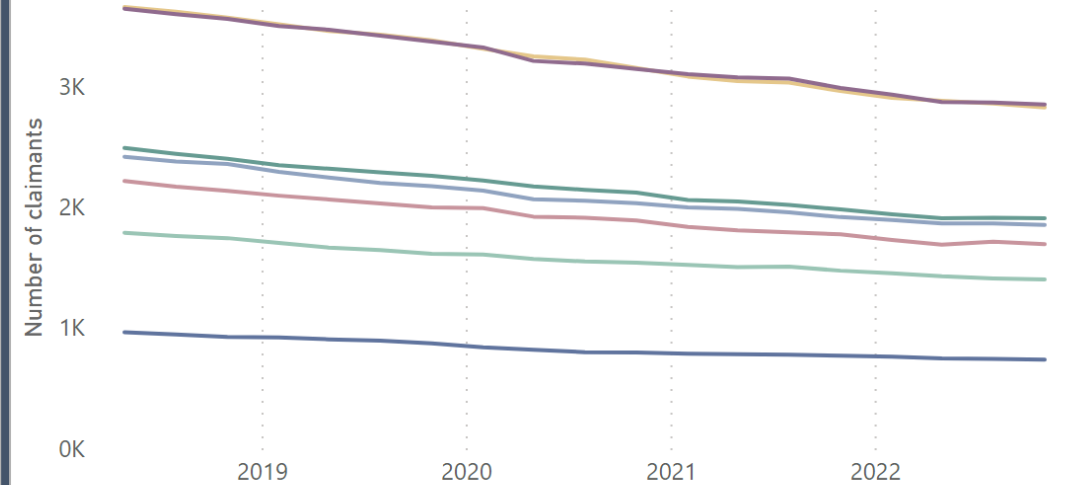


Pension Credit Claimants in Sheffield

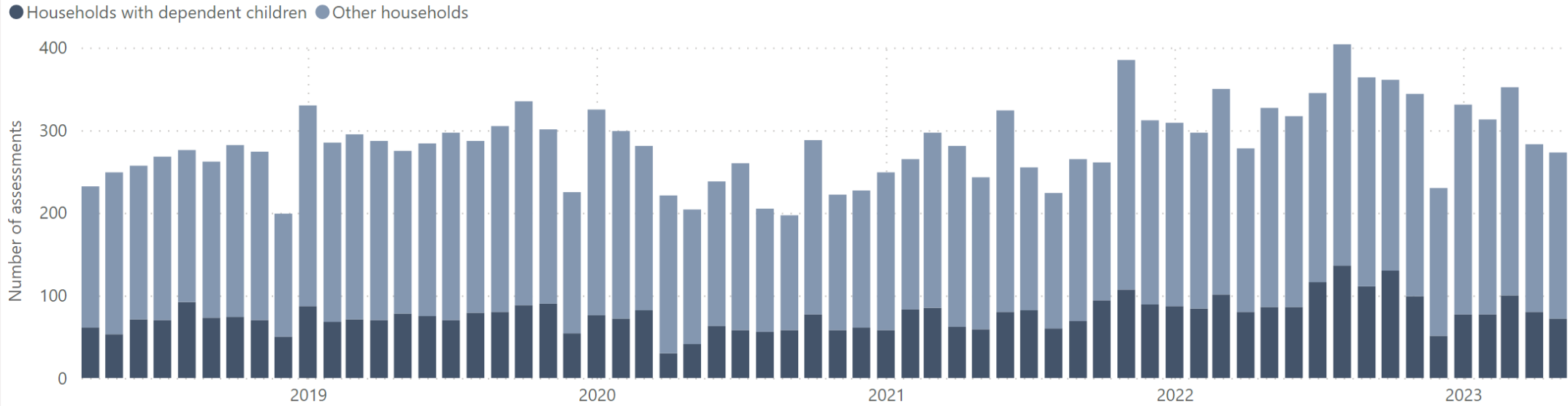


Pension Credit Claimants, by Local Area Committee

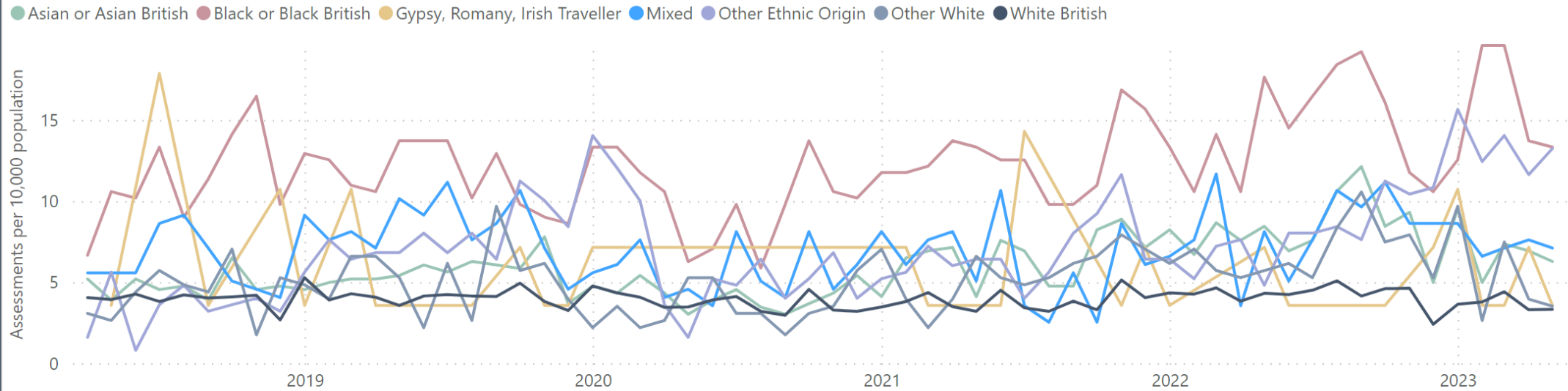
● Central ● East ● North ● North East ● South ● South East ● South West



Number of homelessness assessments, by household composition



Number of homelessness assessments per 10,000 population, by ethnicity



COST OF LIVING  
CONTEXT

IMPACTS

GENERAL  
COST OF...

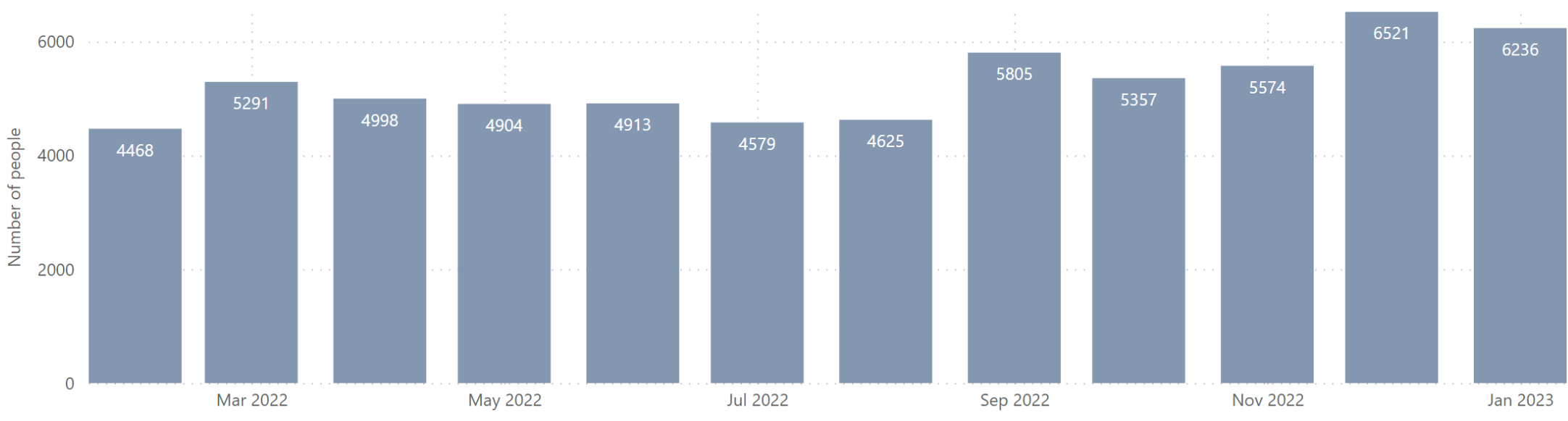
CITIZENS  
ADVICE DATA

COUNCIL  
HARDSHIP...

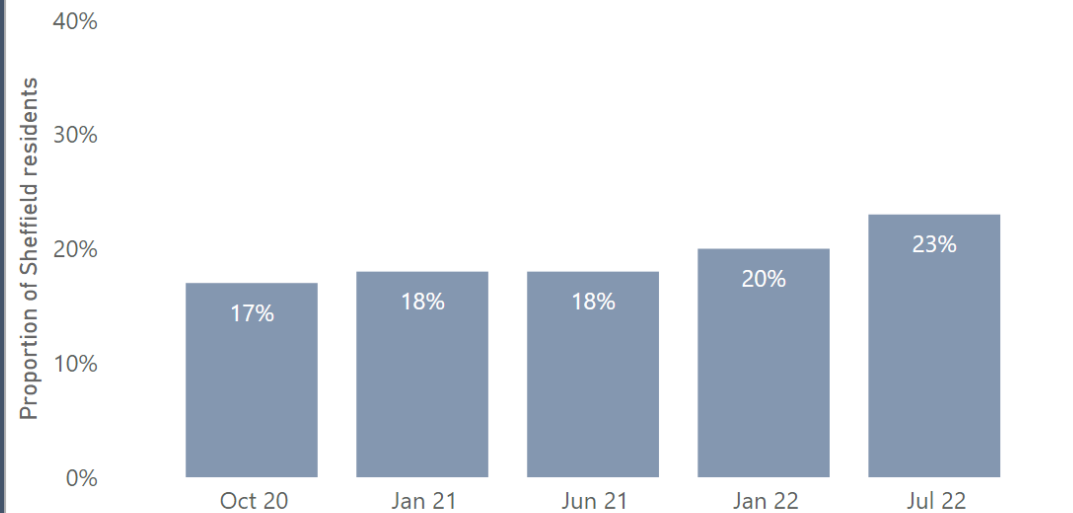
CONTENTS  
PAGE

TYPES OF SUPPORT  
Page 111  
FO SEVAL

Number of people supported with food parcels from Trussell Trust Food Banks

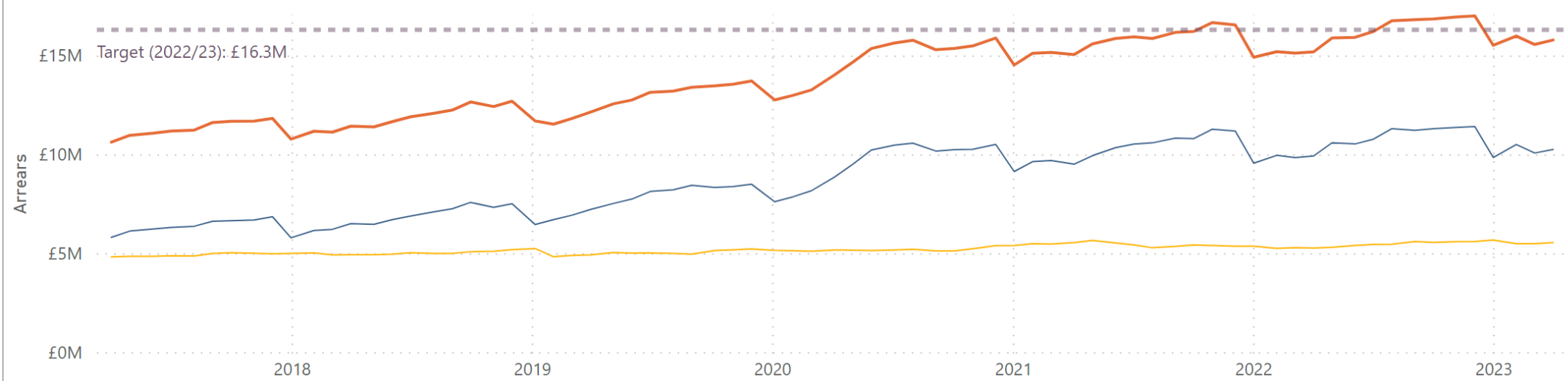


Estimated proportion of Sheffield residents who are food insecure (based on national survey data)



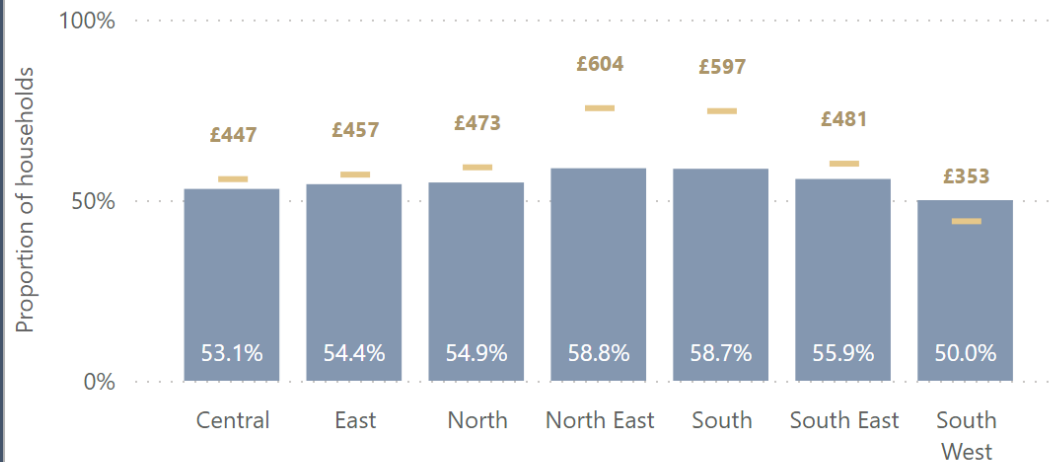
## Rent arrears for council tenants

● Former tenants ● Current tenants ● Total



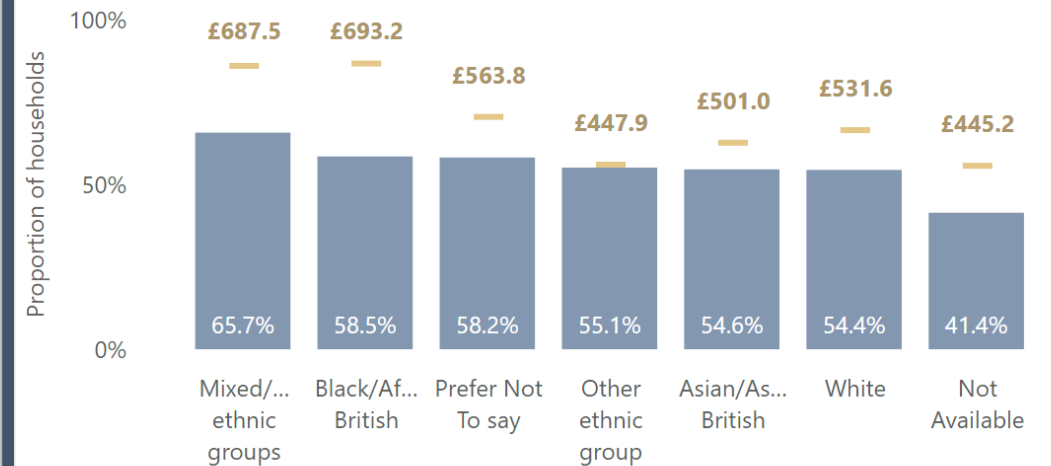
## Average rent arrears per household in arrears as of May 23, by Local Area Committee

● % households in arrears — Average arrears per household in arrears



## Average rent arrears per household in arrears as of May 23, by primary ethnic group

● % households in arrears — Average arrears per household in arrears



COST OF LIVING  
CONTEXT

IMPACTS

TYPES OF SUPPORT  
Page 113  
OFFERS

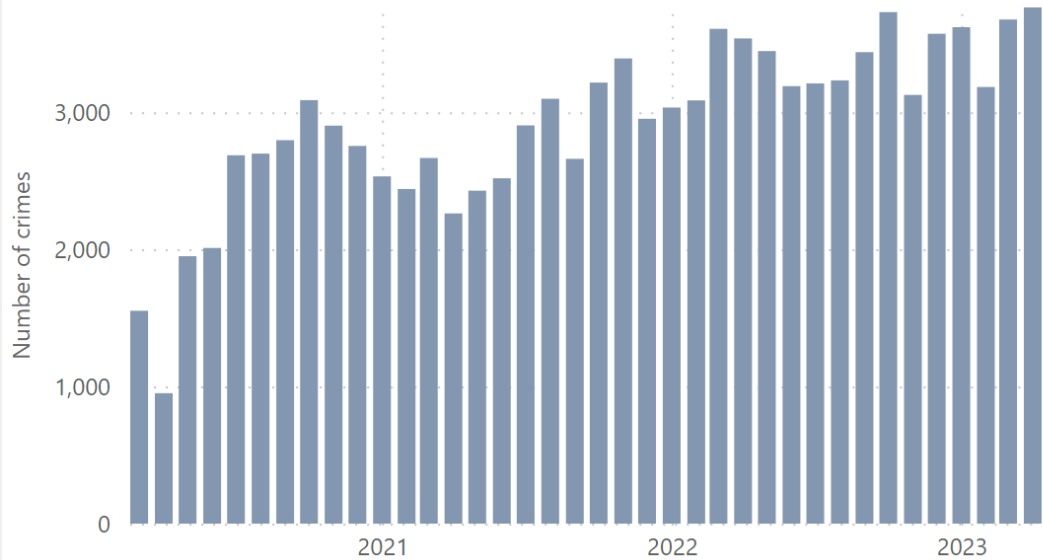
GENERAL  
COST OF...

CITIZENS  
ADVICE DATA

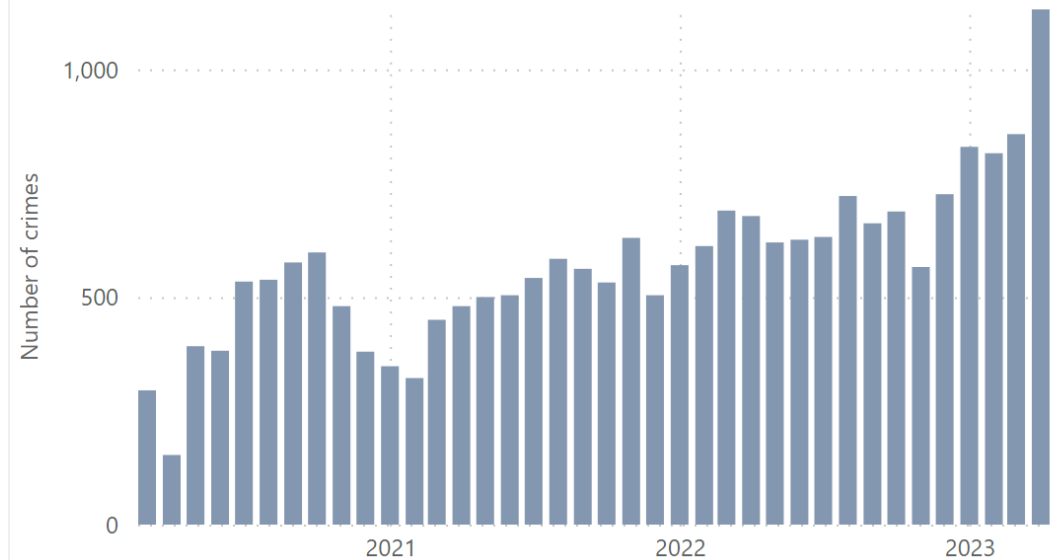
COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

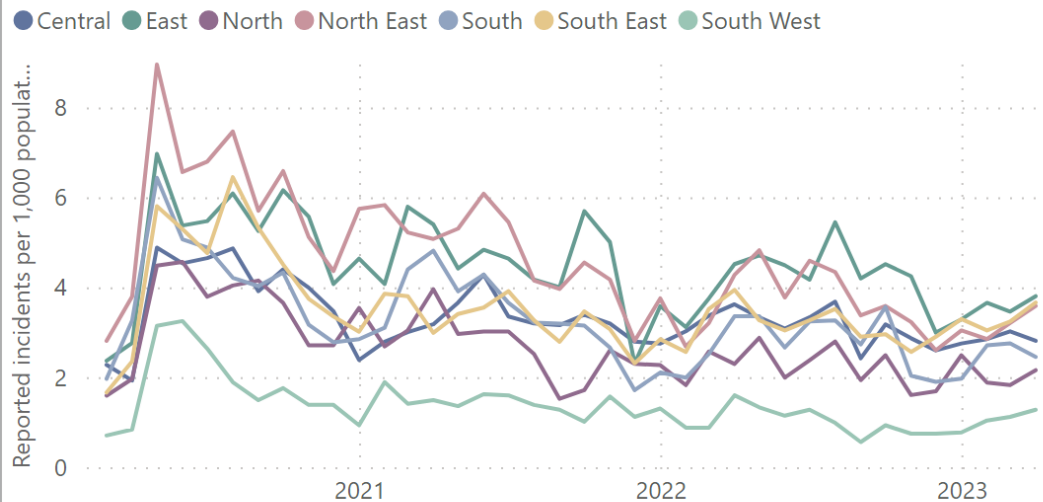
Reported acquisitive crimes in Sheffield



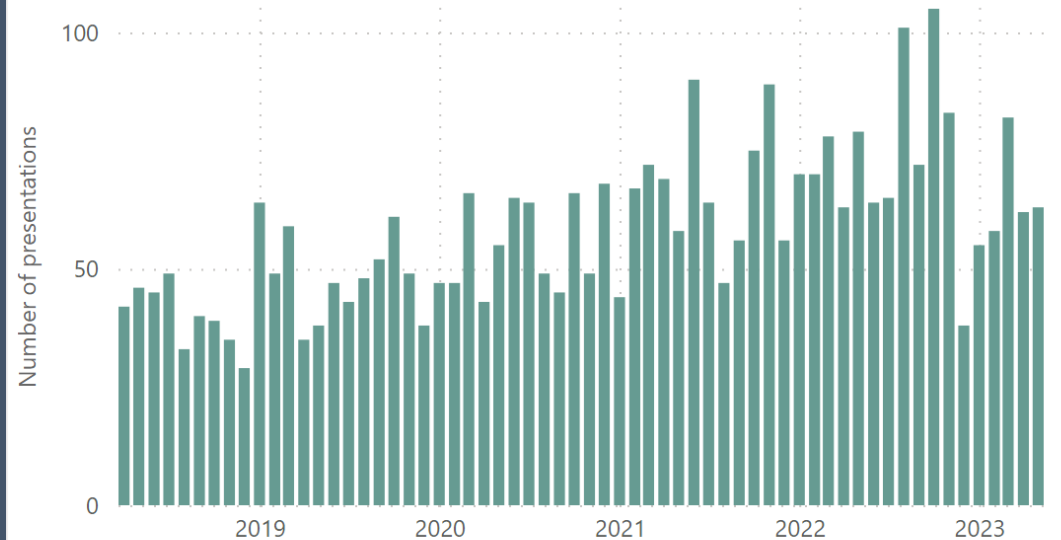
Reported instances of shoplifting in Sheffield



Reported instances of anti-social behaviour per 1,000 population, by Local Area Committee



Homelessness presentations where domestic abuse is settled home loss reason



COST OF LIVING CONTEXT

IMPACTS

TYPES OF SUPPORT Page 114

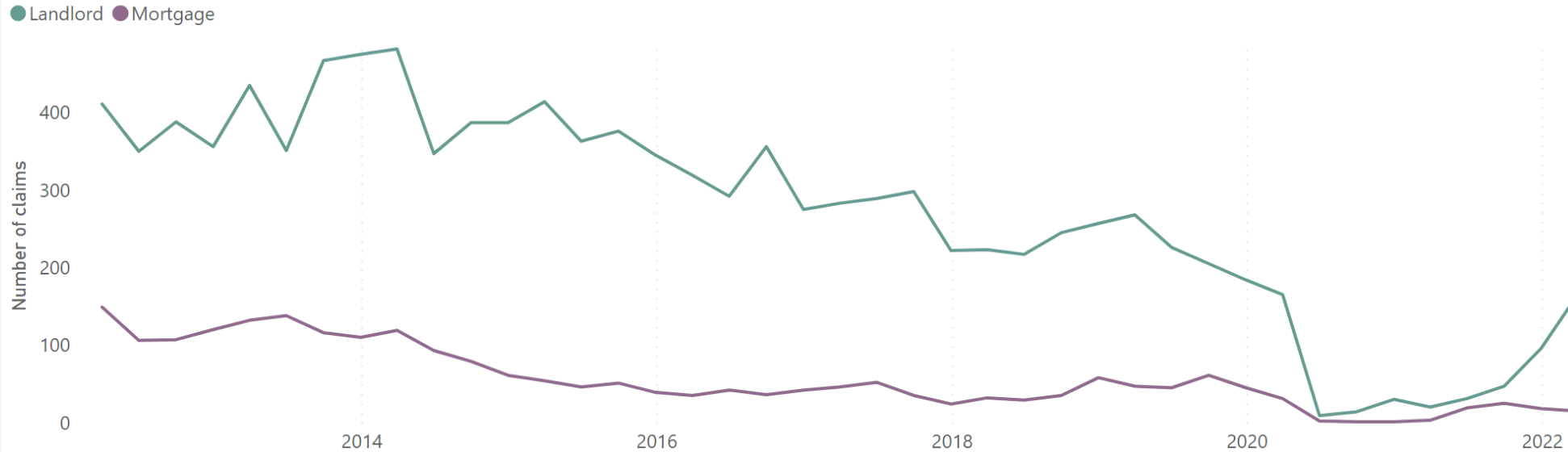
GENERAL COST OF...

CITIZENS ADVICE DATA

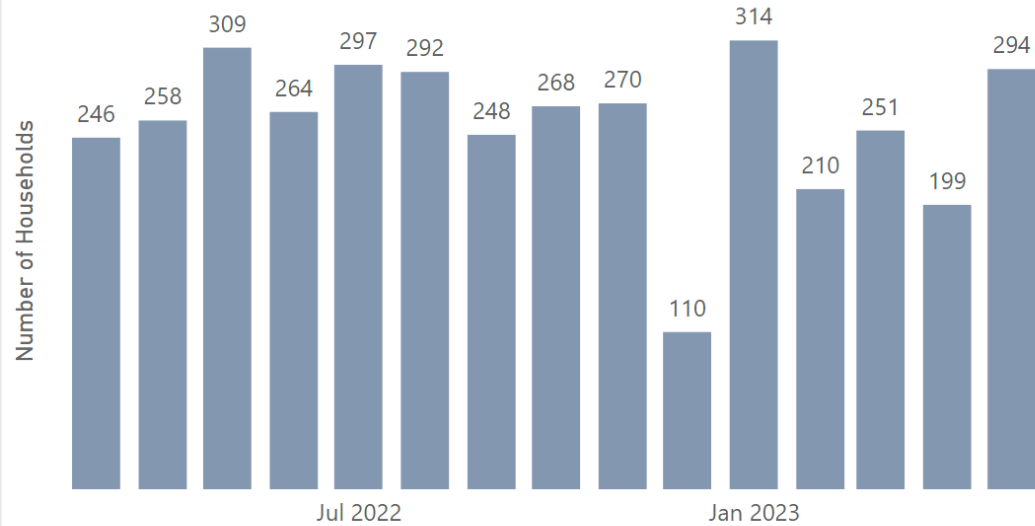
COUNCIL HARDSHIP...

CONTENTS PAGE

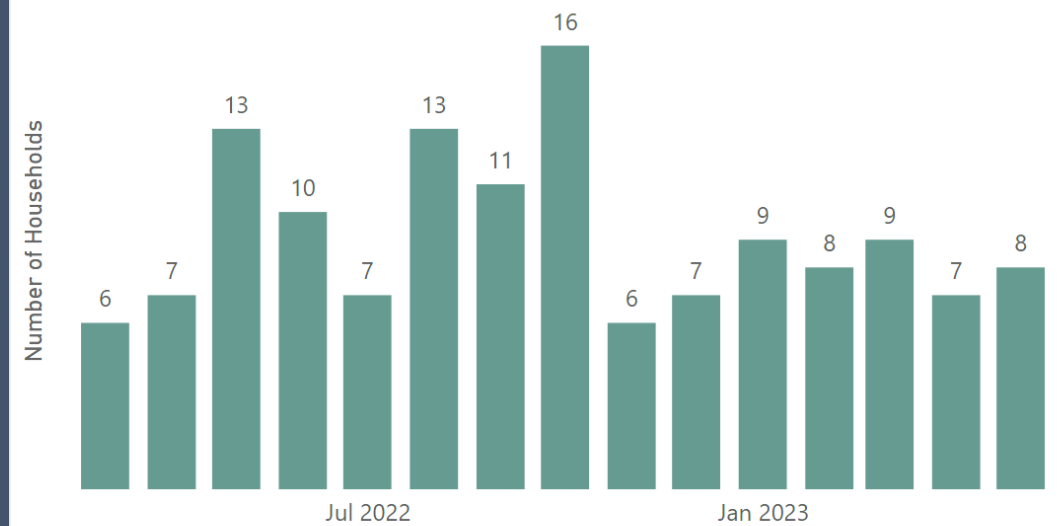
Monthly mortgage and landlord possession claims



Council Housing: Number of Notices Seeking Possession



Council Housing: Number of Evictions



COST OF LIVING  
CONTEXT

IMPACTS

GENERAL  
COST OF...

CITIZENS  
ADVICE DATA

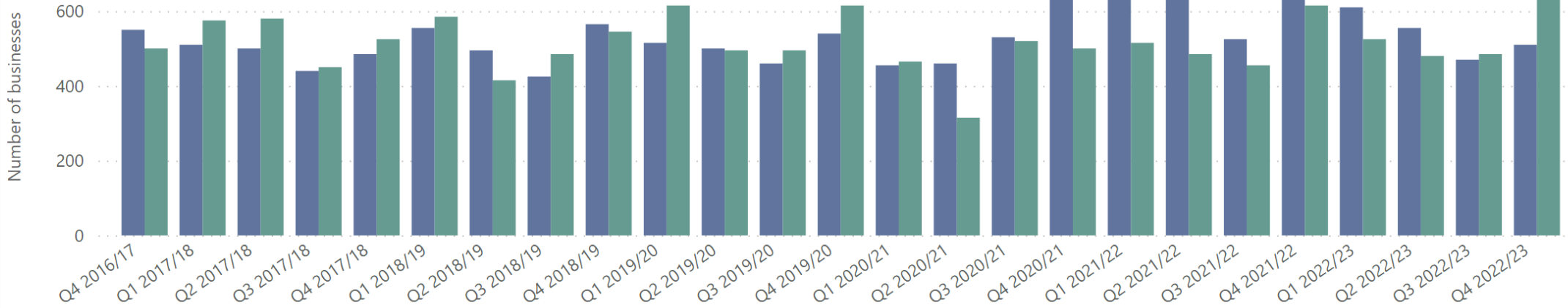
COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

TYPES OF SUPPORT  
Page 115

Number Business Births and Deaths in Sheffield

● Births ● Deaths



# Use of Council Services

# NeighbourGood Postcard

# Welcome Places Map

COST OF LIVING  
CONTEXT

IMPACTS

TYPES OF SUPPORT  
Page 116

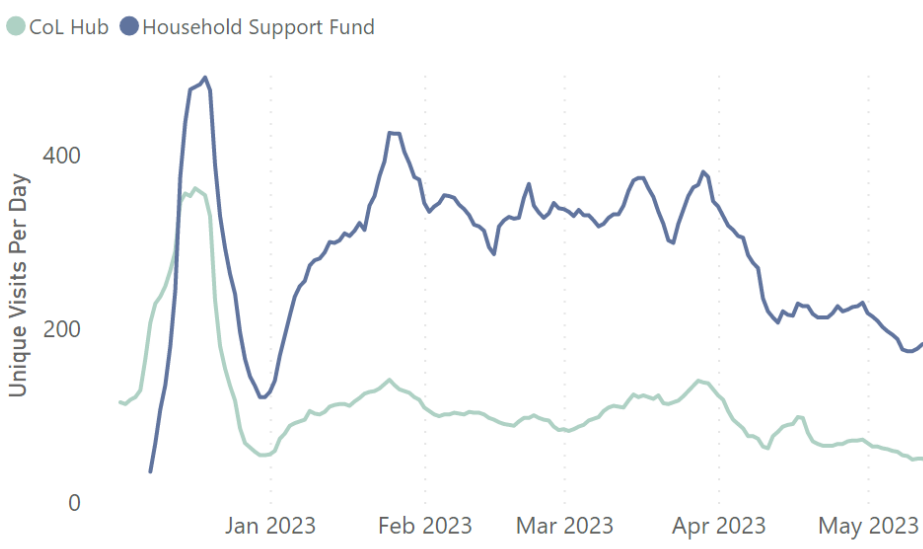
GENERAL  
COST OF...

CITIZENS  
ADVICE DATA

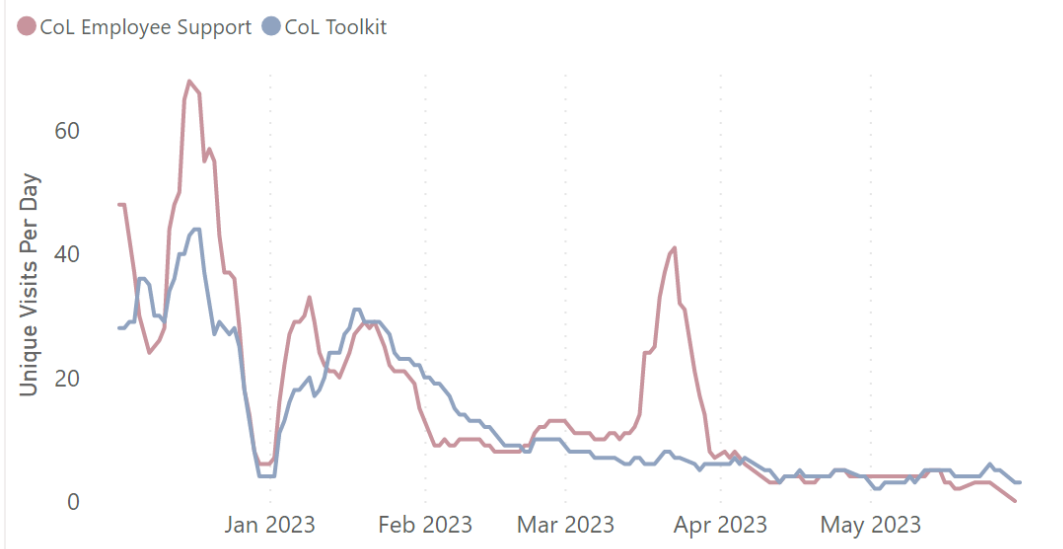
COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

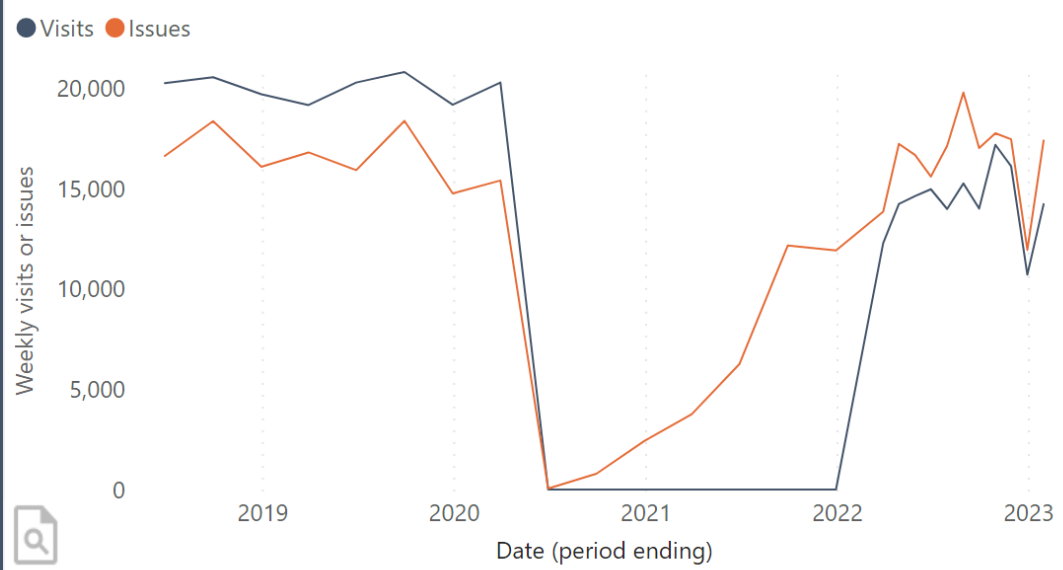
### Unique visits to publicly available webpages - 7 day rolling average



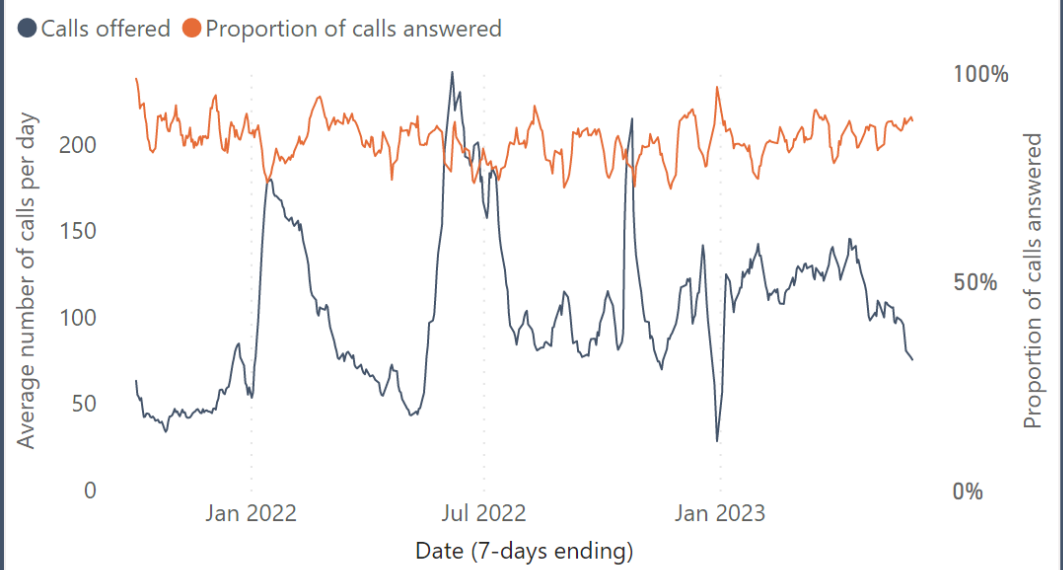
### Unique visits to employee / front-line worker webpages - 7 day rolling average



### Libraries: average number of visits and issues per week



### Daily calls to Community Support Helpline - 7-day rolling average





## Use of Council Services

## NeighbourGood Postcard

## Welcome Places Map

COST OF LIVING  
CONTEXT

IMPACTS

GENERAL  
COST OF...

Page 117  
TYPES OF SUPPORT  
FOR SENIORS

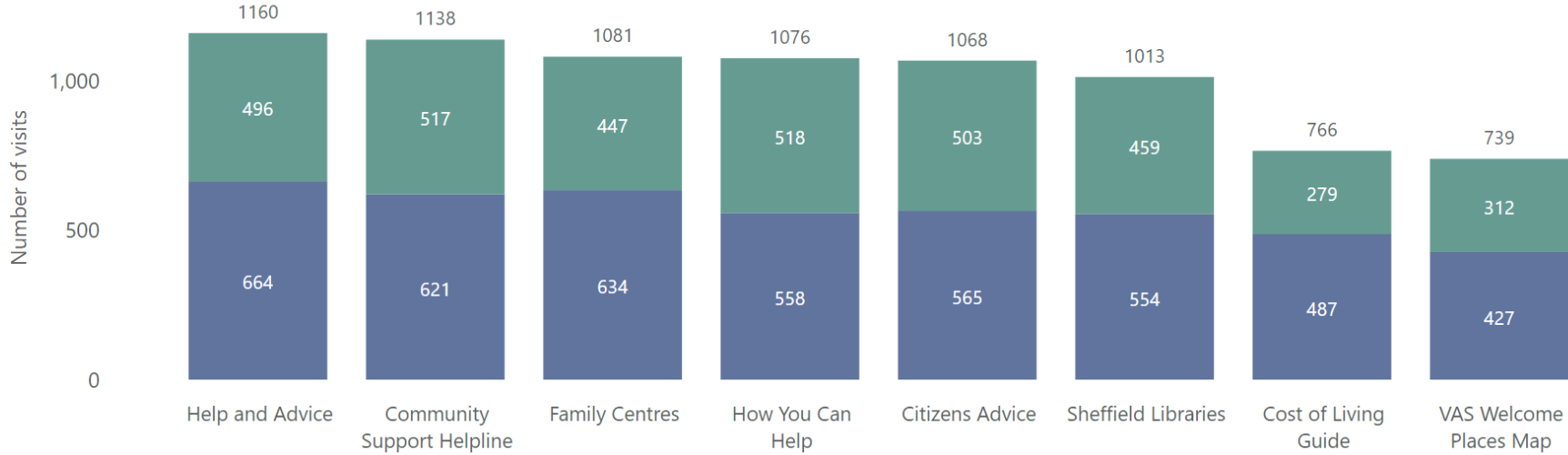
CITIZENS  
ADVICE DATA

COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

### NeighbourGood QR Scans

Visitor Type ● Unique Visitor ● Repeat Visitor



8041

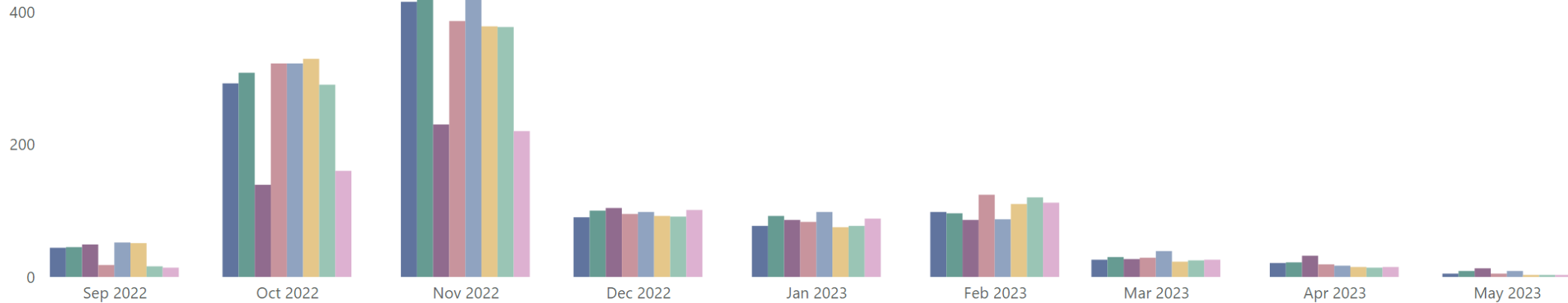
Total Visitors

4510

Unique Visitors

### NeighbourGood scans by month

Month ● Citizens Advice ● Community Support Helpline ● Cost of Living Guide ● Family Centres ● Help and Advice ● How You Can Help ● Sheffield Libraries ● VAS Welcome Places Map



# Sheffield Citizens Advice Issues

COST OF LIVING  
CONTEXT

IMPACTS

Page 118  
TYPES OF SUPPORT  
PROPPINS FO SEPAIT

GENERAL  
COST OF...

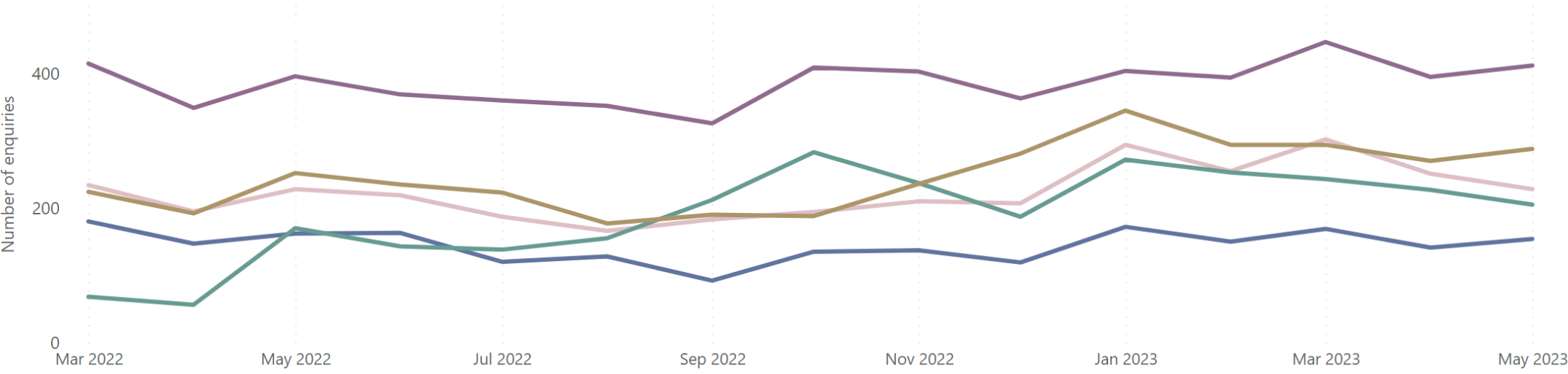
CITIZENS  
ADVICE DATA

COUNCIL  
HARDSHIP...

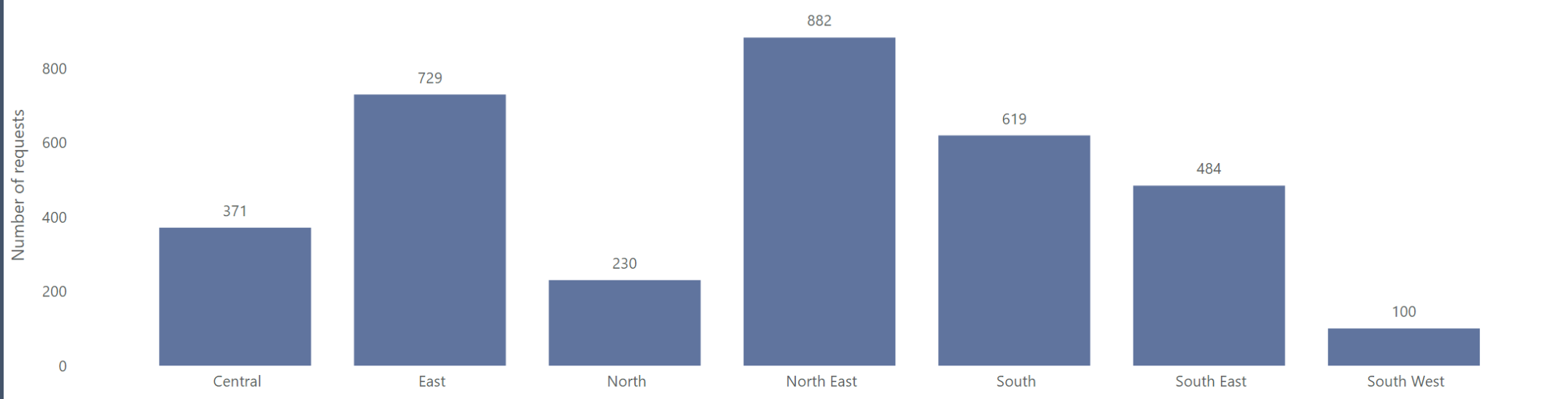
CONTENTS  
PAGE

## Citizens Advice Sheffield, Top 5 Issues

**Advice issues** ● Charitable support & Food Banks ● Council tax reduction ● Debt Assessment ● Localised social welfare ● Personal independence payment



## Citizens Advice Requests in Last 3 Months, Top 5 Issues, by Local Area Committee



# HSF and LAS Overview

# Household Support Detail

# Energy Grant

COST OF LIVING  
CONTEXT

IMPACTS

GENERAL  
COST OF...

Page 119  
TYPES OF SUPPORT  
FOR SEVERAL

CITIZENS  
ADVICE DATA

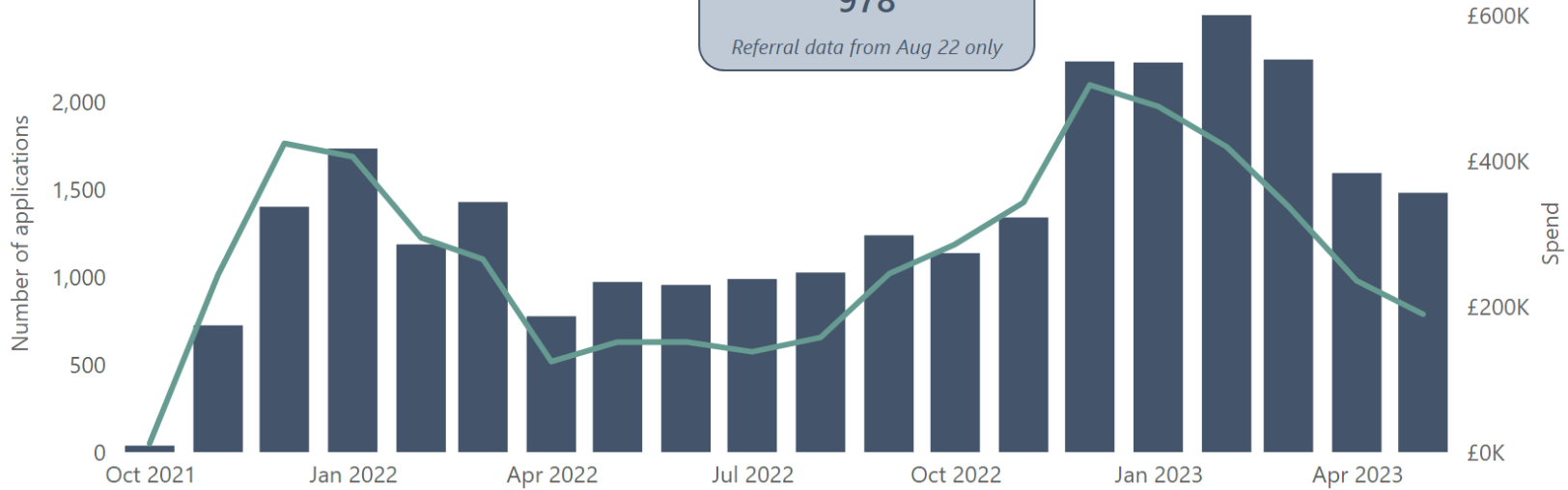
COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

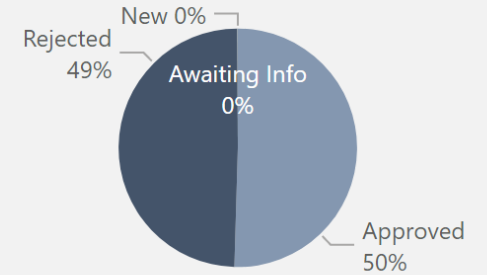
## Household Support Fund applications and spend

● Applications — Spend

**Referred from LAS**  
**978**  
*Referral data from Aug 22 only*



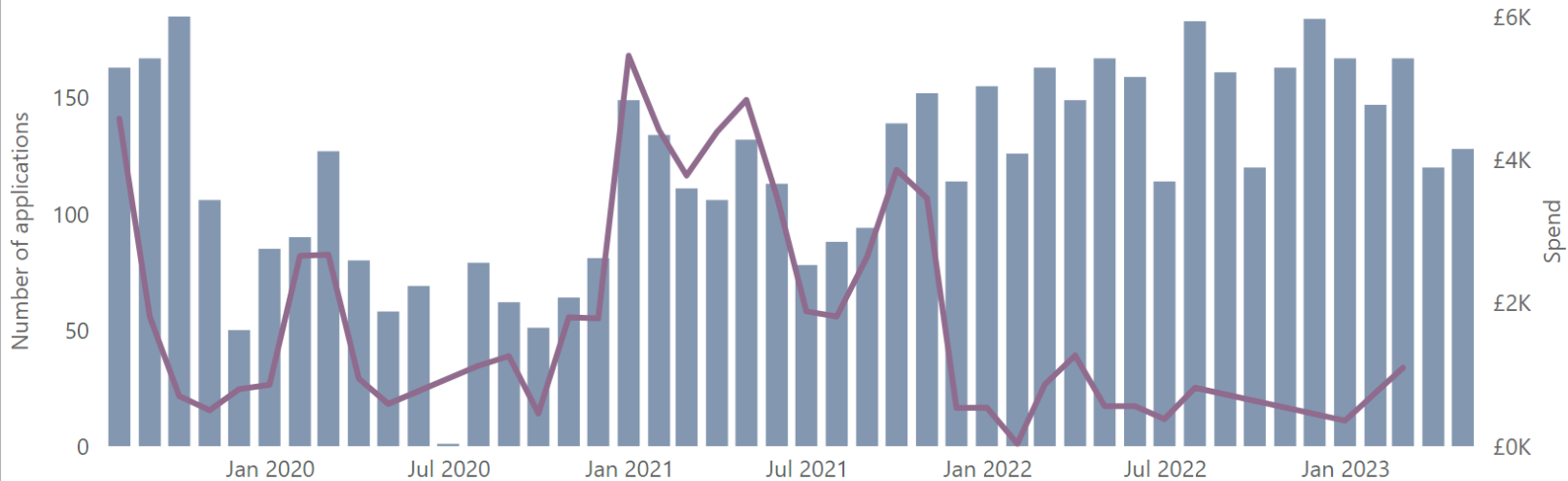
**Total applications**  
**27247**



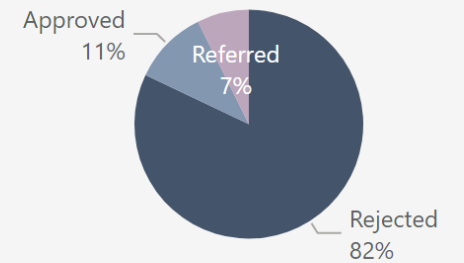
**Total spend to date**  
**£5,475,022**

## Local Assistance Scheme applications and spend

● Applications — Spend



**Total applications**  
**5581**



**Total spend to date**  
**£69,546**

COST OF LIVING  
CONTEXT

IMPACTS

TYPES OF SUPPORT  
Page 120

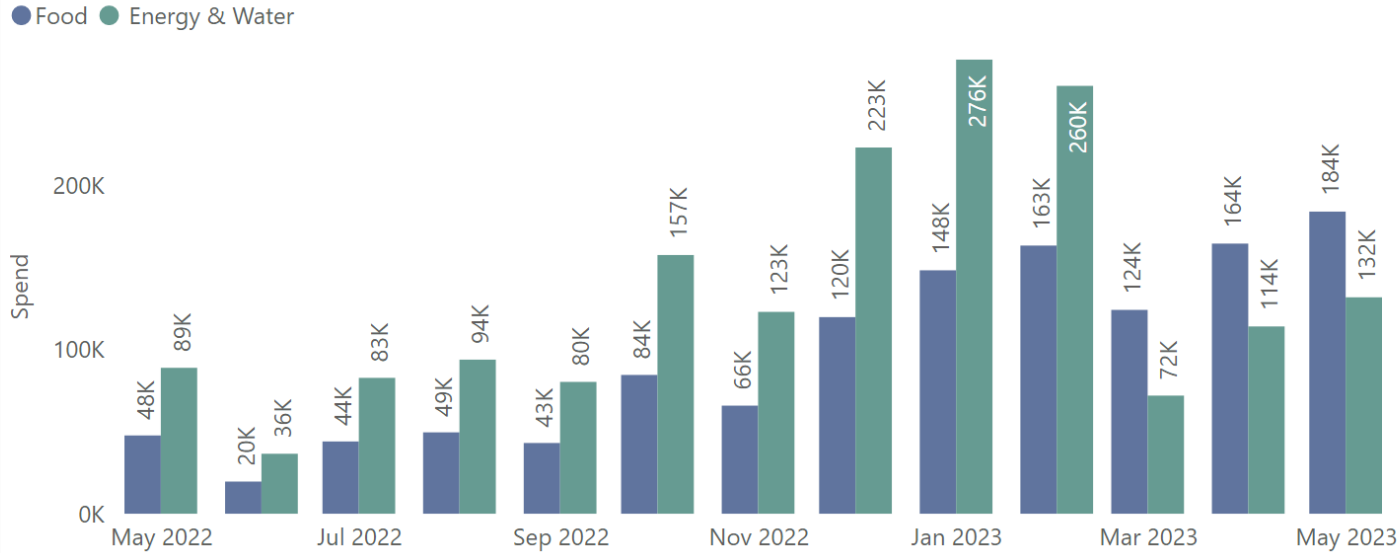
GENERAL  
COST OF...

CITIZENS  
ADVICE DATA

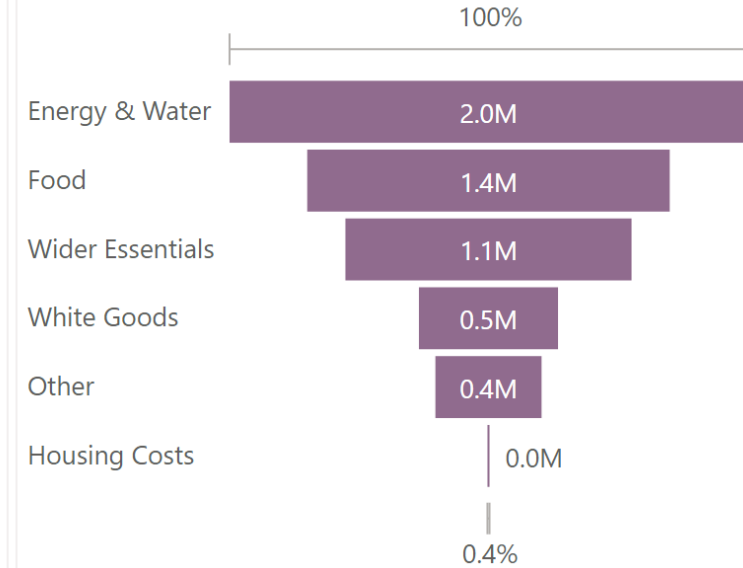
COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

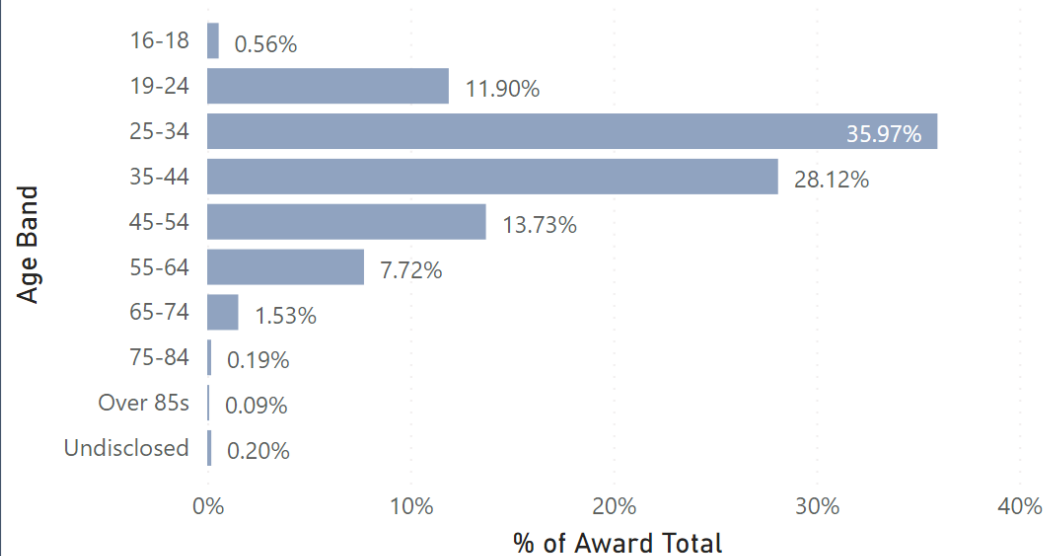
Household Support Fund Spend on Food, Energy and Water



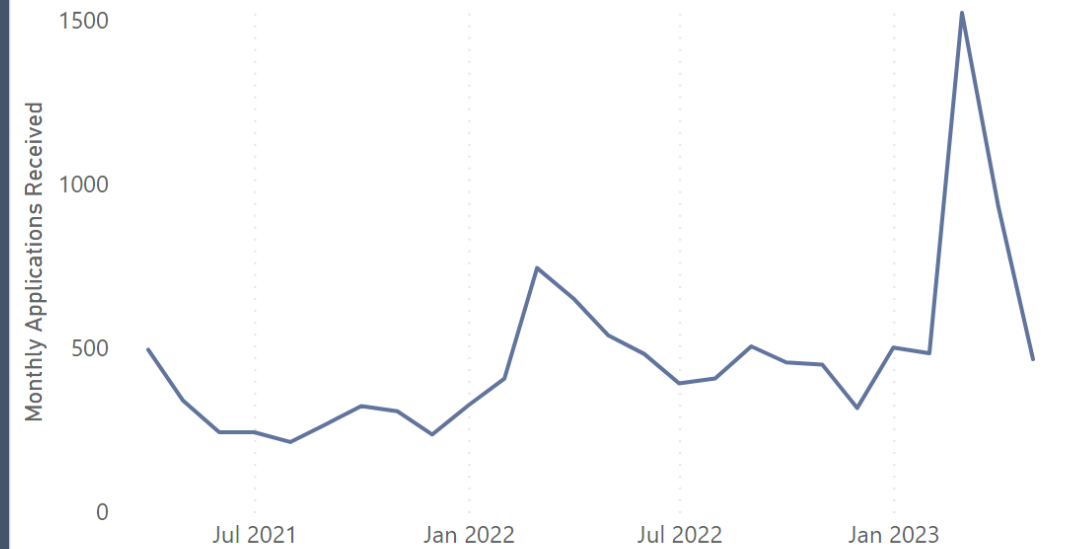
HSF Spend Categories



% of Award Total by Age Band



Council Tax Hardship Fund - Monthly Applications Received



COST OF LIVING  
CONTEXT

IMPACTS

GENERAL  
COST OF...

TYPES OF SUPPORT  
Page 121  
PROPPINS FO SEPAI

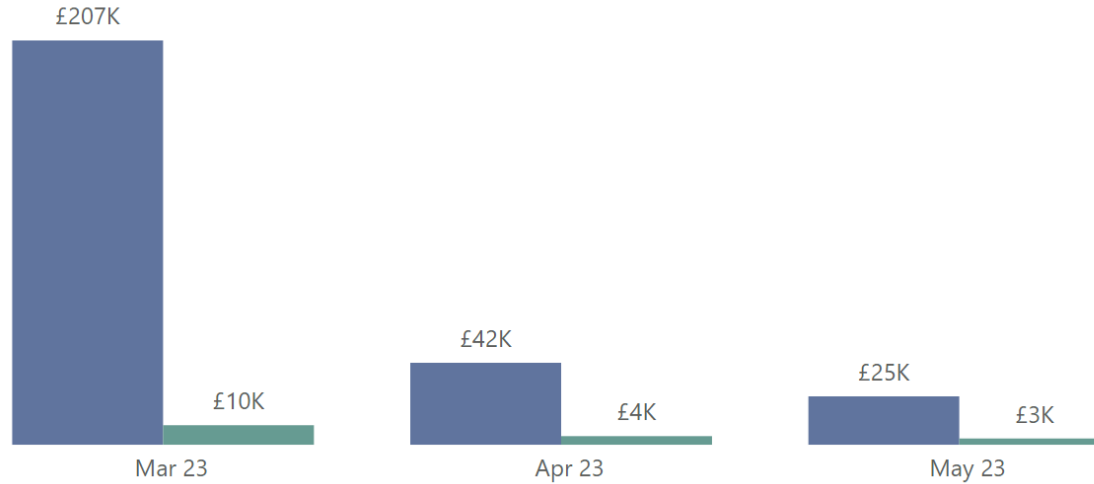
CITIZENS  
ADVICE DATA

COUNCIL  
HARDSHIP...

CONTENTS  
PAGE

Total Energy Grant Payments

Payment Type ● EBSS Alternative Fund ● EPG Alternative Fuel Payment



£291,600

Total Payments To Date

773

Approved Applications

The government is offering two schemes which provide funding to people who do not have a direct contract with an energy supplier and are therefore not eligible for the current Energy Bill Support Scheme.

Energy Bills Support Scheme Alternative Funding

The Energy Bills Support Scheme Alternative Funding (EBSS) provides eligible residences with a £400 discount on their energy bills. This includes, for example, care home residents or those living in properties with energy costs paid to a commercial landlord

Alternative Fuel Payments Scheme

The Alternative Fuel Payments Scheme offers a discount of £200 to those using alternative fuels such as biomass or heating oil.

This page is intentionally left blank



## Report to Policy Committee

**Author/Lead Officer of Report: Alex Westran**  
**Tel: 07891729298**

**Report of:** *Alex Westran Operational Manager – Cost of Living Support Hub*

**Report to:** *Strategy and Resources Policy Committee*

**Date of Decision:** *12<sup>th</sup> July 2023*

**Subject:** *Household Support Fund*

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? 2211				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
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:

1. To update Strategy and Resources Committee on the “Cost-of-Living Cohort Analysis” including findings on cohorts most affected by the cost-of-living crisis and financial inequalities, as requested by the Committee in April 2023.
2. To seek this Committee’s approval to spend the Household Support Fund from DWP in line with the spending plan detailed in this report and as guided by findings of the Cohort Analysis.
3. To seek this Committee’s approval to make changes to the application scheme as detailed in this report.
4. To inform the committee of future considerations and decisions that would need to be made should the Household Support Fund grant be discontinued in March 2024
5. To seek approval for ringfencing £700,000 that the Director of Communities will be able to use to respond flexibly to the Cost-of-Living issues.

## **Recommendations:**

It is recommended that the Strategy and Resources Committee:

1. Approves the spending plan for Free School Meal Vouchers for 23/24 as detailed in the report.
2. Approves the targeted award to households who are in receipt of Housing Benefit and/or Council Tax Support but not benefits from DWP or HMRC and therefore not receiving Cost of Living payments.
3. Approves the spending plan and changes to the grant application scheme as detailed in the report.
4. Approves ringfencing of £700,000 from the Housing Support Fund that is to be used in the period July 2023 to March 2024 by the Director of Communities to respond flexibly to Cost of Living issues and; to the extent not already covered by existing delegations, delegate authority to the Director of Communities in consultation with the Director of Finance and Commercial Services and the General Counsel, to make decisions on spending this money in order to meet the aims and objections in this report.
5. Notes the Household Support Fund runs ends in March 2024 with no guarantee that it will be extended beyond that point.

## **Background Papers:**

*Report dated 31<sup>st</sup> March 2023 which gave approval of a continuation of current arrangements to cover the period between April and July, and requested a cohort analysis to guide the spending plan.*

Cost-of-living Cohort Analysis, detailing the impacts on different communities as a result of the Cost-of-Living Crisis [HSF Background paper.docx](#)

*Report dated 05 July 2022 which gave approval for the 22-23 Fund allocation: [\(Public Pack\)Item 15 - Housing Support Fund Report Agenda Supplement for Strategy and Resources Policy Committee, 05/07/2022 14:00 \(modern.gov.co.uk\)](#)*

[1 April 2023 to 31 March 2024: Household Support Fund guidance for county councils and unitary authorities in England - GOV.UK \(www.gov.uk\)](#)

[2023-24 Grant Launch Letter Guidance, and Grant Determination](#)



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>Duncan Cruickshank &amp; Kayleigh Inman, Finance and Commercial Services</i>
		Legal: <i>Marcia McFarlane Legal Services</i>
		Equalities & Consultation: <i>Ed Sexton, Equalities and Engagement</i>
		Climate: <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	<b>EMT member who approved submission:</b>	<i>Ajman Ali</i>
3	<b>Committee Chair consulted:</b>	<i>Cllr Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> <i>Alex Westran</i>	<b>Job Title:</b> <i>Service Manager – Cost of Living Support Hub</i>
	<b>Date:</b> <i>12<sup>th</sup> July 2023</i>	

## 1 Proposal

- 1.1** The Department of Work and Pensions (DWP) has been giving Household Support Fund (HSF) to local authorities since October 2021 so they can provide emergency support to vulnerable households. Sheffield's funding is used to assist households via small grants administered by Sheffield City Council. Households use this towards daily needs such as food, energy and wider essentials they cannot afford, or where they cannot secure other local hardship support.
- 1.2** Local Authorities are responsible for delivering the scheme through a variety of routes including providing vouchers to households, making direct provision of food, and awarding grants to third parties for the benefit of households.
- 1.3** In March 2023, this Committee was presented with spending proposals for the latest round of HSF funding which is for the period April 2023 to March 2024. At that Committee meeting members requested detailed Cohort Analysis to guide spending proposals, and asked for the analysis to be brought back with recommendations for how the grant could be spent based on that analysis.
- 1.4** The cohort analysis was completed in June 2023. Information and data on the impact of cost-of-living for different groups is complex and fragmented, making direct comparison

between different groups difficult. As such, the analysis draws on multiple information sources both internally within SCC and externally from partners in the VCFS to present an overall picture of cohorts most disproportionately affected. Details of sources and their data are in the Cohort Analysis document ([HSF Background paper.docx](#)).

- 1.5 As well as guiding decisions on how best to direct funding towards those who need it most, the cohort analysis will also inform wider decisions on where to focus support and resources in the work of the Cost-of-Living Support Hub.
- 1.6 This report sets out groups identified as being most impacted by the cost-of-living crisis, and based on this, the report makes recommendations on how we can direct funding to those who are most in need. These are set out in the spending plan and changes to the application process below.
- 1.7 The report recommends changes to the application process and describes how the council can reduce the evidence burden on applicants, making it easier for households to make applications. Also, making it easier for the council to provide higher level of support to communities that need it most.
- 1.8 The report also explains how we will ensure the application fund stretches through the winter to ensure support is available when most needed and acknowledges that further focussed work will be carried out to assist disproportionately impacted communities to understand what support is available and how to access it. This work includes communications campaigns, development of the Welcome Places offer, additional trusted assessors supporting specific communities and accessibility improvements to the Community Support Helpline.

### **Current Position**

- 1.9 The council receives Household Support Fund (HSF) under funding agreements based on terms and conditions set by DWP. Each year that DWP approves this funding to the council, they slightly vary their terms and conditions when identifying target groups and the council distributes payments consistent with those terms and revised groups.
- 1.10 HSF payments arrive retrospectively in the council and in tranches, they are paid three months after the council demonstrates expenditure to DWP. The first HSF grant was HSF1, subsequent HSF awards identified by the number. This report proposes arrangements for spend for the fourth HSF grant (HSF4) which is given to cover 12 months.
- 1.11 HSF is distributed using one of two delivery methods, 'proactive targeted awards' or 'reactive application-based scheme'.
- 1.12 **'Proactive targeted awards'** – These are made when the council uses information it has to make proactively award payments to target groups in need. For example, eligibility for Free School Meals (FSM) has been used to make 'Proactive targeted awards' to deliver free school meals during school holidays to families with children where DWP funding terms identified these as a target group. Also, when administering the second HSF grant (HSF 2), the council made a one-off payment to pension aged households as per the funding terms and conditions that identified these persons as a target group for that round of funding.

**1.13** ‘**Reactive application-based scheme**’ has been used to make awards to those in need who approach us for assistance to bridge income gaps. Award decisions are made after receiving and considering evidence that includes details of income, expenditure, and review of bank statements. Awards are based on the cost we anticipate the household would incur for food, energy and wider essentials in the period between the date of application and when the applicant will next receive income. A payment is made to cover the shortfall to allow for costs to be covered for the things mentioned above.

**1.14** To date, the application process has been open to everyone with no limits on the number of applications households could make or level of awards households receive. Demand for the HSF scheme continues to grow as we continuously promote the scheme via trusted assessors in the Community, Voluntary and Faith Sector, via SCC managed communications campaigns, and through communications delivered by the government.

**1.15** Feedback from applicants, trusted assessors and other partner organisations have drawn our attention to barriers that exist within our current processes. We realise that those who need assistance the most are sometimes disadvantaged by the evidence burden (i.e. providing bank statements, evidence of income and expenditure). Some applicants may have communication needs or are digitally excluded presenting difficulties with them being able to access this assistance.

**1.16 Cohort Analysis - Most Impacted Groups**

Emerging findings show that the following groups are disproportionately impacted by the cost-of-living crisis: people on low incomes, people on benefits, families with children, people with disabilities and long-term health conditions, young people, unpaid carers, people from diverse communities, and tenants in private rented accommodation.

**1.17** Within the above cohorts, the analysis has identified those most impacted and are likely to have limited financial and other support (whether from the welfare system or, for example, their landlords). These are *families with more than two children, lone parents, families with at least one child under age 5, under 25s living alone, unpaid carers, and private rented tenants.*

**1.18** Further, other impacted groups (for example those whose first language is not English) will receive additional support by improving engagement, comms and support with the community, voluntary and faith sectors.

For detailed information about what data was used, and what the data showed, please see appendix A.

**2 2023-2024 Delivery Plan**

**2.1** The total amount of funding available to be spent in this period for 2023-24, and its breakdown are follows:

<b>Funding available</b>	<b>Amount (£)</b>
FSM Food Voucher Returns	330,000
Pensioner Voucher Returns (must be re-spent on pension aged households)	112,000
HSF4 Grant awarded	10,407,651
<b>Total Award available</b>	<b>10,849,651</b>

The proposed delivery plan for the total funding amount for 2023-24 is as follows:

<b>Delivery Plan</b>	<b>Amount (£)</b>
Reactive spend - application-based scheme	4,000,000
(A) Targeted support – directed to existing cohort of children and families via food voucher scheme	4,620,000
(B) Targeted support for CTS/HB only claimants	789,500
(C) Administration costs	738,000
(D) Ringfenced spend for decision re use by Director of Communities later in yr.	702,151
<b>Planned Spend</b>	<b>10,849,651</b>

### **Reactive Spend – application-based scheme.**

- 2.2** The delivery plan will follow the DWP guidance of continuing to deliver an application-based scheme as part of our HSF4 delivery and allocate a little over one third of the fund (£4,000,000), to the “reactive application-based scheme” in our delivery plan. In line with how previous grants have been allocated, this will be delivered through the Council’s Community Helpline, which is also delivering several energy support schemes and the LAS Crisis Grant scheme.
- 2.3** This report proposes adjustments to the scheme that takes account of information from the cohort analysis to (i) facilitate the scheme being targeted to those who need it the most (ii) remove barriers that exist for those who find it difficult to apply and (iii) make the limited funding available for this part of the scheme last for the duration of the scheme.
- 2.4** Where possible the council will remove evidence burden from the application-based scheme for applicants who appear to be disproportionately impacted by the cost-of-living crisis and for whom the council can obtain necessary evidence from elsewhere in the council; for example, information we hold in benefits system. This proposal will make applications easier for persons and households on means-tested benefits who also have ‘Impacting Factors’, i.e. any of the following: more than two children, lone parents, families with at least one child under the age 5, under 25s living independently, unpaid carers or those in private-rented accommodation, also disabled people in receipt of means tested benefits. (Note: these disabled persons will be fast-tracked without being asked to provide further evidence).
- 2.5** The value of awards to households will be determined by means testing but Impacting Factors can increase the amount.
- 2.6** This proposed change for considering applications should help with protecting this fund from potential abuse. For example, under these arrangements the council would use information already available and verified from council tax records and benefits and not reliant on information from applicants that could be inadvertently inaccurate, misleading or fraudulent. This use of other source of information is permitted under the Council’s HSF privacy notice that has been reviewed by the Council’s Information Management Team.

- 2.7** There will be a small cohort that the council will unavoidably have to continue processing under the current system. For example, where an applicant is in the process of applying for but not yet in receipt of benefits. We have established other authorised access to information that will assist with making these decisions.
- 2.8** We expect an inevitable increase in the number of people eligible for and receiving awards to impact on the delivery plan. In response, we propose awards to households be limited to 4 per year and the baseline value of an award will be reduced by 50% (currently the average award is £350). We also propose awarding enhanced payments based on cohort information that allows us to target cohorts most disproportionately impacted. Where for example an individual has multiple Impact Factors, their award will receive multiple enhancements: a *single person family with more than 2 children* where at least *one child is under 5* and they are living in *private rented accommodation* would receive 4 enhancements to their award (enhancement entitlement identified by italics).
- 2.9** Where an applicant may struggle to evidence that they meet the criteria for a particular cohort, the council will increase support to that group and provide support to community and voluntary sector organisations who support that cohort to improve access. We will carry out targeted communications in diverse communities where people may experience barriers. We will increase the number of trusted assessors that we work with (e.g. advice centres, food shelters etc) and make it easier for trusted assessors to support their clients and communities.

Cohorts that we know may be impacted, but not as much as other groups, are not excluded from receiving support. For example, low-income households who are not on means tested benefits can apply for a standard award. Those who still find themselves in hardship will be assessed via the current process, i.e., assessing hardship via bank statements.

### **(A) Targeted support**

#### **Support for Children and families via food voucher scheme**

- 2.10** A portion of the award should continue to be ringfenced to provide food vouchers to children and families in need during school holidays, identified through the criteria used previously, and following the amounts distributed in previous iterations of the scheme.

The proposal to Committee in April 2023 suggested an uplift to £15 per week in the summer holidays, compared with previous rounds of funding where £50 was given to each eligible child for the full summer period (6 weeks). We propose that the status quo of £50 for the summer is maintained to allow us to provide support to other cohorts impacted by the cost-of-living crisis, as set out in the Cohort Analysis.

- 2.11** The total cost for this element is broken down as follows:

Holiday	No. of weeks	Voucher amount per period	Voucher Cost - £ (based on voucher cost x 33,000)
Easter	2	£15	£990,000
May half-term	1	£15	£495,000
Summer (reduced award)	6	£50 (for 6 weeks)	£1,650,000
Oct half-term	1	£15	£495,000
Christmas	2	£15	£990,000
Feb half-term	1	£15	£495,000
<b>Total</b>	<b>13</b>		<b>4,620,000</b>

**2.12** The Free School Meal Voucher scheme provides support per eligible child, so larger families which are more impacted by the cost-of-living crisis are provided with a higher level of support. In further acknowledgement that larger families are significantly more likely to be impacted by the cost-of-living crisis, award amounts via the application scheme will be higher for this cohort, with a further increase for single parent families.

Other cohorts

**2.13** The cohort analysis highlights the most impacted groups, and based on the findings of the analysis we are satisfied that the council is already providing significant support to those groups.

**2.14** Persons classified as 'disabled' receive a £150 award via a separate cost of living scheme managed by DWP. Although the cohort analysis highlights disabled people as being one of the most impacted groups, this group will be provided with support via the council's 'application-based scheme' and the DWP disabled cost of living payment.

Asylum Seekers

**2.15** Asylum seekers stand out as particularly impacted as they are unable to claim mainstream benefits or other support, but there are restrictions on how much support can be offered to them under the HSF funding terms and conditions. We have worked with council Social Workers to provide these families with direct access to the HSF fund via section 17 payments. Section 17 Children Act 1989 - allows Social Workers to access hardship support for asylum seeker families with children. These will be made under the 'Reactive application-based scheme' and paid in accordance with grant terms and conditions.

**(B) Targeted support for CTS/HB only claimants**

**Support for those who have not received support from elsewhere.**

**2.16** DWP provides a Cost-of-Living Payment directly to households who are receiving a qualifying benefit. Details of the qualifying criteria can be found [here](#). In 2022/23 the Cost-of-Living payment was £600, and in 2023/24, it is £900. Households who receive Housing Benefit and/or Council Tax Support, but don't receive one of the benefits detailed in the

criteria linked above, will not receive this Cost-of-Living Payment from DWP, even though Housing Benefit and Council Tax Benefit are means tested benefits with eligibility criteria set by the DWP.

- 2.17** In Sheffield, we estimate there are around 6,316 households who are receiving Housing Benefit and/or Council Tax Support, but don't receive one of the qualifying benefits, and as such, have not received the Cost-of-Living Payment. These will include pension age households, who don't receive Pension Credit and single working age people who are in work, on low income and in receipt of Housing Benefit. Also, people in private rented accommodation, families with children, disabled households and unpaid carers. It allows us to target support at a group of people who will fall into many of the impacted cohorts that we know are not receiving the support that others are receiving.
- 2.18** A one-off £125 payment made to the 6,316 individuals who fall into this category would cost £789,500. If this option was approved by members, we propose the payment to be made at the start of winter to help with the financial and psychological burden of increased energy costs in winter.

### **(C) Administration costs**

- 2.19** As per previous iterations of the scheme, the delivery plan includes an amount to cover the administration of the scheme. This amount is made up of the staffing costs for operational delivery of the scheme, namely the staffing of the Community Helpline, wider costs relating to scheme development, communications, and engagement. It also includes costs relating to the delivery of the support for free school meal vouchers in school holidays, transaction and licence fees for the funds disbursement tool which is used to deliver funds to individuals.

### **(D) Ringfenced amount**

- 2.20** Due to the evolving nature of the crisis, it is proposed that a £700,000 is ringfenced to the Director of Communities to enable the council to respond in an agile way to cost of living issues as they present themselves. Furthermore, we have seen over the last year that a significant number of households in hardship have missed out on other Government schemes such as energy support schemes and cost of living payments due to the criteria applied within those schemes. This £700,000 could either be used to top-up the HSF application scheme (if needed over the winter) or to provide further support for disadvantaged groups identified in the cohort analysis or where households miss out on other government schemes because of the criteria in those schemes.

### **What happens after March 2024**

- 2.21** At the present time, HSF funding has been provided until March 2024, there is no indication whether the scheme will be extended further, this will be determined by central government decisions which historically, relating to HSF we have often received limited notice. This will leave a large hole in support that is available to households and where it may be expected by those who receive regular support, such as free school meals in school holidays, which have been provided by the Council since the start of the Covid-19 pandemic.

- 2.22** We therefore need to consider what our strategy will be towards Free School Meals holiday vouchers and hardship support if HSF funding is not available or is provided at a reduced amount.

### **3. HOW DOES THIS DECISION CONTRIBUTE?**

- 3.1** This decision contributes to the Corporate Delivery Plan objective 'Tackling inequalities and supporting people through the cost-of-living crisis. The scheme itself is a valuable part of the city's cost of living response. By delegating decision making for key operational elements of the scheme, the Council will ensure that, through use of data and intelligence, those delivering the scheme are able to ensure that we are utilising the funding to tackle inequalities where it is needed the most.

### **4. HAS THERE BEEN ANY CONSULTATION?**

- 4.1** The Council has carried out consultation and communication with a range of strategic partners, as well as customers accessing essential hardship funding to date, to ensure the Household Support Funding is targeted at those in the most urgent need of support. Additional support has also been put in place for our most vulnerable as part of the delivery of mainstream support services and the work that is undertaken through the voluntary and community sector, to ensure that those who need support are helped to access the funding that is available.
- 4.2** Updates on progress and performance are delivered to key delivery and strategic partners at the Cost-of-Living Citywide Tactical Update meetings fortnightly and in person meetings with those who work closest with us, such as Citizens Advice monthly.

### **5. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

#### **Equality Implications**

- 5.1** Use and distribution of the HSF directly supports the Council's legal responsibilities under the Public Sector Equality Duty (e.g., to advance equality of opportunity) and its own Equality Objectives and other policy commitments (e.g., to recognise poverty and financial exclusion as causes and symptoms of inequality).
- 5.2** Supporting people financially when they experience a crisis is a key component to preventing further hardship. We recognise that groups in our communities who are already more affected by inequalities, exacerbated by the unequal effects of COVID-19 and the cost-of-living crisis, are more likely to need financial support.
- 5.3** As is recognised in this report, there has been an imbalance in the way that funds have been distributed to different groups. The proposal is to re-balance this distribution towards cohorts that have been identified as disproportionately affected by the Cost-of-Living Crisis. This reflects the intelligence-gathering of the Cost-of-Living Support Hub and the steer from the DWP.



The Equality Impact Assessment has been reviewed to reflect this change of approach.

Equality implications will be monitored against awards made and they will be considered as part of the ongoing delivery of the scheme coordinated by a Household Support Fund Steering Group.

## **6 Financial and Commercial Implications**

**6.1** The following implications are based on the DWP Household Support Fund 2023-24 Grant (£10,407,651), Launch Letter, Guidance, and Grant Determination, and the above project report information.

**6.2** Key features (not exclusive) of the DWP guidance pertaining to the grant are summarised below. The Grant Manager will need to read, understand, and comply with all the grant terms and conditions and will need to ensure that there are no ongoing unfunded costs once the grant has ended.

### **6.3 Financial Implications:**

- Grant value £10,407,651
- Grant duration: 1st April 2023 to 31st March 2024
- Authorities should prioritise supporting (low-income) households with the cost of energy. The fund can also be used to provide support with food, essentials linked to energy and water, wider essentials.
- Advice services now considered eligible spend.
- Authorities are unable to carry forward any underspends from previous schemes because new grant with different conditions, however additional QA log guidance states: “expired vouchers or TPO funding returned to an Authority after the scheme has ended can be recycled and re-issued but must be done so as soon as possible, under the same categories of spend as originally reported and under the same terms as the scheme they were issued under. Further detail and what information to provide DWP has been included in the updated Guidance v2”.
- Delivery plans must be signed off by both your 151 Officer and the responsible Cabinet Member
- Provide four quarterly MI returns outlining grant spend and volume of awards - see letter.
- Grant payments will be made to Authorities in arrears on receipt of a fully completed, compliant and verified Management Information (MI) return.
- Provide summary spending plan by 17 May 2023.
- MI must be returned on MI template provided and copied to 151 Officer.
- Grant is subject to clawback if terms /conditions are not complied with.
- SCC must have regard to DWP guidance issued / information and data available that may assist in decision-making.
- Eligible expenditure is payments made/committed during the Grant Period.
- Certain cost is to be excluded from eligible expenditure by SCC/ third parties (see grant details) including input VAT reclaimable.

- SCC must not deliberately incur liabilities for expenditure before there is an operational need to do so.
- Grant may be subject to External Audit.
- SCC must maintain accurate accounting records (for at least 7 years)

#### **6.4 Commercial Implications:**

- Public sector procurement is governed by and must be compliant with both the grant terms and conditions and UK National Law. In addition, all procurement in Sheffield City Council must comply with its own Procurement Policy, and internal regulations known as 'Contracts Standing Orders' (CSOs).
- Contracts Standing Orders requirements will apply in full to the procurement of services, goods or works utilising grants. All grant monies must be treated in the same way as any other Council monies and any requirement to purchase/acquire services, goods or works must go via a competitive process. The Portfolio / Service Grant Manager will need to contact the Commercial Services Team for detailed guidance on adherence to these rules when spending grant monies.

### **7 Legal Implications**

- 7.1** The grant funding will be paid to the Council under Section 31 of the Local Government Act 2003 using processes set out in the Financial Implications.
- 7.2** Under the Childcare Act 2006, local authorities have a duty in relation to the well-being of young children and this will be a consideration when making payments to children and families. S111 Local Government Act 1972 allows the council to do anything which facilitates the discharge of, is conducive to or incidental to the council's functions under the Childcare Act 2006
- 7.3** The Council also has a general power under Section 1 of the Localism Act 2011 which allows the Council to do anything an individual may generally do provided it is not prohibited by other legislation; this general power must be used in accordance with the Act. The Council may use this general power to make payments where no other legislation gives the Council authority to do this.
- 7.4** Payments must be made in accordance with funding terms, approved eligibility criteria and spending plans. Any unspent funds cannot be held over for future usage. The Council should ensure that all spend is in accordance with the eligibility criteria.
- 7.5** As these awards are being made to individuals and not enterprises there are no Subsidy Control implications.

**7.6** The council must comply with all existing legislation including those relating to GDPR and Data Protection

## **8** **Other Implications**

### **8.1 ALTERNATIVE OPTIONS CONSIDERED**

This report provides a detailed proposal and delivery that officers, in consultation with elected members, believe to be the best way of delivering the Household Support Fund.

## **9. REASONS FOR RECOMMENDATIONS**

**9.1** The recommendations presented to the Strategy and Resources Committee will enable Sheffield City Council to provide the funds to support vulnerable households in the city to meet immediate needs and help those who are struggling to afford food, energy and water bills, and other related essentials through the cost-of-living crisis.

This page is intentionally left blank

# **Cohort Hardship Analysis for Household Support Fund Review**

## **Purpose & Context**

Sheffield City Council (SCC) has been administering the Household Support Fund since October 2021. The fund enables SCC to provide payments to those in hardship, to support with essential household costs, such as food and energy. The Fund was extended earlier this year to cover the period 2023-2024. This document provides an analysis of how the cost-of-living crisis has impacted on the hardship of different cohorts, as well as any support each group have/will receive around cost-of-living, to help inform proposals regarding use of the Fund this year.

## **Methodology**

Information and data on the impact of cost-of-living on different groups is complex and fragmented, making direct comparison between different groups difficult. As such, this analysis has drawn on multiple sources to present an overall picture of the cohorts most disproportionately affected, rather than aiming to produce any detailed financial breakdown of impact for each cohort.

Information used includes data on general trends in poverty, access to relevant services such as debt support or homelessness services, as well as relevant policy reports and feedback from partner agencies. Alongside this, we have also included information on where groups have/will be receiving any targeted financial cost of living support from the government, as this is also relevant to decisions about need and spend. A key source of data throughout has been Joseph Rowntree Foundation's (JRF) Report - [UK Poverty 2023 - An Essential Guide to Poverty in the UK](#), as this presents recent comparative data on poverty in different cohorts. Tables with key data from this report can be found in Appendix 1 of this document.

Information on impact has been presented cohort-by-cohort. Decisions about which groups to include have been based both on those identified for consideration in the [Household Support Fund Guidance for 23-24](#), as well as the trends identified in our research.

## **Groups in receipt of targeted cost-of-living payments:**

### **Targeted payments by the Government:**

**Households on low incomes** who are in receipt of certain mean-tested benefits (including Universal Credit, Income-based Jobseeker's Allowance (JSA) or Employment and Support Allowance (ESA), Income Support, Pension Credit, Child Tax Credit or Working Tax Credit) received a £650 payment in 2022 and are due to receive a further £900 during 2023-24.

**Pension-aged households** who were eligible for the Winter Fuel Payment, received an additional £150 or £300 payment for winter 2022 and are due to receive the same amount for winter 2023.

**Households with disabilities** - households in receipt of qualifying disability benefits (including Disability Living Allowance, Personal Independence Payment, Attendance Allowance) received £300 in 2022 and will receive a further £150 in 2023-24.

### **Targeted Household Support Fund Payments:**

Targeted payments have also been made for different cohorts from the Household Support Fund locally since its introduction.

Targeted payments for **families with children** in receipt of Free School Meals or Early Years support, have been made via provision of food vouchers during the school holiday period since autumn 2021. The current value of the vouchers is £15 per week. Vouchers are also issued to young people leaving care.

A targeted payment of £100 was also made to low-income **pension-aged households**, (identified through Council Tax Support and Housing Benefit records) during the 22-23 scheme, linked to the requirement by Department for Work and Pensions to target support at this group. This requirement has been removed for 23-24.

## **Cohort breakdown**

### **Families with children**

**Families on low incomes with children** are disproportionately more likely to be struggling than those on low incomes without children in their household ([JRF](#)). This primarily due to the increased costs of children and the impact on parents' working hours ([Child Poverty Action Group - CPAG](#)).

Within that, **lone-parent families** are more affected, with almost half (48%) of single-parent households living in poverty, compared to a quarter (24%) of couple households ([JRF](#)). [Citizens Advice Cost of Living Dashboard](#) indicated that single people with children were the second most common demographic group provided with crisis support (after single people), making up 28.9% of the total in the last quarter of 22-23.

**Families on low incomes with more than two children** are impacted by the 2-child limit on benefits, are more likely to be affected by the benefit cap, availability of affordable housing ([Resolution Foundation](#)). [JRF](#) also found that people in families with three or more children were twice as likely to be behind on their essential bills, living in a cold home, or not eating properly, compared to people in smaller families with children. There is also an intersection here with families from diverse communities who are more likely to be represented within large families.

**Families with younger children:** Nationally, at 27%, food insecurity rates are higher in households with children under the age of four than those with only school-age children or no children at all. In January 2023, food insecurity was experienced by 23% of households with school-age children (5-17 years) and 15% of households without children [Food Foundation](#). Families on low incomes are eligible for Healthy Start vouchers if their children are under four, but take-up is low with the Government missing its target on take-up. In addition, even if families received Healthy Start vouchers, they end at age four, and many children may not then attend school, and therefore receive Free School Meals, until they are almost five.

### **Pension-aged households**

The majority of people in very deep poverty are either working-age adults, or children; just one in ten are pensioners ([JRF](#)). This is demonstrated in the significantly smaller number of pension-aged households claiming Discretionary Housing Payments, than individuals of working age. The lower levels of poverty seen in pension-aged households is likely to relate to the relatively higher benefits and home ownership in this group, as well as the inflation-protection built into state pension payments. For example, the applicable amount for someone turning pension age after April 21 is £201.25 per week, versus £84.80 per week for a single person over 25 of working age.

There is however a cohort of pension-aged households who are more likely to experience hardship and these tend to be households who also fall into other categories described in this report. For

example, older people in private-rented (38%) and social rented sector accommodation (36%) are more likely to be in poverty, than older people who own their home outright (14%) ([Age UK](#)). Similarly, those in receipt of limited benefits are also potentially more likely to be disproportionately affected. Department for Work and Pensions have specifically requested that households in receipt of Housing Benefit only are considered in this year's funding ([Household Support Fund Guidance 23-24](#)). SCC data indicates that pension-aged individuals make up 85% of the households in receipt of Housing Benefit and/or Council Tax Support alone, in Sheffield. There are also many pension-aged households who do not claim all the benefits that they are entitled to, with [Independent Age](#) reporting that in 2017-18 an estimated £2.2 billion of Pension Credit went unclaimed, which if received would enable 3 out of 10 pensioners in poverty to be lifted out of poverty. Older people with disabilities and long-term health conditions may also be more impacted - see section on disabled households below. Anecdotally, the Voluntary Sector Liaison Team report increasing concern about the number of pension-aged households who are in receipt of adult social care, who are struggling with cost-of-living issues.

### **Unpaid carers**

Unpaid carers are likely to be disproportionately impacted by cost-of-living issues. [JRF](#) report that carers are more likely to be in poverty than those without (29% compared with 20%), with 34% of households in receipt of Carer's Allowance being in poverty. [Office for National Statistics](#) report that people who were economically inactive for reasons other than being retired, such as those who are studying or have caring responsibilities, were more likely to have run out of food and be unable to buy more, and to be unable to keep their homes warm, than other groups.

Many carers live with an individual with a disability or long-term health condition, who themselves are more likely to be impacted by cost-of-living issues, something that is considered further below. Carers are also often less likely to be able to work, thereby restricting their ability to increase their income. Anecdotally, the Voluntary Sector Liaison Team also report that many carers do not claim Carer's Allowance, due to the potential impact of this on the benefits of the person that they care for. Many people also do not recognise themselves as carers and this is an important consideration when considering how to target support at this group.

### **People with disabilities and long-term health conditions**

People with disabilities are more vulnerable to rising costs of essentials than many other groups, because energy and food make up a greater share of their budgets, partly because of additional needs caused by their health problems. Those in work are also more likely to be in low-income roles. Disabled people are almost three times as likely to live in material deprivation than the rest of the population ([Resolution Foundation](#)). Around 41% of disabled adults said they couldn't afford to keep their homes warm, as opposed to 23% of the rest of the population ([Resolution Foundation](#)). This year, Citizen's Advice supported a record number of disabled people with cost-of-living issues, with people who are permanently sick or disabled being the most common occupational group to be assisted with crisis support ([Citizens Advice Cost of Living Dashboard](#)). Disability Sheffield also report that they expect to see a delayed impact of cost-of-living on disabled people, potentially due to the reduction in the general cost-of-living support provided to households, as well as the cumulative effect of ongoing high food and energy costs.

### **People on means-tested benefits**

Despite the extra Government support for most households on means-tested benefits, almost a quarter (24%) of people on means tested benefits are currently in arrears with their energy bills,

more than double the rate of people who are not (10%) [JRF](#). A Resolution Foundation [report](#) also shows that over 40% of respondents on means-tested benefits had skipped meals compared to 13% of those not on benefits.

A cohort of note within this are **people in receipt of Housing Benefit and/or Council Tax Support only** (ie not receiving DWP or HMRC benefits). Despite being on means-tested benefits, and therefore disproportionately likely to be affected by the cost-of-living crisis, they did not receive the Government cost of living payments that went to DWP and HMRC claimants. This is because they receive payments from schemes that are exclusively administered by local authorities.

The total number of people in Sheffield affected are 6316, broken down as follows: Housing Benefit 470 cases, Council Tax Support 2383 cases, Housing Benefit plus Council Tax Support 3463 cases.

### **People in different tenures, including private-renters, social tenants and owner-occupiers**

Private renters are more likely to be disproportionately affected by the cost-of-living crisis. Across almost every measure, private renters are experiencing the most significant levels of going without and debt at the moment, compared to other housing tenures and other demographics ([JRF](#)). This is primarily due to high and rising housing costs, making it harder to afford essentials.

This is backed up by other data. CAB Cost-of-living data dashboard: private renters coming for support with debt, are paying on average 49% more rent than those in social housing, with a mean total monthly rent of £683.77 between 22-24; private renters more likely than social renters to be in negative budgets, with the trend accelerating over the last 3 yrs. [StepChange](#) clients are more likely to be private renters than any other housing tenure. Increasingly, these clients report an additional vulnerability, such as poor mental or physical health, or a disability. Over half (52%) of clients who are in vulnerable circumstances rent privately.

The main cause of homelessness is ending of a private rented tenancy. A major issue is that households dependent on Local Housing Allowance are effectively being priced out of private rented properties in the city. Sheffield rental prices are increasing faster than nationally. The average rent for 2022/2023 is £745, which is a 14.6% increase on the previous year.

Nationally, social-rented tenants are also facing increased hardship [JRF](#). However, housing costs are not as high as in the private sector and tenancies are more secure. It is also much more likely that a tenant can access financial and other support from their landlord if they are struggling to pay their bills. SCC is the largest social landlord in the city and has hardship funding set aside to assist tenants through the cost-of-living crisis.

Mortgage holders are also facing greater pressure [JRF](#), which is set to increase over the year as fixed term mortgages come to an end and householders face much higher rates. Whilst not facing as much pressure currently as renters, especially those in private tenancies, mortgage-holders in the city are a group who may require increasing support over the next year.

### **Single people under 25, living independently**

Overall, poverty rates for individuals aged 16-24 are higher than for those in some higher age brackets (20% for 16-24s, as opposed to 17% for 25-29s and 18% for 30-34s - [JRF](#)). However, again, within this, there are specific groups of concern – notably single people under 25 who are living independently. Young people tend to have lower levels of earning, fewer savings and be more likely to rent, rather than own their property, with those in private rented accommodation being particularly hard-hit by increased rents. Young people are also entitled to significantly less from



benefits than older people. For example, the monthly standard allowance for Universal Credit for single people under 25 is £292.11, as opposed to £368.74 for single people aged 25 and upwards. Local Housing Allowance, the figure that governs the rent that can be covered by Housing Benefit/the housing element of Universal Credit for individuals in private-rented accommodation, is also lower for single people under 35 – as this is based around the costs of a renting a room in a shared property. Rates have also been frozen since April 2020, reducing the amount payable yet further. Private-rented property is also often the primary option for single young people, who often have limited access to social housing.

### **People in diverse communities**

Nationally, [JRF](#) findings suggest there are huge variations in poverty rate by ethnicity. For example, around half of all people in households headed by someone of Bangladeshi ethnicity were in poverty in 2020/21, with rates for people in households headed by someone of Pakistani or Black ethnicity also having very high poverty rates of more than 4 in 10, more than twice the rate of people in households headed by someone of white ethnicity. A Resolution Foundation [report](#) shows very recent polling evidence that people from diverse communities are more likely to be skipping meals compared to those from white households. This disparity between communities reflects inequalities that were also evident during the pandemic. We know from conversations with different communities throughout cost-of-living response and pandemic, that access to key information and support, and lack of trust can make it harder for people in to access support they are entitled to. There is ongoing work with communities to co-develop messages in languages and formats that are more accessible to them, and work with trusted assessors within community organisations to improve access to HSF and other hardship support.

The diverse communities cohort includes asylum seekers, a group that we know can be often be in hardship, relying on asylum support payments of around £40 per week to meet day to day living costs. We have not considered this group in detail here, as Household Support Fund guidance currently restricts payments to any people without recourse to public funds, including asylum seekers, to individuals with needs beyond destitution, for example where there is a community care need, or a child's wellbeing is at-risk. Access to the scheme is therefore provided by referrals through from Social Care teams internally.

### **People in low-income working households not in receipt of benefits**

A cohort we have been particularly concerned about since the beginning of the Cost-of-Living crisis are working people on low incomes, who are not in receipt of benefits. This is because we know that income is not keeping pace with the cost of living, but benefit eligibility hasn't risen to reflect this, leaving a widening gap between income and need. [JRF](#) cite that this amounts to around 40% of households in the poorest fifth of the population. There are few figures available on the impact on this group specifically, but JRFs most recent cost of living survey in October 2022 found that of the poorest fifth of working age households not in receipt of benefits, 7 in 10 reported going without at least one essential and 56% reported being in arrears with at least one household bill in the last six months. This is not as much as those in receipt of means-tested benefits, for whom the figures were 90% and 74%, but still indicates that cost of living is likely to be impacting on this group. As this cohort do not receive any means-tested benefits, they will also miss out on the additional £900 cost-of-living support payment that those on benefits are due to receive during 23-24.

Whilst some of this group will not be entitled to benefits due to their income levels, it's important to note that some individuals within the cohort will not be claiming benefits that they are entitled to.

[JRF](#) report some of the most recent formal estimates of take-up rates for different benefits, which are shown in the table below. Whilst some of these benefit types are no longer open to new claimants, they do demonstrate the principle that many people are failing to access different types of support that may be open to them.

Year	Benefit type	Take-up rate
2019-20	Pension Credit	66%
2018-19	Housing Benefit	81%
2018-19	Income Support and income-based Employment & Support Allowance	90%
2017-18	Child Tax Credit	84%
2017-18	Working Tax Credit	67%
2016-17	Income-based Jobseekers Allowance	56%

### **Conclusions**

The cohort analysis has identified a number of groups that are being disproportionately impacted by the cost of living crisis. This includes: people on low incomes, people on benefits, families with children, people with disabilities and long-term health conditions, young people, unpaid carers, people from diverse communities, and tenants in private rented accommodation.

Within these cohorts, the analysis has identified those who are both particularly disproportionately impacted and have likely to have access to more limited financial and other support (whether from the welfare system or, for example, their landlords): families with more than two children, lone parents, families with children under 5, under 25s living alone, unpaid carers, private rented tenants and people on only on Council Tax Support and/or Housing Benefit and not on DWP or HMRC benefits.

Whilst this analysis has identified particular cohorts as having been disproportionately affected so far, it is possible that changing challenges over the next year affects how they are managing. For example, some mortgage holders are likely to be increasingly impacted by the cost-of-living crisis due to increasing interest rates, although the cohort is still likely to be less affected than private-rented tenants. Similarly, people with disabilities and long-term health conditions have been identified as disproportionately affected by the crisis but receiving, or more likely to have access to, more financial support than other groups in the form of extra cost-of-living payments from Government. Understanding the ongoing impacts on them over time will inform whether more targeted work needs to be done.

Decisions regarding support for these households will need to take into account impact, the support already received and likely ongoing need. It will also need to consider how these groups can be identified within the existing system and whether groups will be targeted via proactive awards or targeted communications/engagement.

**Appendix 1:**

**Number of people in poverty and poverty rates for different groups,  
UK 2020/21**

<b>Group</b>	<b>Number in poverty</b>	<b>Poverty rate (%)</b>
People in poverty	13,400,000	20
Children in poverty	3,900,000	27
Working-age adults in poverty	7,900,000	20
Pensioners in poverty	1,700,000	15
Single pensioners in poverty	900,000	20
Couple pensioners in poverty	800,000	11
Single working-age adults in poverty, no children	2,800,000	23
Working-age adults in a couple in poverty, no children	1,900,000	14
Working-age lone parents in poverty	700,000	38
Working-age parents in poverty in couple families	2,500,000	20
Children in poverty in lone-parent families	1,200,000	39
Children in poverty in couple families	2,700,000	24

**Source:** [UK Poverty 2023: The essential guide to understanding poverty in the UK | JRF](#)

This page is intentionally left blank

# Equality Impact Assessment

## Introductory Information

**Budget/Project name**

Household Support Fund

**Proposal type**

- Budget
- Project

**Decision Type**

- Cabinet
- Cabinet Committee (e.g. Cabinet Highways Committee)
- Leader
- Individual Cabinet Member
- Executive Director/Director
- Officer Decisions (Non-Key)
- Council (e.g. Budget and Housing Revenue Account)
- Regulatory Committees (e.g. Licensing Committee)

**Lead Cabinet Member**

Tom Hunt

**Entered on Q Tier**

- Yes
- No

**Year(s)**

- 21/22
- 23/23
- 23/24
- 24/25
- other

**EIA date: 28/09/21, updated 01/03/2023, 26/06/2023**

**EIA Lead**

- Adele Robinson
- Annemarie Johnston
- Bashir Khan
- Beverley Law
- Ed Sexton
- Louise Nunn
- 
- 

**Person filling in this EIA form**

Alex Westran

**Lead Director for Project**

Ajman Ali

**Lead Equality Objective**

- |   |   |   |   |
|---|---|---|---|
| <input type="radio"/> Understanding Communities | <input type="radio"/> Workforce Diversity | <input type="radio"/> Leading the city in celebrating & promoting inclusion | <input checked="" type="radio"/> Break the cycle and improve life chances |
|---|---|---|---|

**Portfolio, Service and Team**

## Cross-Portfolio

Yes  No

## Portfolio

Neighbourhoods

Is the EIA joint with another organisation (e.g. NHS)?

Yes  No

## Brief aim(s) of the proposal and the outcome(s) you want to achieve

The aim of the proposal is to use the Household Support Fund to support vulnerable people who are experiencing hardship. We want to ensure that the fund goes to those most in need and that the distribution of the fund helps alleviate the impact of the cost-of-living crisis for those who are affected by inequalities. This EIA has been completed in conjunction with a Cost-of-living cohort analysis which has looked at which groups and communities are disproportionately impacted by the cost of living crisis, where support is already being received and which groups are not receiving enough support.

## Impact

Under the [Public Sector Equality Duty](#) we have to pay due regard to the need to:

- eliminate discrimination, harassment and victimisation
- advance equality of opportunity
- foster good relations

More information is available on the [Council website](#) including the [Community Knowledge Profiles](#).

Note the EIA should describe impact before any action/mitigation. If there are both negatives and positives, please outline these – positives will be part of any mitigation. The action plan should detail any mitigation.

## Overview

### **Briefly describe how the proposal helps to meet the Public Sector Duty outlined above**

The objective of the Household Support Fund (HSF) is to provide support to vulnerable households who most need it through the cost-of-living crisis. It aims to assist households via small grants to meet daily needs such as food, clothing, and utilities.

The nature of the Covid-19 virus and latterly the cost-of-living crisis has not been felt evenly across all communities and what we have seen is there is a strong relationship between socio-economic disadvantage and health inequality which will be further compounded by the economic outfall as the cost-of-living crisis impacts.

During the delivery of the HSF and the cost-of-living crisis generally so far, we have collected data and consulted with community leaders to understand the scale of the impact of the crisis on different groups. Our understanding from the response phase supporting communities in Sheffield is that the people who were already classed as disadvantaged before this crisis are growing more disadvantaged, and that more people will be falling into vulnerability due to stagnant wages, lower employment levels, then compounded by rising costs for energy, food and essentials.

Analysis of HSF spend between October 2021 through to January 2023 demonstrates this, with 33% of spend going towards supporting individuals with energy and water costs, and a further 17% towards food (excluding Free School Meals cohort food voucher funding, which represented 28% of spend at this point). With continued inflation, it is anticipated that need in these areas is only likely to increase.

Supporting people financially when they experience a crisis is a key component to preventing further hardship that they may be unable to recover from if help is not provided. We recognise that groups in our communities who are already more affected by inequalities are more likely to need financial support, we are using the

data that we collect and the insight gained from consultation to ensure that our support is directed towards those who need it most. We are also using census data, national research and analysis, DWP data and data from other Council services such as Council Tax and Benefits to assess which groups are disproportionately impacted and which groups are in most need of support through the HSF and connected processes.

Equality implications will be monitored against awards made and will be considered as part of the ongoing delivery of the scheme and will be coordinated by the Cost-of-living strategy groups (Strategic, Tactical and Operational).

Communication with groups that are identified as needing additional support in raising awareness of the scheme and help to apply will be targeted, support to help those groups apply will be mainly facilitated by the Trusted Assessor process, but also using translation services on the community helpline and by in person sessions in communities, as well as comms campaigns and through engagement with community and voluntary sector partners.

Data and consultation insight will also help us decide where targeted awards should be made. Targeted awards will be made where we can determine that particular groups have not already received energy support or where we can determine that certain cohorts are not accessing the HSF in the levels expected in comparison to population levels and deprivation levels.

Please see the [attached link](#) to view the background paper relating to the cohort analysis

See supporting demographic information via the JSNA and Community Knowledge Profiles.

<http://www.sheffield.gov.uk/home/your-city-council/community-knowledge-profiles.html>

## Impacts

### Proposal has an impact on

<input checked="" type="radio"/> Health	
<input checked="" type="radio"/> Age	<input checked="" type="radio"/> Carers
<input checked="" type="radio"/> Disability	<input checked="" type="radio"/> Voluntary/Community & Faith Sectors
<input type="radio"/> Pregnancy/Maternity	<input type="radio"/> Cohesion
<input checked="" type="radio"/> Race	<input checked="" type="radio"/> Partners
<input checked="" type="radio"/> Religion/Belief	<input checked="" type="radio"/> Poverty & Financial Inclusion
<input checked="" type="radio"/> Sex	<input type="radio"/> Armed Forces
	<input type="radio"/> Other

Give details in sections below.

## Health

**Does the Proposal have a significant impact on health and well-being (including effects on the wider determinants of health)?**

Yes *if Yes, complete section below*

### Staff

Yes

### Impact

Positive  Neutral  Negative

### Level

None  Low  Medium  High

**Details of impact**

People with disabilities are more vulnerable to rising costs of essentials than many other groups, because energy and food make up a greater share of their budgets, partly because of additional needs caused by their health problems. Those in work are also more likely to be in low-income roles. Disabled people are almost three times as likely to live in material deprivation than the rest of the population (Resolution Foundation). Around 41% of disabled adults said they couldn't afford to keep their homes warm, as opposed to 23% of the rest of the population (Resolution Foundation). This year, Citizen's Advice supported a record number of disabled people with cost-of-living issues, with people who are permanently sick or disabled being the most common occupational group to be assisted with crisis support (Citizens Advice Cost of Living Dashboard). Disability Sheffield also report that they expect to see a delayed impact of cost-of-living on disabled people, potentially due to the reduction in the general cost-of-living support provided to households, as well as the cumulative effect of ongoing high food and energy costs.

The proposal that will be taken to S&R committee sets out changes to the application process for HSF that will remove the evidence burden for those suffering from long term health conditions who are registered disabled. Applicants who meet this criteria and who are in receipt of means tested benefits will automatically receive an award and will not be required to provide evidence of their hardship.

Staff and customers are able to access the HSF fund if they meet the eligibility criteria.

**Customers**

Yes

**Impact**

Positive

Neutral

Negative

**Level**

None

Low

Medium

High

**Details of impact**

Same as staff - See above

**Comprehensive Health Impact Assessment being completed**

Yes  No

*Please attach health impact assessment as a supporting document below.*

**Public Health Leads has signed off the health impact(s) of this EIA**

Yes  No

**Health Lead**



## Age

### Staff

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

Overall, poverty rates for individuals aged 16-24 are higher than for those in some higher age brackets (20% for 16-24s, as opposed to 17% for 25-29s and 18% for 30-34s - JRF). However, again, within this, there are specific groups of concern – notably single people under 25 who are living independently. Young people tend to have lower levels of earning, fewer savings and be more likely to rent, rather than own their property, with those in private rented accommodation being particularly hard-hit by increased rents. Young people are also entitled to significantly less from benefits than older people. For example, the monthly standard allowance for Universal Credit for single people under 25 is £292.11, as opposed to £368.74 for single people aged 25 and upwards. Local Housing Allowance, the figure that governs the rent that can be covered by Housing Benefit/the housing element of Universal Credit for individuals in private-rented accommodation, is also lower for single people under 35 – as this is based around the costs of a renting a room in a shared property. Rates have also been frozen since April 2020, reducing the amount payable yet further. Private-rented property is also often the primary option for single people young people, who often have limited access to social housing.

The proposals set out in the form 2 provide enhanced awards for people who fall into this category, awards will also be provided without the requirement to provide evidence of hardship if the applicant is in receipt of a means tested benefit.

### Customers

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

Same as staff – See above

**Disability - See health**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

**Customers**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

**Pregnancy/Maternity - Not applicable**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

**Customers**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

## Race

### Staff

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

Nationally, [JRF](#) findings suggest there are huge variations in poverty rate by ethnicity. For example, around half of all people in households headed by someone of Bangladeshi ethnicity were in poverty in 2020/21, with rates for people in households headed by someone of Pakistani or Black ethnicity also having very high poverty rates of more than 4 in 10, more than twice the rate of people in households headed by someone of white ethnicity. A Resolution Foundation [report](#) shows very recent polling evidence that people from diverse communities are more likely to be skipping meals compared to those from white households. This disparity between communities reflects inequalities that were also evident during the pandemic. We know from conversations with different communities throughout cost-of-living response and pandemic, that access to key information and support, and lack of trust can make it harder for people in to access support they are entitled to. There is ongoing work with communities to co-develop messages in languages and formats that are more accessible to them, and work with trusted assessors within community organisations to improve access to HSF and other hardship support.

The diverse communities cohort includes asylum seekers, a group that we know can be often be in hardship, relying on asylum support payments of around £40 per week to meet day to day living costs. We have not considered this group in detail here, as Household Support Fund guidance currently restricts payments to any people without recourse to public funds, including asylum seekers, to individuals with needs beyond destitution, for example where there is a community care need, or a child's wellbeing is at-risk. Access to the scheme is therefore provided by referrals through from Social Care teams internally.

### Customers

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

See above

**Religion/Belief – Not applicable**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None     Low     Medium     High

**Details of impact**

**Customers**

Yes     No

**Impact**

Positive     Neutral     Negative

**Level**

None     Low     Medium     High

**Details of impact**

**Sex**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None     Low     Medium     High

**Details of impact**

Although the Cohort Analysis has not specifically focussed on sex as an area that creates inequalities in the sense of financial hardship and poverty, within other areas of the cohort analysis there were key findings that related to sex. For example single parent families are more likely to experience hardship and those families and this can disproportionately affect woman.

Also people living independently and people who are under 25 and live independently, these households are most likely to be male, meaning in this group, males are disproportionately impacted.

Both of the above cohorts will be targeted for enhanced payments and the removal the burden to evidence hardship when in receipt of means tested benefits.

**Customers**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

- None  Low  Medium  High

**Details of impact**

See above

**Sexual Orientation – Not applicable**

**Staff**

- Yes  No

**Impact**

- Positive  Neutral  Negative

**Level**

- None  Low  Medium  High

**Details of impact**

**Customers**

- Yes  No

**Impact**

- Positive  Neutral  Negative

**Level**

- None  Low  Medium  High

**Details of impact**

**Transgender – Not applicable**

**Staff**

- Yes  No

**Impact**

- Positive  Neutral  Negative

**Level**

- None  Low  Medium  High

**Details of impact**

**Customers**

- Yes  No

**Impact**

- Positive  Neutral  Negative

**Level**

- None     Low     Medium     High

**Details of impact****Carers****Staff**

- Yes     No

**Impact**

- Positive     Neutral     Negative

**Level**

- None     Low     Medium     High

**Details of impact**

Unpaid carers are likely to be disproportionately impacted by cost-of-living issues. [JRF](#) report that carers are more likely to be in poverty than those without (29% compared with 20%), with 34% of households in receipt of Carer's Allowance being in poverty. [Office for National Statistics](#) report that people who were economically inactive for reasons other than being retired, such as those who are studying or have caring responsibilities, were more likely to have run out of food and be unable to buy more, and to be unable to keep their homes warm, than other groups.

Many carers live with an individual with a disability or long-term health condition, who themselves are more likely to be impacted by cost-of-living issues, something that is considered further below. Carers are also often less likely to be able to work, thereby restricting their ability to increase their income. Anecdotally, the Voluntary Sector Liaison Team also report that many carers do not claim Carer's Allowance, due to the potential impact of this on the benefits of the person that they care for. Many people also do not recognise themselves as carers and this is an important consideration when considering how to target support at this group.

Those in receipt of carers allowance will be provided with an enhanced award via the HSF, also, where an unpaid carer is also in receipt of other means tested benefits, the applicant will no longer be required to evidence hardship.

**Customers**

- Yes     No

**Impact**

- Positive     Neutral     Negative

**Level**

- None     Low     Medium     High

**Details of impact**

See above

## Voluntary/Community & Faith Sectors

### Staff

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

Those processing applications to the HSF are supported by the CVFS by receiving applications from organisations who are supporting their clients, this means it is easier for staff members to make a decision and to ensure that support is going to those who need it the most.

### Customers

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

The cohort analysis and previous development of the HSF scheme and trusted assessor process has highlighted that the Voluntary/Community & Faith Sectors are key partners when it comes to increasing uptake of the Household Support fund, by supporting their clients to make applications and also by engagement with their communities and the distribution of comms messages.

There are over 40 trusted assessors from this sector, the cohort analysis has helped highlight where there are organisations in particular communities that we need to focus engagement work and comms messages, to allow us to increase scheme uptake in communities that are likely to need more support.

## Cohesion – Not applicable

### Staff

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

### Details of impact

### Customers

Yes

No

### Impact

Positive

Neutral

Negative

### Level

None

Low

Medium

High

**Details of impact**

**Partners – Not applicable**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

**Customers**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

**Poverty & Financial Inclusion**

**Staff**

Yes       No

**Impact**

Positive     Neutral     Negative

**Level**

None       Low       Medium       High

**Details of impact**

Staff will be targeted with internal comms around the support available if they are impacted by the cost of living, and also with comms and toolkits to assist customers who may need to be provided with support to tackle poverty and improve financial inclusion.

**Customers**

Yes       No

**Impact**

Positive     Neutral     Negative



**Level**

- None     Low     Medium     High

**Details of impact**

The Cohort Analysis has focused entirely on how cohorts and communities are disproportionately impacted by matters relating to poverty and financial inclusion. The form 2 proposals are designed to ensure that those who are most likely to experience poverty or less likely to be able to access support when it is needed, as highlighted by the cohort analysis, are given enhanced awards or are provided with support to apply, alongside targeted engagement and making it easier to apply and receive an award.

**Armed Forces – Not applicable**

**Staff**

- Yes     No

**Impact**

- Positive     Neutral     Negative

**Level**

- None     Low     Medium     High

**Details of impact**

**Customers**

- Yes     No

**Impact**

- Positive     Neutral     Negative

**Level**

- None     Low     Medium     High

**Details of impact**

**Other**

**Staff**

- Yes     No

*Please specify*

**Impact**

- Positive     Neutral     Negative

**Level**

- None     Low     Medium     High

## Details of impact

### Customers

Yes  No

*Please specify*

### Impact

Positive  Neutral  Negative

### Level

None  Low  Medium  High

## Details of impact

## Cumulative Impact

### Proposal has a cumulative impact

Yes  No

<input type="radio"/> Year on Year	<input checked="" type="radio"/> Across a Community of Identity/Interest
<input type="radio"/> Geographical Area	<input type="radio"/> Other

*If yes, details of impact*

Some communities will be more impacted by multiple factors affecting socio-economic disadvantage. Data showing multiple indices of deprivation will be used to target awards and engagement where disadvantage is identified. Those who receive an award from the HSF who are impacted by more than one factor may receive multiple enhancements to their award and may receive an automatic award. So cumulative impact is acknowledged in the payment calculation.

### Proposal has geographical impact across Sheffield

Yes  No

*If Yes, details of geographical impact across Sheffield*

Certain geographical areas will be more impacted by multiple factors affecting socio-economic disadvantage. The cohort analysis has highlighted these areas and engagement and communications are being targeted to these areas.

### Local Area Committee Area(s) impacted

All  Specific

*If Specific, name of Local Partnership Area(s) impacted*

## Action Plan and Supporting Evidence

### Action Plan

Targeted awards, engagement and communications campaigns to be carried out as an ongoing piece of work, to be taken forward by the Cost-of-living Support Hub.

**Supporting Evidence** (Please detail all your evidence used to support the EIA)

Please see [Cohort Analysis](#)

## Consultation

**Consultation required**

- Yes  No

**If consultation is not required please state why**

**Are Staff who may be affected by these proposals aware of them**

- Yes  No

**Are Customers who may be affected by these proposals aware of them**

- Yes  No

**If you have said no to either please say why**

Part of the work to raise awareness of the Household Support Fund has identified that not everyone who is eligible is aware that they are eligible. Cohort data as helped us to identify those who may struggle to access the fund or who may be more impacted by socio-economic disadvantage. Engagement and communications campaigns are being targeted where disadvantage is identified.

## Summary of overall impact

**Summary of overall impact**

Medium impact

**Summary of evidence**

Cost-of-living dashboard and community helpline dashboard data. [Cohort Analysis](#)

**Changes made as a result of the EIA**

Targeted comms, engagement and support to apply. Enhanced awards dependent on cohort, and the removal of the requirement to provide evidence of hardship if you are part of a disproportionately impacted cohort.

## Escalation plan

**Is there a high impact in any area?**

Yes  No

**Overall risk rating after any mitigations have been put in place**

High  Medium  Low  None

## Sign Off

**EIAs must be agreed and signed off by the equality lead in your Portfolio or corporately. Has this been signed off?**

Yes  No

Date agreed

DD/MM/YYYY

Review Date

DD/MM/YYYY



## Report to Policy Committee

**Author/Lead Officer of Report:** Jessica Wilson

**Tel:** 0114 2057567

**Report of:** *Director of Public Health*

**Report to:** *Strategy and Resources Committee*

**Date of Decision:** *12 July 2023*

**Subject:** *Sheffield Food Strategy and future commissioning model for improving diet/obesity prevention 2024-2029*

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? 2212				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
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:

The purpose of this report is to provide an overview of and seek approval for 'Fairer, Healthier, Greener' the proposed new Food Strategy for Sheffield. The report invites member input on areas of the Food Strategy that should be prioritised by Sheffield City Council (the Council) during its implementation in order to maximise its contribution to corporate goals including Net Zero, better health and reducing inequalities.

This report also provides an overview of the proposed new commissioning model for improving diet and preventing obesity 2024-29 which forms an integral part of the new Food Strategy's implementation.

This report also then outlines and seeks approval for the recommended initiatives that will be supported by the annual investment proposed of £658k per year for 5 years (£3.29m in total) from the Public Health grant allocation.

**Recommendations:**

It is recommended that the Strategy and Resources Committee:

1. Approve the food strategy 'Fairer, Healthier, Greener: A Food Strategy for Sheffield'.
2. Commit to developing policy regarding food served in council owned spaces so that it reflects the aspirations set out in 'Fairer, Healthier, Greener'.
3. Acknowledges the Council's commitment to working with local communities and partners to identify spaces where sustainable food production and provision can be accommodated.
4. Approve the 'improving diet, preventing obesity proposed commissioning model 2024-29'.
5. Approve the allocation of £658,000 per year, for the next 5 years, (£3.29m in total) as outlined in this report.
6. Approve the commissioning of the Tier 2 child and adult weight management contract, as outlined in this report.

**Background Papers:**

*Fairer, Healthier, Greener: A Food Strategy for Sheffield*

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>Anna Beeby and Adam Elwis</i>
		Legal: <i>Gemma Beecroft</i>
		Equalities & Consultation: <i>Ed Sexton</i>
		Climate: NA
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>SLB member who approved submission:</b>	<i>Greg Fell</i>
3	<b>Committee Chair consulted:</b>	<i>Cllr Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> Jessica Wilson	<b>Job Title:</b> Health Improvement Principal
	<b>Date:</b> 3 <sup>rd</sup> July 2023	

## 1. PROPOSAL

This proposal is for a new Food Strategy for Sheffield. This cross-cutting strategy will support the Council's strategic goals including Net Zero, healthy lives, tackling inequalities and providing support through the cost-of-living crisis. A future commissioning model to support the strategy is also proposed. The proposal is to maintain annual investment at the current level of £658k per year for 5 years.

### 1.1 FOOD STRATEGY

#### 1.2 Why we need a Food Strategy

1.3 Food is central to survival and good health; it also connects us to one another and the land beneath our feet. The food sector provides thousands of jobs in the city, as well as many pathways through education. At the same time, food is the second largest contributor to greenhouse gas emissions and significantly impacts the environment.

1.4 The current food system in Sheffield (and across the UK) does not

support human or planetary health and lacks resilience. If we are going to safeguard our food supply for the long term, we urgently need to change the way we grow, cook, eat and dispose of our food.

- 1.5 Three key challenges which must be addressed in order to improve health, increase social justice, achieve Net Zero and protect nature are:
- 1.6 **Many people in Sheffield can't afford a nutritious diet.** Food poverty is a key issue for the Cost-of-Living emergency response and the Tackling Poverty Strategy. It drives health inequalities and is a social justice issue that affects the ability of communities to be healthy and happy. Healthier food is more expensive per calorie than less healthy food. It is not ignorance or the inability to cook that is the root cause of poor diet and the associated health conditions, it is poverty.
- 1.7 **Processed food harms health and planet but is cheap, abundant, and heavily marketed.** Our food choices are heavily influenced by what's available. Commercial influence is the main driver of consumption (not free choice or personal responsibility). Economically disadvantaged communities are most affected by poor food environment, and this drives health inequalities. We must therefore use all of the levers we have at local level to combat harmful commercial influence and to create healthier food environments.
- 1.8 **Our food system lacks resilience, harms the planet and could better support the local economy.** Recent food price inflation (which is heavily linked to climate change) highlights the lack of resilience in the UK's food system. This is affecting people's ability to afford and access food now and the risk of future shocks will persist without mitigating action. Taking steps to support a more localised and sustainable food system will build resilience and will also support city aspirations for Net Zero and inclusive economic development.
- 1.9 A National Food Strategy was published in 2021. This government-commissioned independent review of the food system was a robust analysis of the UK food system. It covers health and inequalities, food security, climate change, biodiversity loss, land use, and trade. It is broadly accepted that implementing the 14 recommendations made by the National Food Strategy would make a substantial contribution to restoring food related human and planetary health.
- 1.10 The Council are proactively addressing the National Food Strategy's goals to create a food system that:
  - Makes us well instead of sick.
  - Is resilient to withstand global shocks.
  - Helps to restore nature and halt climate change.
  - Meets the standards the public expect on health, environment, and animal welfare.
- 1.11 **Why focus on food rather than obesity?** Many areas choose to



develop strategies primarily aimed at preventing overweight and obesity. Sheffield has a Food Strategy rather than an obesity prevention strategy because A) Overweight and obesity are conditions that are contributed to by modifiable health behaviours, predominately the food we eat and so that is where the focus should be; B) A healthy, well-balanced diet brings a range of health and wellbeing benefits for those of all body sizes. Food also contributes to a wider set of goals e.g. Net Zero, nature recovery, social justice and strong local economy.

1.12 **Overview of Fairer, Healthier, Greener – A Food Strategy for Sheffield**

1.13 Fairer, Healthier, Greener: A Food Strategy for Sheffield sets out how the Council and partners can take a whole systems approach to creating a local food system that is fair, resilient, supports health, restores nature and contributes to Net Zero.

1.14 The strategy sets out aspirations for a Sheffield that is:

**Fairer** - Everyone has access to safe, affordable, nutritious food that meets their cultural needs.

**Healthier** - The food system actively promotes better physical, social and emotional wellbeing.

**Greener** - Food is produced and distributed in a way that restores nature and contributes to Net Zero.

1.15 The Strategy focuses on the levers that the Council and partners can use to bring about system change. For example, through the food we purchase at scale or that is sold within our venues; through helping people to take up food related benefits such as free school meals or the Holiday Activities and Food Programme; or by working in partnership with community food initiatives that share our aims.

1.16 Priorities for action are set out under three themes that link back to the challenges outlined earlier in this report:

- **Implement the Food Access Plan so people can afford nutritious food:** The Food Access Plan has been approved by the Council's Strategy & Resources committee. It continues to be developed and implemented and connects to the citywide cost-of-living emergency response.
- **Create environments where healthier and more sustainable food choices are accessible and abundant.**
- **Feed tomorrow as well as today - increase the sustainability and resilience of our food system.**

1.17 The strategy is broad in scope and sets out a number of areas where the Council could develop food policy. Feedback from members is sought regarding where they would prioritise further policy development. It is specifically recommended that development of a

healthy and sustainable policy for food that is sold and served in council owned venues and spaces is prioritised. It is also specifically recommended that the Council commits to working with local communities and partners to identify spaces where sustainable food production and provision can be accommodated. Both commitments have the potential to bring wide ranging impacts, contributing to better health, Net Zero and local economic development.

1.18 **IMPROVING DIET AND OBESITY PREVENTION COMMISSIONING MODEL 2024-2029**

1.19 The current obesity prevention commissioning model and related contracts come to the end of their natural terms between April 2024 and September 2024. It is proposed that as current contracts come to an end a new model is implemented that aligns with the new Food Strategy and takes account of; learning from current initiatives; the latest evidence; service user feedback; and the changing delivery context (particularly post Covid and during the cost-of-living crisis).

1.20 In 2018 Cabinet approved funding of £658k per year from the Public Health Grant for initiatives that support improved nutrition and obesity prevention. Current spend is £648k per year (reflecting weight management support coming under budget following a procurement exercise). It is proposed that investment is increased back to £658k per year. It should be noted that due to inflationary pressures this modest increase in investment reflects real terms cuts to services and this may impact outcomes.

1.21 **Current improving diet and obesity prevention commissioning model**

1.22 The current commissioning model (2019-2024) sought to strike a balance between population level interventions and interventions that support individuals to make healthier choices. Interventions address the known influences on food choices and the evidence base on effective ways to change dietary behaviours on a large scale. They can be grouped under the following themes:

1.23 Theme 1: Improving food environments. This was implemented via the Eat Smart initiative delivered by Learn Sheffield that supports schools to implement a whole school approach to food. And the Healthy Early Years award scheme, delivered by the Council, supporting early years settings to develop health promoting environments. This settings-based approach reflects the evidence that a healthier food environment is key to supporting healthier food choices. A focus on schools and early years settings reflects a preventive, early intervention approach. Evidence shows that whole school/setting approaches to food can lead to an increased uptake of school meals, an increase in healthy eating behaviours, increased cooking and growing skills and more knowledge about nutrition.

- 1.24 Theme 2: Mass media and marketing campaigns. Mass media and social marketing campaigns using evidence-based techniques have the potential to change behaviour on a large scale thus making them cost effective. There are examples of successful campaigns that have been used to reduce sugary drinks consumption. The Sheffield is Sweet Enough brand was developed to raise the profile of actions that are being taken citywide to improve food environments and to engage wider stakeholders including businesses and local residents.
- 1.25 Theme 3: Increasing access to healthy food for those experiencing food poverty. The ability to afford nutritious food is one of the greatest barriers to accessing a healthy diet being faced by households on low incomes. Most recently work has focussed on the provision of School Holiday Hunger “Healthy Holidays” programmes, ensuring a level of provision across all school holiday periods – the Department for Education funded Holiday Activities and Food Programme can only be delivered during Easter, summer and Christmas school holidays. There was also an additional £200k made available during 22/23 to support the implementation of the Food Access Plan.
- 1.26 Theme 4: Support individuals to improve their diet and achieve/maintain a healthy weight. Weight management and healthy lifestyle support is provided for adults, school age children and parents with very young children. Support is targeted towards those living in areas of deprivation or from underserved communities. Training for frontline staff is provided as part of this offer to ensure the workforce are equipped to deliver compassionate and supportive brief interventions to those who have overweight or obesity.
- 1.27 Current funding and contract arrangements are outlined below and in section 4, table 3.
- 1.28 Table 1

Initiative	Theme supported	Annual spend	Provider and funding mechanism	Contract end date
Start Well and Healthy Early Years - Support for Early Years settings to adopt healthy early years standards, deliver training to early years staff and deliver Start Well family programmes	1 and 4	£50k*	Council – internal service level agreement	NA
Tier 2 child and adult weight management and delivery of Brief Intervention training	4	£290k	Zest – contract awarded following open tender	March 2024
Whole School Approach to Food (Eat Smart)	1	£123k	Learn Sheffield – contract via	August 2024

			direct award	
Mass media and marketing (Sheffield is Sweet Enough)	2	£75k	The Foundry - contract awarded following open tender	June 2024
Food Poverty initiatives / Food Access Plan	3	£100k	Multiple community organisations - grant	various, all during 2023
Unallocated – historic underspend from the Start Well initiative, currently used to support Food Access Plan and ShefFood partnership coordination	3	£10k	various	NA
		<b>£648k</b>		

\*£32,000 of this supports a 2 year pilot role linking Start Well, the 0-9 service and the family hubs work

## 1.29 **Health trends and impact of current initiatives**

- 1.30 Rates of overweight and obesity in reception and year 6 are relatively stable. 23.2% of children in reception in Sheffield were overweight or very overweight in 2021/22 (similar to national average) rising to 39.6% by year 6 (statistically worse than the national average). Trends within Sheffield have seen inequalities between the most and least deprived 10% of children widening which is a worrying trend.
- 1.31 Rates of overweight and obesity in adults in Sheffield have been relatively stable but declined slightly to 60.4% in 2021/22 (statistically lower than national average).
- 1.32 Only 30.5% of adults in Sheffield report consuming the recommended 5 portions of fruit and veg a day in 2021/22 (statistically lower than national average)
- 1.33 The causes of poor diet, overweight and obesity are complex and wide ranging. It is therefore difficult to evaluate the effectiveness of local services by looking at changes in levels of overweight and obesity or in dietary habits. External factors such as the impact of the pandemic, the cost-of-living-crisis and a lack of national regulation that would support our local efforts are likely to have a greater impact than local initiatives. This doesn't mean that local initiatives aren't making a difference and it is difficult to tell what the situation would be without their mitigating impact.
- 1.34 Examples of the impact and reach of existing local initiatives to improve diet and reduce obesity are:
- 336 family and 2479 adult referrals to weight management support (2022/23)

- 176 front line staff trained in conducting compassionate brief interventions about weight (2022/23)
- 70 local schools have enrolled for the Food For Life award (of these 13 have achieved Bronze Award and one school has achieved Silver)
- 115 families were supported by the Start Well early years programme and 43 new early years settings attended Healthy Early Years training and met or maintained Healthy Early Years Standards (2022/23).
- Food Access plan delivered additional advice in reach to food banks, creation of food store, over 20 additional Food Works partner hubs, established partnership working via Food Ladders network

### **Gap analysis**

- 1.35 The following areas of work have been identified as gaps in capacity/focus locally based on the core elements of a whole systems approach to obesity/healthy diet.
- 1.36 Food environment and food retail: Fairer, Healthier, Greener prioritises improving people’s physical access to nutritious food and protecting people from harmful commercial influences on diet. There are a number of policy levers and strategic influences that the Council can use to achieve this objective, for example developing a modern advertising and sponsorships policy, placing controls on new fast-food outlets opening near to secondary schools, and making healthier food a requirement in contracts and leases for venues that serve food. We are also supporting key settings – early years and schools, to have the best possible food environment. However, the majority of commercial food outlets will fall outside of our influence. Promised government restrictions such as those on product placement and promotions have largely been delayed or are only applied to the largest employers. An area of work that could be developed is voluntary schemes with food businesses and wholesalers to explore ways to make healthier choices easier and more accessible to customers without impacting on overall profitability. This work could be focussed in areas of deprivation and near to secondary schools to have maximum impact on prevention and inequality.
- 1.37 Targeted weight management support: Utilising additional NHS funding made available in 2021/22 we were able to pilot a different approach to delivering weight management support that prioritised underserved communities. The result of this was improved uptake and outcomes amongst these groups plus additional expertise and capacity relating to nutrition and weight being developed in local community organisations. It is proposed that the new weight management service model for adults builds on this learning. It is also recommended that the children and families aspect of weight management support aligns closely with Family Hubs and the broader 0-19 offer in order to support families holistic needs.
- 1.38 Policy capacity: A large focus of Fairer, Healthier, Greener is on developing and utilising the public sector’s influence to create a healthier and more sustainable food system, which will in turn have population-

wide benefits. This work will require additional staffing capacity to develop policy and to work alongside relevant stakeholders. Funding from the improved nutrition and obesity prevention budget could be allocated to support this activity.

**1.39 Proposed commissioning model 2024-2029**

1.40 It is proposed that the broad areas of activity remain largely the same as at present. They continue to reflect the evidence base and the priorities of the new food strategy Fairer, Healthier, Greener.

1.41 However, the gap analysis highlights where the objectives of Fairer, Healthier, Greener could be more fully addressed by slight changes in emphasis. There are also inflationary cost pressures that affect some initiatives more than others, particularly front-line services. For these reasons adjustments to funding are proposed in table 2.

1.42 Proposed areas of investment under the new improving nutrition and obesity prevention commissioning model are outlined in the table below.

1.43 Table 2: Proposed funding allocations, new commissioning model

Initiative	Theme supported	Annual value	Funding method	Comments
Start Well - Support for Early Years settings to adopt healthy early years standards, deliver training to early years staff and deliver Start Well family programmes	1 and 4	£50k, possibly reducing to £18k from 25/26*	Council	Continue to deliver within the Council, ensure close alignment to family hubs and 0-19 service
Tier 2 child and adult weight management and delivery of Brief Intervention training	4	£390k	External contract	There will be a requirement for the lead provider to subcontract with community organisations
Whole School Approaches to Food/ schools focussed initiatives	1	£100k	TBC	Efficiencies and reprioritisation will enable budget reduction
Implementation of Food Access Plan (food poverty initiatives)	3	£100k	Grants	Continuation of existing schemes including Healthy Holidays, collaborative food sourcing and affordable food clubs

Contribution to ShefFood coordinator post	1 and 3	£10k	Grant	Role supports food policy development in relation to growing, food poverty and local food economy.
unallocated	-	£8k in 24/25, possibly increasing to £40k from 25/26*		A review of the Sheffield is Sweet Enough campaign and options appraisal will inform a future decision regarding the use of this funding
		<b>£658k</b>		

\*Pending evaluation of 2 year Family Hub pilot role

- 1.44 Ongoing evaluation, stakeholder consultation and market testing will be undertaken as required to determine the scope and delivery model of each intervention. Additional decisions regarding specific initiatives will be sought as necessary, following the scheme of delegation.
- 1.45 **Rationale for new commissioning model and summary of proposed changes**
- 1.46 Increase in weight management funding by £100k per year  
The cost of delivering this type of intervention has increased in the last 5 years due to inflation and that is reflected in the increased funding allocation.
- 1.47 Learning from the service evaluation and public consultation shows that a multi provider approach will support better engagement from underserved communities. This should improve outcomes and impact positively on inequalities but carries additional management requirements. A competitive tender process will provide assurance of quality and value for money.
- 1.48 Reduction in funding for the whole school approach to food/ schools focussed initiatives by £23k per year  
This work remains an important part of the commissioning model and food strategy. It focuses on prevention through its work in schools and also prioritises a systems approach including supporting improved food environment and culture in schools. These interventions are supported by the evidence base and align with the priorities in the new food strategy.
- 1.49 The required savings could be made in 2 ways:
- a) Simplify the contract requirements – currently the provider is asked to work with primary and secondary schools plus additional non-school settings. The new model could focus on schools with work to improve

food in other settings being led by the public health team within the Council in partnership with ShefFood (good food economy workstream)

- b) Develop a new funding agreement for the supporting resources. These are currently purchased from Food For Life via Learn Sheffield. The current suite of resources and support is not being fully utilised and therefore a new agreement could be negotiated that better reflects the needs of the project and the schools it serves.
- 1.50 The current contract with Learn Sheffield is in place until 31<sup>st</sup> August 2024. A service evaluation, stakeholder consultation and options appraisal will inform a new service model from September 2024. This report (12<sup>th</sup> July 2023) asks Strategy and Resources Committee to approve funding for this broad area of activity. Additional member consultation, and relevant decision-making processes will follow to inform the development of the service model from September 2024 onwards.
- 1.51 Pause in mass marketing and campaign activity pending evaluation and review  
The current contract for this work comes to a natural end in June 2024. The Council has the intellectual property for all campaign assets and can continue to use these after the contract end date. As this is not a front-line service there is no risk posed by a gap in delivery. If the campaign was to continue it would be on a reduced scale due to the proposed redistribution of funding to other initiatives (table 2). However, as many resources and assets were produced during the initial phase of the campaign, the requirement for new resources will be lower.
- 1.52 An evaluation of the impact of the campaign will be undertaken alongside an options appraisal that considers the gap analysis outlined in this paper. This will inform future recommendations regarding whether this campaign continues and in what form. Relevant decision-making processes will be followed at this stage.
- 1.53 Provide recurrent match funding for ShefFood coordinator role  
It is proposed that the Council makes a £10k recurrent contribution to this role. The partnership will also seek to bring in funding from additional sources (e.g. they have just secured synergy collaborative research funding) over the period of investment as part of their sustainability model, with the council contribution providing stability. The Council is part of the ShefFood steering group.
- 1.54 The ShefFood partnership is integral to the implementation of Fairer, Healthier, Greener and maintains cross-sector working groups delivering on food growing, local food economy, food and health, food poverty and creating a good food movement for Sheffield. It also adds much needed capacity to support local food policy development, one of the gaps identified by the gap analysis.
- 1.55 Maintain Start Well and Healthy Early Years programmes  
The delivery of these programmes is now embedded in the work of the



Council's Community Early Years Practitioners. Funding via the improving nutrition and obesity prevention programme supports the delivery of specific aspects of this programme in particular the Start Well Family programmes. Intervention in the early years is high priority and fits with the Great Start in Life Strategy and the development of Family Hubs. A 2 year pilot role with a focus on early years healthy weight is being funded partly by public health grant funding and partly by Family Hubs funding. After the initial period recommendations will be made regarding whether this dedicated role should continue or be incorporated into mainstream delivery.

1.56 Maintain funding for initiatives aligned to Food Access Plan

Food poverty remains high priority due to the cost-of-living crisis and rising costs of food, particularly nutritious food. Since the previous commissioning strategy was approved in 2018/19 the Council has developed its Food Access Plan which was approved by Strategy and Resources Committee in July 2022 and forms part of the cost-of-living emergency response. Ongoing funding will enable the Council to fund a range of initiatives that support the ongoing implementation of the Food Access Plan.

1.57 **Impact on Health Inequalities**

1.58 Poor diet and unhealthy weight are the biggest contributors to ill health and early death in our city. The health consequences of poor diet include increased risk of chronic diseases such as obesity, heart disease, diabetes, high blood pressure and cancer. The most deprived communities in the city are eating the least healthily and are more likely to experience the negative health consequences of this. For example:

- 1.59
- More than 1 in 5 Sheffield children were overweight or obese when they started school (age 4/5 years), this increases to more than 1 in 3 by the time they reach Year 6 (age 10/11 years). There is a strong social gradient in childhood obesity rates and the gap has been widening in Sheffield (OHID)
  - More than 2 in 5 Sheffield children experience tooth decay by age 5. Children in Sheffield are more than twice as likely to have teeth removed than the national average and rates are highest in areas of deprivation. (OHID)
  - 22% of adults in Sheffield were estimated to have experienced a degree of food insecurity in 2021 (Blake and Moretti, 2021). The poorest 10% of UK households would need to spend 74% of their disposable income on food to meet the Eatwell Guide costs. This is compared to only 6% of disposable income in the richest 10% (Food Foundation, 2022)
  - Five-year-olds in Britain are on average up to seven centimetres shorter than their equivalents in other wealthy nations, with poor diet being a major contributing factor.

1.60 By focussing predominantly on addressing affordability and availability of

nutritious food (rather than on individual behaviour change) the Food Strategy seeks to address the systemic causes of and therefore the systemic inequalities in diet related ill health.

- 1.61 The initiatives funded through the revised commissioning model will have a focus on reducing inequalities. For example, Eat Smart will target schools in the most deprived parts of the city and where child obesity levels are higher than average. Weight Management support will be located in areas of deprivation and community providers with reach into specific underserved communities will be engaged.
- 1.62 The Food Strategy also aims to reduce the climate impact of our local food system which will help the Council to achieve Net Zero. Climate change is a major contributing factor in recent food price inflation. If we don't play our part in tackling climate change these trends will continue to impact the poorest in society and widen inequalities.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

- 2.1 An effective Food Strategy and the initiatives that underpin it will support every Council Strategic goal.
- 2.2 Net Zero: The Food Strategy supports the Council's Net Zero goal by outlining ways that we can use our influence and assets to reduce the environmental impact of our food system e.g., household food waste collection, sustainable catering policies, supporting local food production. Alongside a reduction in carbon emissions, the environmental benefits of local food production include improvements in soil health, biodiversity, flood protection and urban temperature control.
- 2.3 Fair, inclusive and empowered communities; Reducing inequalities in access to food and reducing health inequalities that are driven by poor nutrition are key aims of the Food Strategy and the initiatives that will be commissioned to support its implementation. Initiatives will be developed with specific objectives to engage underserved communities.
- 2.4 Strong and connected neighbourhoods which people are happy to call home; The role of food as a tool for community development is a theme within the food strategy, in particular the work on tackling food poverty. Schemes such as social eating, community food growing initiatives and affordable food clubs all support connected neighbourhoods.
- 2.5 Tackling inequalities and supporting people through the cost-of-living crisis; The Food Access Plan forms part of the Food Strategy and focusses on improving financial access to food and supporting people through the cost-of-living crisis and beyond. Poor diet is a major cause of health inequalities, leading to ill-health and early death. In general, healthier foods tend to be more expensive than less healthy, calorie dense processed foods and are therefore less accessible to those on the

lowest incomes. Factors such as child and adult obesity, proportion of children and adults consuming 5-A-Day and child tooth decay are far more prevalent in lower socio-economic groups and sustain inequalities throughout the life course by impacting on wider determinants of health including school attainment and employment. This proposal aims to reduce inequalities caused by poor diet by investing most heavily in those areas and groups where the negative health impacts are greatest and by putting additional emphasis on structural changes that are known to have a positive impact on health inequalities.

- 2.6 Healthy Lives and Wellbeing for all; Poor diet is the leading cause of preventable ill health in the UK. The strategy and commissioning model aim to improve diet at population level and therefore reduce the negative health consequences associated with poor diet, including obesity.
- 2.7 Clean economic growth; The Food Strategy outlines a number of ways in which the Council and our partners can support a more localised and sustainable food system, creating jobs and growth in a way that does not harm people or planet.
- 2.8 Happy young people who have the start they need for the future they want; The Food Strategy and the initiatives that will be commissioned to support its implementation have a large focus on early intervention and on children and young people. Start Well, Healthy Early Years, Eat Smart and Children and Young People's weight management support are all aimed at this age group. Related programmes such as Holiday Activities and Food all contribute to a good start in life and reducing inequalities in opportunity.

### **3. HAS THERE BEEN ANY CONSULTATION?**

- 3.1 There is no statutory requirement to consult on this proposal. Discussions have taken place with a range of stakeholders during the development of the strategy and have informed the proposals. These include the Food and Obesity board partners and other key stakeholders.
- 3.2 Market testing has taken place to inform the re-commissioning of the Weight Management Services for Adults and Children. A public consultation has also been carried out regarding weight management support with targeted approaches to specific communities who are at risk of being underserved by services. Feedback from both exercises has been incorporated into our recommended approach and will be built into future service models.
- 3.3 Further consultation with key partners will take place as the specific initiatives set out the commissioning strategy are further developed. Service users will be engaged in the development of services/interventions and ongoing evaluations. Service user feedback is routinely incorporated into service Key Performance Indicators.

## 4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

### 4.1 Equality Implications

- 4.1.1 Food/diet is still the biggest preventable driver of disease, death and health inequalities. The new Food Strategy and commissioned services aim to positively impact this.
- 4.1.2 The EIA identifies many ways in which the strategy is intended to impact positively on different cohorts. People are expected to be impacted across almost all the categories assessed by the EIA:
- Protected characteristics – Age, Disability, Gender Reassignment, Pregnancy/Maternity, Race, Religion/Belief, Sex, Sexual Orientation
  - Other equality interests – Carers, Cohesion, Health, Partners, Poverty & Financial Inclusion, Voluntary/Community & Faith Sectors
- 4.1.3 Services and initiatives will continue to be tailored and targeted to those in high priority groups (as identified by the Health Needs Assessment and Equalities Impact Assessment) including:
- Food security: people living in areas of deprivation; BAME communities, women, single parent households, people living with disabilities; pregnant women, carers, LGBTQ community
  - Healthy weight and diet: people living with overweight or obesity; people living in areas of deprivation; pregnancy; early years, people living with disabilities, BAME groups
- 4.1.4 Specific measures that will positively impact on equalities are:
- Continue to implement upstream measures that improve our food environment including Food Access Plan (poverty)
  - Develop a community-based approach to delivering weight management services that reduces barriers to accessing the service and improve health outcomes (partners, VCFS, poverty, disability, race)
  - All services and place-based interventions will collect equalities monitoring data and will target areas of deprivation and BAME groups, with KPIs and contract monitoring used as tools to ensure equity of access (race, age, gender, poverty, disability)
  - Service specifications will set out that operators must have robust EDI policies and that staff are trained appropriately in the importance of health inequalities and equity, and services are culturally appropriate (race, disability, LGBTQ)
  - Public facing resources will be developed in a variety of languages with translation services and easy read formats where necessary. Appropriate services will also aim to employ local BAME organisations to do translation where possible to foster trust and familiarity for local populations (disability, race, poverty)
  - Focus on work early in the life course – (age)
  - Strengthen relationships with local stakeholders that predominantly work with SEN and disabilities (disabilities, cohesion, partners)

- The re-commissioned Tier 2 Weight Management Service will screen for Binge Eating Disorder, which is recognised as a serious mental health condition by DSM-5 (disability)
- We will continue working with local stakeholders to improve maternal pathways, and the new service specification for Adult Tier 2 Weight Management Services will include eligibility criteria for pregnant women, with the aim to support women with implementing healthy habits and behaviours (pregnancy)

## 4.2 Financial and Commercial Implications

### 4.2.1 Table 3: Current budget

<b>Budget 2023/2024</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Annual budget</b>
Weight management	£72,500	£72,500	£72,500	£72,500	£290,000
Eat Smart	£30,750	£30,750	£30,750	£30,750	£123,000
Start Well	£15,000	£15,000	£15,000	£15,000	£60,000
Sheffield is Sweet Enough	£18,750	£18,750	£18,750	£18,750	£75,000
Food Access Plan	£25,000	£25,000	£25,000	£25,000	£100,000
					<b>£648,000</b>

### 4.2.2 Table 4: Budget 2024-2025

<b>Budget 2024/25</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Annual budget</b>
Weight management	£97,500	£97,500	£97,500	£97,500	£390,000
Eat Smart*/ school focussed activity	£0	£8,333	£25,000	£25,000	£58,333
Start Well	£12,500	£12,500	£12,500	£12,500	£50,000
Sheffield is Sweet Enough	£18,750	£0	£0	£0	£18,750
Food Access Plan	£25,000	£25,000	£25,000	£25,000	£100,000
ShefFood coordinator	£10,000	£0	£0	£0	£10,000
Food environment, campaigns and internal policy work					£30,917
					<b>£658,000</b>

\*Apr-Aug funded through existing project underspend. New contract to commence 1<sup>st</sup> Sept 2024

### 4.2.3 Table 5: Budget 2025/2026, 2026/2027, 2027/2028 and 2028/2029

<b>Budget 2025/26</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Annual budget</b>
Weight management	£97,500	£97,500	£97,500	£97,500	£390,000

School focussed activity	£25,000	£25,000	£25,000	£25,000	£100,000
Start Well	£12,500	£12,500	£12,500	£12,500	£50,000*
Food Access Plan	£25,000	£25,000	£25,000	£25,000	£100,000
ShefFood coordinator	£10,000	£0	£0	£0	£10,000
Food environment, campaigns and internal policy work					£8,000*
					<b>£658,000</b>

\*Up to £32,000 Start well money may be reallocated to food environment, campaigns and internal policy work at the end of the 2 year Family Hub role pilot

4.2.4 The changes proposed require a further £10,000 to be sought from the Public Health grant allocation, which has sufficient funds to cover the increase. Committing to maintain investment in improved nutrition and obesity prevention demonstrates a strong commitment to these issues as two of the most serious public health challenges of the 21st century.

4.2.5 All procurement and contract award activity will be delivered via a procurement professional from Financial and Commercial Services. This will be in line with Contract Standing Orders and the Public Contracts Regulations 2015. The Weight Management tender will be a 5-year contract and we have already done market engagement activity which shows that there is a market for this service.

4.2.6 Existing external contracts end on the following dates:

- Weight management 31st March 2024
- Eat Smart (whole school approach to food) 31st August 2024
- Sheffield is Sweet Enough, 30th June 2024

4.2.7 The Council will not incur additional costs when these contracts end. Any new contract(s), grants or service level agreements will be monitored against agreed objectives or performance indicators to ensure value for money and effective use of the Public Health budget.

4.2.8 The Food Strategy has no direct financial implication beyond the commissioning model that is outlined in this report. A range of policy options are proposed by the Food Strategy. Where these have funding implications a business case will be developed, and the scheme of delegation will be followed to allow decisions to be taken on a case-by-case basis

### 4.3 Legal Implications

4.3.1 In accordance with Section 2B of the National Health Service Act 2006, *'each local authority must take such steps as it considers appropriate for improving the health of the people in its area'*.

4.3.2 Different steps detailed within the act are able to be taken to achieve this, this includes but is not limited to providing information and advice,

providing services or facilities designed to promote healthy living, providing financial incentives to encourage individuals to adopt healthier lifestyles and making available the services of any person or any facilities.

- 4.3.3 The Food Strategy and proposed commissioning model outlined in this report will support the Council in achieving this and improving the health of the people in Sheffield.
- 4.3.4 Any contracts proposed within this report must be procured and awarded in accordance with the Councils Contract Standing Orders and the Public Contracts Regulations 2015 (or any successor legislation).
- 4.3.5 Any grants that are proposed must be assessed in accordance with the Subsidy Control Act 2022.
- 4.3.6 The Council must comply with all applicable legislation and regulations including but not limited to UK GDPR, the Data Protection Act 2018, Equality Act 2010 and the Subsidy Control Act 2022.

#### 4.4 Climate Implications

- 4.4.1 An explicit aim of Fairer, Healthier, Greener is for the Council to use our influence and leadership to restore nature and halt climate change. The overall impact of the strategy is expected to be a reduction in CO<sub>2</sub>e emissions compared to before, helping the Council to achieve Net Zero. Fairer, Healthier, Greener is a high-level strategy and therefore tangible outputs are not yet known. Full CIA's will be undertaken for specific projects and initiatives as required as part of the strategy's implementation.
- 4.4.2 Strategy and Resources Committee are also asked to approve the 'Improving diet, preventing obesity proposed commissioning model 2024-29.' There are ways in which the Council can reduce the CO<sub>2</sub>e emissions of services that are commissioned through procurement and contract management processes. For example, bidders will be required to provide their carbon reduction strategy and examples of how this is being implemented.

#### 4.5 Other Implications NA

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

- 5.1 Renew the 2018 Food Strategy.  
The 2018 Food Strategy had a primary focus on nutrition. A motion was passed in 2021 which committed the Council to develop a new Food Strategy which a broader set of outcomes. The new Food Strategy also

better reflects the Council's Net Zero aspirations and has been updated to take account of the significant impact of the pandemic and subsequent cost of living crisis on people's ability to access nutritious food.

5.2 Re-commission or extend current contracts and initiatives at the current level of funding.

The broad approach to tackling poor diet and obesity is to remain the same as it continues to reflect an evidence based, whole-systems approach. However, as outlined in this report, service reviews and analysis of Sheffield's programme for improving diet and preventing obesity identified some cost pressures, opportunities for efficiencies and gaps in activity which can be partially addressed through re-profiling of funding across the priorities.

5.3 Bring weight management services in house.

It is recommended that weight management services be put out to open tender as has been the case since these services were first established. Going through an open tender process will enable us to ensure value for money and secure an external provider with specialist expertise and experience delivering this service.

## 6. REASONS FOR RECOMMENDATIONS

6.1 The proposal set before the Strategy and Resources Committee is the preferred option because:

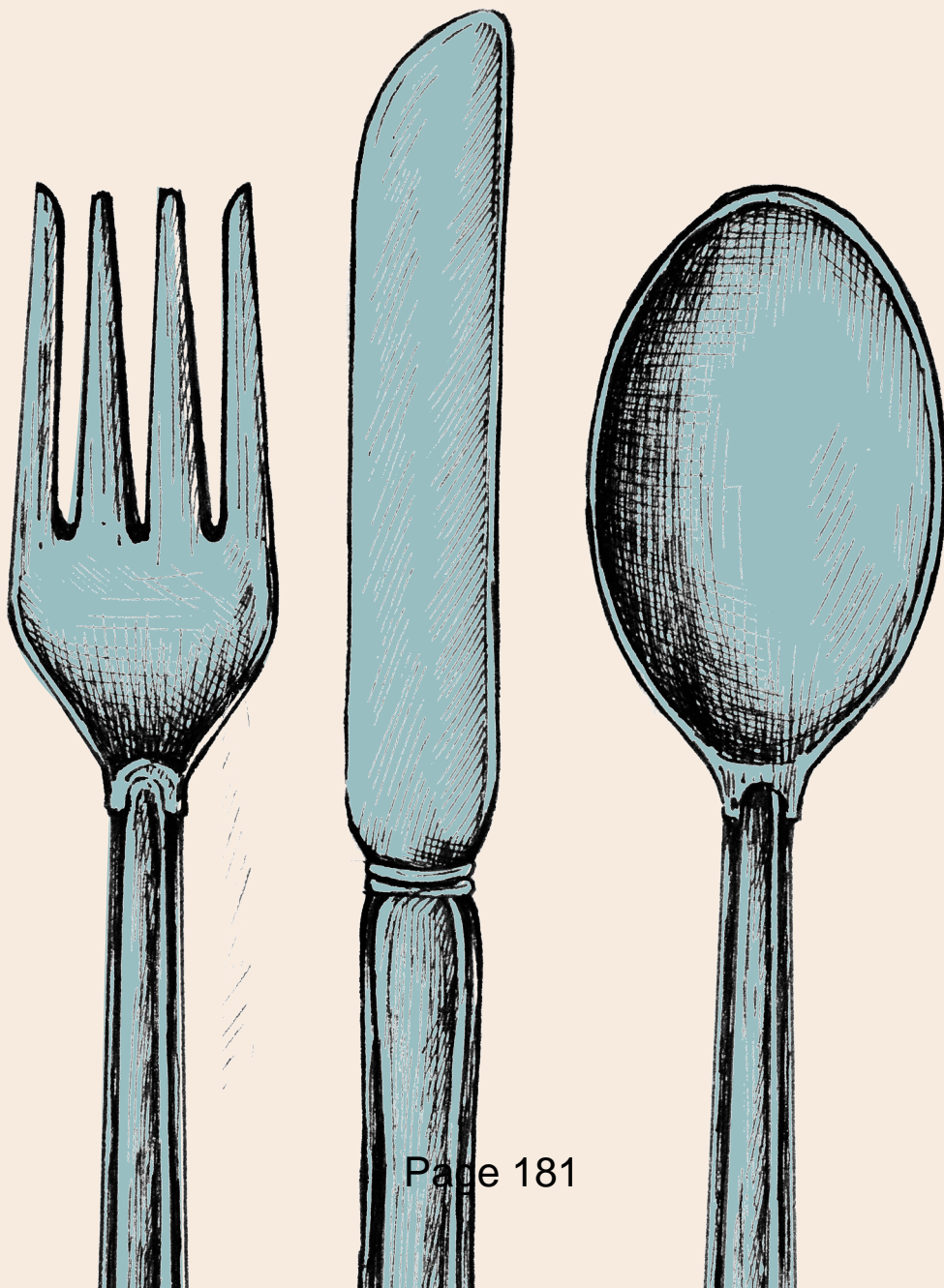
6.2 Poverty, poor diet and the impacts of climate change are some of the most serious public health challenges of the 21st century. Current local trends for dietary indicators and obesity are worsening in many cases and inequalities are widening. Without action, the health of individuals and of our planet will continue to worsen, health inequalities associated with poor diet obesity will persist and the economic and social costs will increase to unsustainable levels.

6.3 The proposed improving nutrition and obesity prevention commissioning model 2024-2029 is based on analysis of local need, reviews of existing local initiatives, service user feedback, and draws on good practice and evidence of what works. It builds on learning from the 2019-2024 commissioning strategy and represents a refinement of this approach within the available funding rather than being a radical departure.



# FAIRER, HEALTHIER, GREENER

A FOOD STRATEGY FOR SHEFFIELD

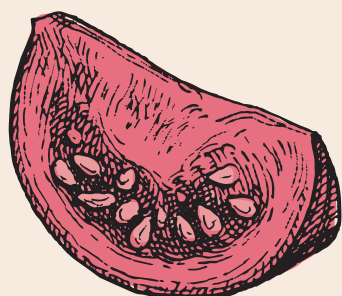


# Contents

---

02	<b>Why Food?</b>
03	<b>1. Financial Access to food:</b> All people, at all times, have access to sufficient, safe and nutritious food.
04	<b>2. Physical access to nutritious food:</b> People can access food that makes them well instead of sick and are protected from harmful commercial influences.
05	<b>3. Future access to food:</b> Safeguarding our food system by ensuring it produces nutritious food, helps to restore nature and halt climate change and is resilient to withstand global shocks
07	<b>Why do we need a Sheffield Food Strategy?</b>
09	<b>Outcomes:</b>
09	Fairer
10	Healthier
11	Greener
12	<b>Co-benefits</b>
13	<b>Underlying principles</b>
15	<b>Our commitments:</b>
15	<b>Financial Access:</b> Reduce inequalities in access to nutritious food and diet-related inequalities.
17	<b>Physical Access:</b> Use our influence to create environments where healthier and more sustainable food choices are possible, easy, affordable, culturally appropriate and abundant.
18	<b>Future access:</b> Safeguarding our food system by ensuring it produces nutritious food, restores nature, reduces greenhouse gas emissions and is resilient to effects of climate change and other global shocks.
20	<b>Wider policy linkages</b>
21	<b>Appendix 1 - National Food Strategy recommendations</b>

---



**In Sheffield we want everyone to be able to access food all the time that is safe, affordable, culturally appropriate, nutritious and that benefits their health and wellbeing. We also want to ensure that we safeguard this access for future generations by building a food system that is fairer, more resilient to shocks and that doesn't harm the planet.**



# Why Food?

Food is vitally important to our health and wellbeing, not only do we need it to stay alive it also gives us pleasure, allows us to share and celebrate and connects us to our land, different cultures and to our neighbourhoods, friends and family.

Despite the fundamental role food plays in our lives there are a number of threats to our ability to access it. For the purposes of this strategy these have been broadly put into 3 themes – **financial access**; **physical access** (including protection from harmful commercial influences); and **future access** (including being resilient to global shocks and minimising the negative impact food production can have on our planet). All these themes must be underpinned by the need for social justice and fairness.

This strategy affirms Sheffield City Council's commitment to the food agenda, it is also a call to action to partners across our local food system. Although the challenges our food system faces are significant Sheffield has a strong foundation from which to respond. We are nationally recognised for our thriving local food economy and the significant knowledge we have across the food sector and can harness this to generate real change.



# 1. Financial Access to food:

## All people, at all times, have access to sufficient, safe and nutritious food.

Food poverty can be described as the inability to acquire or consume an adequate or sufficient quantity of food in socially acceptable ways, or the uncertainty that one will be able to do so. As with all poverty, food poverty is primarily driven by income deprivation. This income deprivation is in turn linked to a number of interrelated factors that lead to food poverty including local availability of retailers selling affordable nutritious food, access to transport, access to cooking, storage and preparation facilities, having the appropriate skills and knowledge.

Food poverty has negative health and economic outcomes, as well as social and psychological impacts. The existence of food banks and other forms of food aid provision reflects the growth of food poverty in recent years. However, food bank usage highlights only those experiencing severe food poverty, it does not show the full nature and the scale of the problem. Research by the [University of Sheffield](#) revealed that last year over 2.5% of adults in the city experienced hunger due to lack of food, while 11.43% worried about accessing sufficient food. The cost-of-living crisis is likely to see this worsen and the lowest income households will be the most severely affected.

There are equality issues with food poverty that extend beyond income deprivation. Of the 8% of UK families that are estimated to currently be food insecure families with disabilities, families whose head of household are Black/African/Caribbean/Black British, and younger families are disproportionately affected and we need to ensure our local responses adequately address all aspects of inequality.

Link between food poverty, undernutrition, and obesity: Paradoxically, obesity can co-exist with hunger in lower income households including those experiencing food poverty. Children from the most deprived areas are almost twice as likely to be overweight or obese by the time they start secondary school than those from the least deprived areas. Highly processed foods are 3 times cheaper per calorie than healthy food ([Food Foundation, 2021](#)). When very little money is left over after bills are paid, the food budget is often the easiest one to cut. Skipping meals or opting for the cheapest, most filling options – which are often the least healthy – has to suffice. It is not ignorance or the inability to cook that is the root cause of poor diet and obesity. It is poverty.



## **2. Physical access to nutritious food: People can access food that makes them well instead of sick and are protected from harmful commercial influences.**

The nutritional quality of our diets has declined in recent decades whilst levels of obesity have increased. A sudden and population wide loss of personal motivation to eat well is not the reason for this, rather it is the increasingly industrialised food environment in which we now live. Our food choices are heavily influenced by what's available and in the UK's food environment unhealthy, processed food is cheap, abundant and heavily marketed. Commercial influence is the real driver of consumption.

The physical food environment is closely interrelated with income deprivation and this fuels health inequalities. This means that deprivation not only affects the ability to afford nutritious food it also affects the ability to physically access it. Residential areas which lack adequate supply of affordable fresh food retailers are known as food deserts. People living in deprived areas often face significant barriers to accessing affordable, healthy food including living in "food deserts", not having access to transport to be able to reach shops where cheaper and more varied foods are available, increased prevalence of physical and mental health issues, and increased likelihood of being time poor and cash poor.

Companies disproportionately target more deprived areas and communities with their food outlets and advertising campaigns. In 2019 Sheffield was in the top 20% (ranked 33rd of 324 Local Authorities) for Hot Food Takeaway saturation at 117 outlets per 100k residents. These fast food outlets are disproportionately located in more deprived parts of the city. Furthermore, children and adults from lower socio-economic groups are 50% more likely to be exposed to advertisements for "unhealthy" (high fat, salt and/or sugar) foods than those from higher socio-economic groups ([Yau et al., 2021](#)). There is evidence that this advertising directly affects how much we eat.

This is unethical. The food industry is driven to increase shareholder profits by selling unhealthy commodities, whilst the cost of the negative health outcomes resulting from this is being borne by the state and by the individuals affected.

All of these factors contribute to an unhealthy diet through lack of choice, not through personal choice and we must keep that in mind when designing interventions.

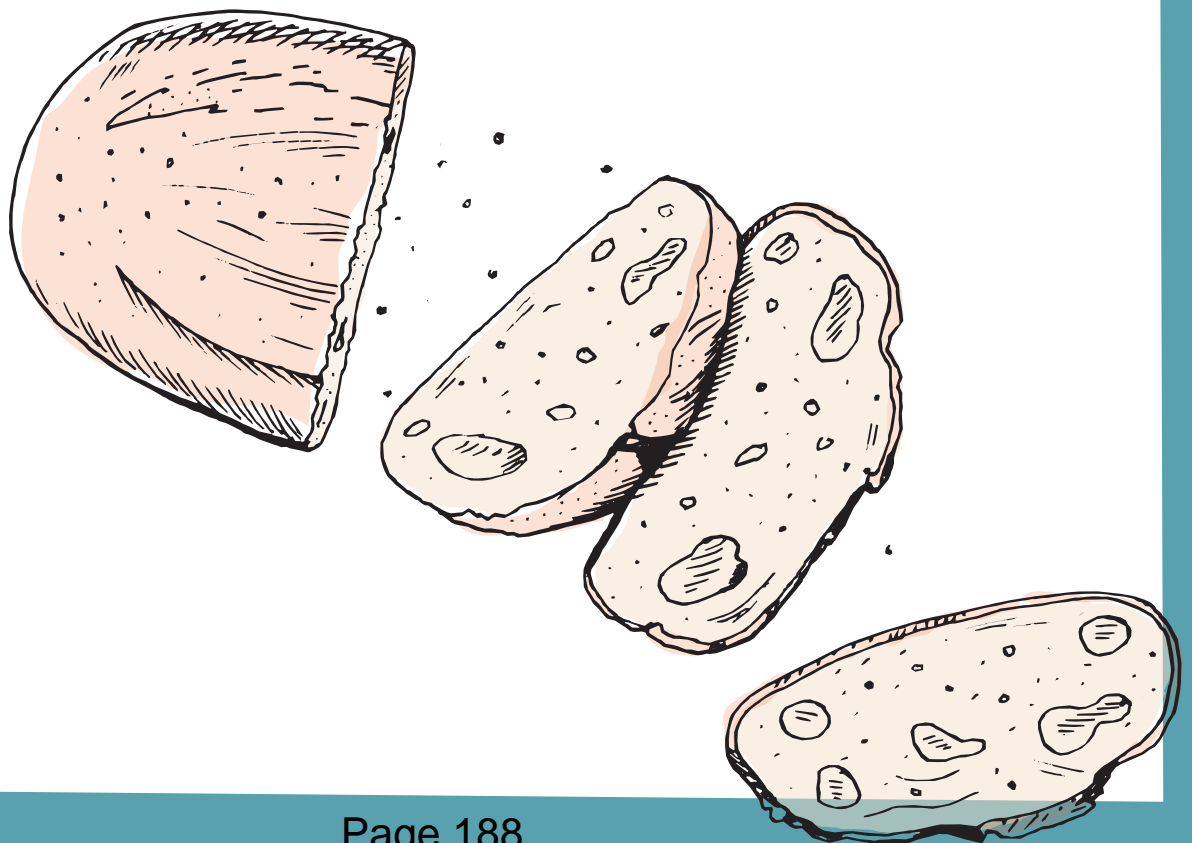
### **3. Future access to food: Safeguarding our food system by ensuring it produces nutritious food, helps to restore nature and halt climate change and is resilient to withstand global shocks**

The UK imports around half of its food and consequently our diets are very varied, demanding a wide range of foodstuffs to be available all year round and relying to a large extent on imports. Environmental, biological, economic, social and geopolitical stresses interact to make the UK's food system vulnerable to disruption. This has clearly been seen during Covid-19 pandemic, in the post-Brexit era and following the disruption to production and supply caused by the war in Ukraine. Combined with a lack of food warehouse provision in the UK (driven by just-in-time supply chains), these drivers lead to volatility in food supply and affordability – and general food security. We are seeing this with the current cost of living crisis. If we want to tackle food insecurity on a fundamental scale we need to enhance our food system's resilience to such shocks and stresses, and not only focus on poverty reduction and emergency food assistance.

In addition to its lack of resilience our current food system is also damaging to the planet. Globally it is the single largest cause of biodiversity loss, deforestation, and freshwater pollution and the second largest cause of climate change. The UK cannot meet its targets to reach net zero by 2050 without changes to the food system. In the UK, agriculture is responsible for 20% of greenhouse gas emissions, 30% if imported food emissions are included. In turn, climate change threatens our future food security due to risk of crop failure, damage to ecosystems, and increased volatility of supply chains. Within the food system, the largest polluter is meat. Currently, 85% of farmland in the UK is used to rear animals, either directly or through their feed some of which could be used differently to support biodiversity and carbon sequestration if demand for meat was reduced.

Growing and sourcing more of our food locally, with the right considerations, can increase our food security, support biodiversity and reduce our carbon emissions. Just to highlight the contribution that urban food production could play, if all available urban and under-used green space were turned to cultivation the area would add up to enough to grow nearly 40% of the UK's fresh fruit and vegetable consumption ([Walsh et al, 2022](#))

There are ways in which we can personally make a difference including by reducing the amount of meat and dairy that we eat, trying to eat more simply and seasonally (recognising the time and financial constraints many people currently face when trying to do this mean it is far from being the default behaviour) and minimising our food waste. The way our food is grown and reaches our plate (so the amount of processing, packaging, the distance it travels) makes a significant impact and there is potential for the council, and partners, to use their influence, physical assets and buying power to stimulate a more sustainable local food system.





# Why do we need a Sheffield Food Strategy?

Although authored by Sheffield City Council this Food Strategy is the culmination of many years of conversations with partners across our local food system. It demonstrates the council's own commitment to this agenda but it is also as a call to action for our partners, who we know share our aspirations. It has been written to be overarching across the multiple policy areas that impact on the food system and is intended to facilitate further work and conversations both within the council and with our partners in the city.

This Food Strategy focuses on the strategic and structural challenges our food system faces, our vision for the future and the ways in which we can begin to get there, it does not yet include a detailed plan. Alongside Sheffield's Food Partnership, ShefFood, we will consult with the general public and city partners of all sizes to begin to prioritize our actions and generate a shared action plan that will enable us collectively to move towards the vision set out in this document.

This strategy acknowledges that there are things we in Sheffield can control that will improve our local food system and will have significant positive impact on the lives of everyone in our city, particularly the most disadvantaged. National and international action is certainly needed to make an impact at the level that is required to address the full scale of the public health and environmental crises we are facing. Nevertheless, sound local food policy that recognises the importance of holistic, joined up thinking across the food sector can make significant progress towards a more sustainable food system for everyone in Sheffield.



# National context

Published in 2021 the [National Food Strategy](#) is a government-commissioned independent review of the food system led by Henry Dimbleby. It covers major issues including health and inequalities, food security, climate change, biodiversity loss, land use, and trade. The strategy focuses around four strategic objectives:

1. **Escape the junk food cycle to protect the NHS**
2. **Reduce diet-related inequality**
3. **Make the best use of our land**
4. **Create a long-term shift in our food culture.**

The National Food Strategy is a robust analysis of the UK food system in its entirety and it is broadly accepted that implementing its 14 recommendations would make a substantial contribution to restoring food related human and planetary health. The 14 recommendations are outlined in Appendix 1.

The [Government Food Strategy](#) was published in June 2022 in response to the independent review. Many of the key recommendations and findings of Henry Dimbleby's independent report are not addressed by the government response, particularly around sustainability, food security and creating healthier food environments. The strategy response represents a missed opportunity to tackle the underlying causes of a variety of issues, many of which will continue to be exacerbated by the growing cost of living crisis.

Within its recommendation to set clear targets and bring in legislation for long-term change, the NFS suggests all local authorities should put in place food strategies in line with its goals that the food system should:

- **Make us well instead of sick**
- **Be resilient to withstand global shocks**
- **Help to restore nature and halt climate change**
- **Meet the standards the public expect on health, environment, and animal welfare**

This Sheffield Food Strategy attempts to do exactly this, attempting to rise to the challenge on a local level where national government has thus far failed to do so.



# Outcomes

There are 3 outcomes that will be addressed through all of the priorities proposed in this strategy.

Through this Food Strategy we aspire to a food system that is:

## Fairer:

Everyone can access food all the time that is safe, affordable, nutritious and that benefits their health and wellbeing. Targeted provision of training, skills and “good” jobs in food production provide a route out of poverty in addition to supporting a more local food system.

People are engaged in their local food system and are working together to change this for the better. Community growing in the city guarantees the availability of healthy affordable food and this, alongside surplus redistribution schemes, supports local food security.

● 22% of adults in Sheffield were estimated to have experienced a degree of food insecurity in 2021, of these 2.5% had reported actually going hungry because they could not afford or get access to food (**Blake and Moretti, 2021**)

● The poorest 10% of UK households would need to spend 74% of their disposable income on food to meet the Eatwell Guide costs. This is compared to only 6% of disposable income in the richest 10% (**Food Foundation, 2022**)

● Sheffield has around 30 food banks and other types of food relief projects. Feedback for these organisations suggests the cost of living crisis is creating additional demand

● Fast food outlets are concentrated in the more deprived areas of the city (**PHE, 2018**)

● Over 26,000 children in Sheffield are eligible for means-tested free school meals (Sheffield City Council, 2022)

● 22% of workers in the food system earn the National Minimum Wage or below, compared to 8% of workers across the whole UK economy (**Food Foundation, 2022**)



## Healthier:

People can access food that makes them well instead of sick and are protected from harmful commercial influences . A wide range of initiatives exist in communities that harness the broad contribution that food makes to our physical, social and emotional wellbeing.

● Poor diet and unhealthy weight are two of the biggest contributors to ill health and early death in our city. The health consequences of poor diet include increased risk of chronic diseases such as obesity, heart disease, diabetes, high blood pressure and cancer.

● Almost two thirds of adults are overweight or obese (this equates to over 290,000 adults in Sheffield). ([OHID](#))

● The most deprived communities in the city are eating the least healthily and are more likely to experience the negative health consequences of this.

● More than 2 in 5 Sheffield children experience tooth decay by age 5. Children in Sheffield are more than twice as likely to have teeth removed than the national average. ([OHID](#))

● Only 45% of adults in Sheffield consume the recommended 5 of more portions of fruit and vegetables an average day ([OHID](#))

● More than 1 in 5 Sheffield children were overweight or obese when they started school (age 4/5 years), this increases to more than 1 in 3 by the time they reach Year 6 (age 10/11 years). ([OHID](#))



## Greener:

Food is produced and transported in a way that minimises damage to the environment. Agroecological principles are followed to regenerate degraded farmland and improve biodiversity. Artificial chemical inputs are reduced and supply chains are shortened through a focus on diets based around seasonal and locally-grown produce.

Wastage is minimised at all stages of the food system and surplus redistribution initiatives are recognised for the role they play in both environmental sustainability and social justice. Nutrient-recovery is promoted through a programme of food waste composting.

Community food-growing spaces are commonplace, particularly in areas with high levels of deprivation.

Two organic farms operate in the Moss valley covering 36 acres in total. It has been estimated that these larger “nature friendly farms”, when combined with the wider network of community food growing and therapeutic gardens, allotments and apiaries across South Yorkshire cultivate nearly 40 hectares, employ nearly 100 staff with a collective turnover of £8m, engage nearly 2,000 volunteers contributing 200,000 hours and support over 1,000 vulnerable people annually (**Sustain, 2021**)

An average of 33% of the contents of Sheffield’s black bins are made up of food waste (**Sheffield City Council, 2019**)

Sheffield has over 7,528ha of grassland and arable land, over half of which is improved grassland. Unimproved grasslands – the most beneficial for wildlife – cover less than 10% of all grasslands and farmland. (**Wild Sheffield, 2019**)

Every £1 spent with a local supplier is worth £1.76 to the local economy, and only 36 pence if it is spent out of the local area (**NEF, 2005**)

Many of the dietary changes we can make to improve our health will also reduce the climate impact of the food system. To meet all its health, climate, and nature goals, the **2021 National Food Strategy** suggests that the national diet should contain 30% more fruit and vegetables; 50% more fibre; 25% less high fat, salt, and sugar foods; and 30% less meat by 2032.

Alongside a reduction in carbon emissions, environmental benefits of local food production include improvements in soil health, biodiversity, flood protection and urban temperature control (**Edmondson et al 2020; Dennis et al, 2020**)



# Co-benefits

There are also a number of co-benefits to be gained for implementing measures that make our local food system fairer, healthier and greener. The beauty of food is that many initiatives will have multiple, cross cutting benefits for example:

## Economic benefits

A more localised food system also brings economic benefits through creation of local business and job opportunities. The local food sector employs around 25,000 people, and is a key component of Sheffield's entrepreneurial identity. Hospitality initiatives such as Blend Kitchen provide a valuable source of training and employment for those who have faced challenges in life and may otherwise struggle to enter the job market.

Sheffield's food scene contributes to the vibrancy of the city and helps form the city offer to tourists. For example, Sheffield Food Festival is the city's largest free event attracting thousands of visitors to the city centre each June and showcasing the best of the city's diverse and dynamic food scene.

Our universities and colleges also enrol large numbers of students onto a wide range of food-related courses and support local food businesses with research and innovation. New learning pathways are being developed through agroecological farms in the city, to ensure we have the knowledge to feed ourselves for the next generation.

Improvements in population health through a focus on healthy and affordable diets can also bring economic benefits through reduced burden on health and social care, reduced unemployment and increased economic activity.

## Inclusion and community cohesion

Food and food businesses are uniquely placed as a means to bring the diverse communities across Sheffield together through the sharing of food and food culture. In Sheffield, you can eat your way around the world in one city, celebrating diversity and heritage through food. It also is a way to enable individuals from minority communities to use their cultural knowledge and skills to play an active role in the local food economy. There are areas of the city that also host authentic cuisine served to the community of the owners providing employment and supporting tourism but also serving as social spaces for those communities.

## Tackling loneliness and social isolation

Along with nutrition, food in itself plays an important role in supporting mental wellbeing. The more often people eat with others, the more likely they are to report being satisfied with their life and feeling engaged with their local community. The benefits of initiatives like social eating spaces, lunch clubs and food growing spaces come about as much from the reduced social isolation and improved mental wellbeing as they do from the actual nutrition found in the food that is grown or eaten.



# Underlying principles

## Collaborative and inclusive

We recognise the collective expertise and influence in our city that works across organisational and geographical boundaries. There are many shared aims between these groups and organisations, large and small, who come together through the ShefFood partnership and beyond it, and who will wish to participate in the development of a shared food action plan.

## Compassionate and non-judgmental

We recognise the complexity of the food choices we make in our daily lives and the multiple barriers that are faced by all of us when trying to eat a healthy and/or more sustainable diet. We will endeavour to ensure that all of the initiatives and service developments resulting from this food strategy will treat people with compassion and respect, will understand and accept difference and will actively challenge the stigma that can often be experienced by those living with obesity or living in poverty. Actions will be person-centred and inclusive, supporting all communities of the city towards healthier outcomes in the broadest sense of the word.

## Whole system

Responsibility for decision making that can have an impact on our food system is spread across the Local Authority and beyond. Waste management, parks and countryside, leisure, housing, school food, markets, events, planning, communications and many more council services will all contribute to the outcomes in this strategy. There may also at times be conflicting priorities, for example the need to protect agricultural land vs the need for sufficient and affordable housing in the city. As such, the strategy will be a starting point for multiple conversations across the council and beyond to understand and maximise this collective contribution and to take informed decisions.

We acknowledge that the causes of the challenges described in this strategy are multiple and complex and therefore multiple interventions will be needed as part of a whole systems approach. Emphasis will be on tackling environmental and commercial determinants rather than on individual behaviour. Monitoring the effectiveness of these interventions will be similarly complex due to the complexity of the issues, the lack of direct causal relationships and the amount of time it will take to turn the tide and to start seeing measurable impacts.

## Commercial determinants of health

Commercial determinants of health are the private sector activities that affect people's health. For example, the marketing of unhealthy foods through advertising, product placement and price promotion. The food industry is driven to increase shareholder profits by selling food that is harmful to human and planetary health. The cost of the negative health and environmental outcomes resulting from this is borne by the state and by the individuals affected. This strategy aims to increase awareness of these harmful industry practices and of strategies to counter them.

## Food ladders

Sheffield City Council has adopted the Food Ladders approach. Food ladders are community-scale interventions aimed at building local level resilience in the face of food insecurity. The approach was developed for low-income communities to address the wider effects that poverty has on health, wellbeing, and community cohesion. Food Ladders encompasses three levels of intervention

- **Catching** - for those in crisis and including emergency food aid
- **Capacity building to enable social innovation** – examples are training programmes, shared cooking and eating activities, food pantries, children's holiday clubs, and voucher schemes. Activities done in a manner that celebrates difference and is not stigmatising
- **Self-organised community change** - projects that meet community needs as communities themselves identify them. Examples include developing a social enterprise based on community cooking knowledge that provides employment, food growing that increases the local availability of good food, regular social cooking and eating activities to overcome loneliness
- **For more information see [Food Ladders](#)**





# Our commitments

Our work will be organised around the 3 Threats to Access — **Financial Access, Physical Access and Future Access** — described in this strategy.

## Financial Access: Reduce inequalities in access to nutritious food and diet-related inequalities.

The cost of living crisis and poverty are important policy issues that need to be addressed by national policy. Locally we should provide evidence-based challenge to national policy responses where they do not adequately address the problems many people in Sheffield are facing. However, there are also things that we can and should do locally to help.

This commitment will closely align with Sheffield's Tackling Poverty action plan and cost of living incident response. Along with increasing the resilience of our food system, tackling poverty is fundamental to reducing diet-related inequality. Specific to addressing food poverty in the here and now the council will continue to develop and implement its Food Access Plan shown below:

### Sheffield Food Access Plan

#### 1. Respond to immediate need

Rising demand coupled with reducing donations means that food banks are struggling to source enough food and need help with this. Sheffield City Council will purchase food on behalf of food banks to ensure they are able to provide sufficient food to meet current levels of demand. This will be a short term measure in response to the cost of living crisis but will be kept under review.

As part of the work on delivering the government's energy rebate to over 215,000 households in South Yorkshire Community Foundation have created a fund that will support individuals in need and to encourage people to donate their rebate to this fund. The council has supported the creation of this fund and funding generated will be given to food banks and other types of support organisations in the city to enable them to continue their work and respond to increasing demand.

We will take specific focussed action to reduce food inequality for children and young people including by developing Sheffield's Holiday Activities and Food Programme, ensuring access to nutritious food and meaningful activities for children and young people of benefits-related free school meals during all school holidays

#### 2. Responding to underlying causes of food poverty

Food poverty is a result of financial hardship. The council's poverty strategy and cost of living crisis incidence response both outline ways the council can prevent poverty or support those experiencing poverty. Specific to food it is clear that

accessing a food bank can be a gateway to other support services that may be able to help people with their financial situation e.g. employment, financial or mental health support. Sheffield Citizen's Advice have a history of providing outreach into food banks and therefore will be approached to discuss funded expansion of this work.

We will continue to undertake work to maximise uptake of food related benefits such as Healthy Start vouchers and free school meals

### 3. Co-ordination and capacity building

The council will fund dedicated staffing capacity that will allow detailed and up to date information to be held on emergency food provision in the city, the scale of the demand for this provision and the challenges being faced by providers and users. This intelligence and conduit between the council and the diverse range of food support in the city will enable us to provide that right kind of support. It will also support networking, collaboration and the sharing of learning and expertise between projects, in particular those who want to develop their provision in response to the [food ladders](#) model. The desired outcome will be community food spaces that increasingly:

- Build resilience through prevention. We must still ensure emergency food provision is accessible to those who need it, but where possible we should also try to shift away from a dependency model of emergency food provision to one of prevention.
- Expand the use of food as a tool to access other support and services, including financial support and mental health services.
- Provide increased choice, opportunities for participation and minimise the risk of stigma.

A food bank/ food relief development fund will also be established to support food banks and other food relief projects who wish to develop their offer to move away from a dependency model of emergency food provision to one of prevention.

## **Physical Access: Use our influence to create environments where healthier and more sustainable food choices are possible, easy, affordable, culturally appropriate and abundant.**

Greater emphasis will be put on implementing upstream, population level interventions as these outgun downstream, individual focussed interventions both in terms of equity and impact. The council will need to take a whole systems approach, by this we mean taking advantage of as many of the opportunities we have to influence the food environment as possible in order to have impact on the scale that is required.

We must address the underlying reasons why people may be unable to access nutritious food, this will include taking action on food poverty as described above. We must also take steps to protect the people of Sheffield from negative commercial influences on diet so that less healthy food choices are less heavily marketed and less abundant in our everyday food environments.

Whilst there is significant emphasis on upstream intervention there is still a place and a need for provision of support for individuals. Where this is in place locally there will be targeting of groups known to be at highest risk of diet related ill health in order to tackle health inequalities.

Specific priorities for action include:

- Develop good practice and/or minimum standards that ensure we meet the standards the public expect on health, environment, and animal welfare. These should be applied wherever procuring operators for or leasing venues that will include a food offer and/or advertising and sponsorship opportunities. For example, this will include leisure centres, entertainment venues, parks cafes, staff bases and school food.
- Develop a junk food advertising and sponsorship policy that reflects the council's role as a public health organisation.
- Develop a Hot Food Takeaways Policy as part of the new Local Plan which limits proliferation in areas of high deprivation and obesity and in close proximity to secondary schools.
- Continue to support educational and early years settings to create and develop healthy and sustainable food environments.
- Share learning and good practice amongst partners such as the local NHS and our Universities, many of whom are already taking action to improve the food they serve.
- Work in collaboration with the ShefFood partnership to achieve Sustainable Food Places Silver award status for Sheffield.
- Work with local community groups and organisations to ensure support services, such as those helping people to manage their weight, take a compassionate approach and are suitable for and accessed by under-served populations and/or groups at increased risk of obesity and poor diet.

## **Future access: safeguarding our food system by ensuring it produces nutritious food, restores nature, reduces greenhouse gas emissions and is resilient to effects of climate change and other global shocks.**

If we are going to safeguard our food system for the long term the food we eat (and throw away) and the way we use our land needs to change. The council and our partners own a wide variety of assets including land and buildings and, in some cases, may be able to use these differently to support a healthier and more sustainable food system. This might include creating spaces for community food growing, social eating schemes or community pantries for example. The council and our partners also buy food or hold contracts with venue operators who in turn buy food. We can use this influence to stimulate a growing market for more sustainable food and also as a way to change social norms, to lead by example and to disseminate information to our communities about the impact of the food we eat.

A further way to free up land and reduce the carbon impact of our food system would be to reduce food waste. Most of this waste comes from households and one way to reduce this is by introducing household collection of food waste, which can increase people's awareness of what they are throwing in the bin and influence changes in behaviour.

Specific priorities for action include:

- Develop a consistent approach to incorporating climate impacts (including through food provision) into contracts and ensuring appropriate performance monitoring is carried out. This approach to procurement will be included as part of the SCC 2030 route map which will set out our objectives and actions for reducing our own climate impacts as a Council. Climate impact assessments already prompt officers to consider the impacts of the sourcing of food and drink. Continue to refine this process which has already been tested on the school catering contract and in parks cafés.
- Consider whether the council should adopt a range of sustainable standards for our internal catering including, for example, meat and dairy reduction, locally grown, reduction in single use plastic, reduction in food waste
- Introduce kerbside household food waste collections in line with the Environment Act 2020. Continue to work with initiatives such as Love Food Hate Waste to encourage household food waste reduction. Consider possible strategies to increase compost production from household food waste
- Participate in the Eat Trees Sheffield project aiming to grow edible fruit trees, orchards and agroforestry systems to reduce greenhouse gas emissions and connect people to regenerative food and farming.
- The Council will work with local communities and partners to identify spaces where food production and provision can be accommodated

- Through programmes like Holiday Activities and Food focus on funding local enterprises that are driven by local needs, provide local employment, and multiply the impacts of money earned and spent locally.
- Consider how we can work strategically with community initiatives that seek to minimise the negative impact of the food system on the environment, for example by redistributing food surpluses or by growing food for local use in order to maximise the positive outcomes
- Actively participate in and support the Sheffield Good Food Movement (ShefFood) to develop and expand as this collective effort and expertise will be essential if we are to achieve the outcomes outlined in this strategy



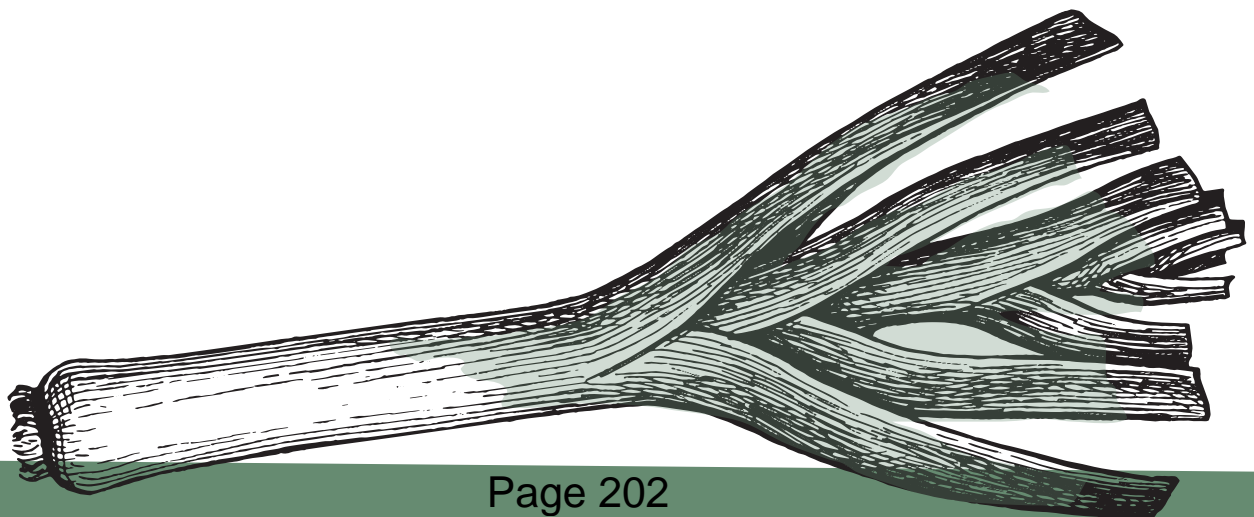
# Wider policy linkages

The cross-cutting nature of food means that the issues intersect with multiple council services and policies. However, there are a few policies that are particularly closely aligned.

[Sheffield Poverty Framework 2020-2030](#)

[Our long term plan for climate change \(sheffield.gov.uk\)](#) and [10 Point Plan for Climate Action](#)

[Sheffield Joint Health and Wellbeing Strategy](#)



# Appendix 1 - National Food Strategy recommendations

## The National Food Strategy - The Plan

### 1. Escape the junk food cycle and protect the NHS

**Recommendation 1:** Introduce a Sugar and Salt Reformulation Tax. Use some of the revenue to help get fresh fruit and vegetables to low-income families

Recommendation 2: Introduce mandatory reporting for large food companies

Recommendation 3: Launch a new “Eat and Learn” initiative for schools.

### 2. Reduce diet-related inequality

**Recommendation 4:** Extend eligibility for free school meals.

**Recommendation 5:** Fund the Holiday Activities and Food programme for the next three years.

**Recommendation 6:** Expand the Healthy Start scheme.

**Recommendation 7:** Trial a “Community Eatwell” programme, supporting those on low incomes to improve their diets.

### 3. Make the best of our land

**Recommendation 8:** Guarantee the budget for agricultural payments until at least 2029 to help farmers transition to more sustainable land use.

**Recommendation 9:** Create a rural land use framework based on the Three Compartment Model.

**Recommendation 10:** Define minimum standards for trade, and a mechanism for protecting them.

### 4. Create a long-term shift in our food culture

**Recommendation 11:** Invest £1 billion in innovation to create a better food system

**Recommendation 12:** Create a National Food System Data programme

**Recommendation 13:** Strengthen Government procurement rules to ensure that taxpayer money is spent on healthy and sustainable food.

**Recommendation 14:** Set clear targets and bring in legislation for long-term change





# PART A - Initial Impact Assessment

**Proposal Name:** Sheffield Food Strategy and future commissioning model for improving diet/obesity prevention 2024-2029 (EIA ID: #2212)

**EIA Author:** Hollie-mae Janes

**Proposal Outline:**

By 2035, the cost of diet related illness will be greater than what is spent on all NHS cancer treatments<sup>1</sup> This proposal is for the approval of the comprehensive evidence-based Food Strategy, and the proposed £3.29m of associated services (across 5 years) which are an integral part of implementing this. This proposal maintains the investment made in previous years, with similar workstreams. The programmes of work and proposed commissioned services (2024-2029) include prevention and treatment across the life course and within multiple place-based settings:

- Adult Tier 2 Weight Management Support Services and the delivery of Very Brief Advice training
- Family Tier 2 Weight Management Support Services
- A whole school approach to food
- Support for Early Years settings to adopt healthy early years standards, deliver obesity brief intervention training to early years staff and deliver Start Well family programmes.
- Implementation of Food Access Plan (food poverty initiatives)
- Contribution to ShefFood coordinator post
- Developing and utilising the public sector's influence to create a healthier and more sustainable food system which will in turn have population-wide benefits. This work will require additional staffing capacity to develop policy and to work alongside relevant stakeholders. It is proposed that funding from the improved nutrition and obesity prevention budget is allocated to support this activity. The aim of the Food Strategy and outcomes of the accompanying services are to provide Sheffield residents with a fairer, healthier, and greener food system/environment by increasing and improving our financial, physical, and future access to food:
- FAIRER People can afford safe, nutritious and culturally appropriate food that benefits their health and wellbeing
- The Food Access Plan is a large part of this and has been approved by the council's Strategy & Resources committee. It continues to be developed and implemented and connects to the citywide cost of living emergency response.
- HEALTHIER Create environments where healthier and more sustainable

food choices are accessible and abundant. . • GREENER  
Feed tomorrow as well as today - increase the sustainability and resilience of our food system. As a population the foods we eat and the way they are produced, packaged and transported is unsustainable and a major contributor to problems such as antibiotic resistance, poor soil health, biodiversity loss and climate change – the effects of any one of these could ultimately be catastrophic if we don't take action. The Food Strategy is an evidenced whole systems approach that outlines how we can improve our whole food system/ environment to help residents access food and make healthier and sustainable choices the norm. Overweight and obesity are a by-product of an unhealthy and unfair food system, so instead of having an obesity strategy like in previous years, we are proposing we have a wider Food strategy that also incorporates reducing the prevalence of overweight and obesity across the life course. This is in line with the latest evidence. References 1. Dimpleby, H, 2023, Ravenous, Ed 1, Profile Books

---

**Proposal Type:** Budget

**Entered on QTier:** No

**QTier Ref:** #

---

**Year Of Proposal:** 23/24

---

**Lead Director for proposal:** Jessica Wilson (Public Health)

---

**Service Area:** Public Health

---

**EIA Start Date:** 26/06/2023

---

**Lead Equality Objective:** Break the cycle and improve life chances

---

**Equality Lead Officer:** Ed Sexton

## Decision Type

**Committees:**

Policy Committees

- Strategy & Resources

## Portfolio

**Primary Portfolio:**

Public Health

---

**EIA is cross portfolio:**

No

---

**EIA is joint with another organisation:**

No

## Overview of Impact

**Overview Summary:**

Food/diet is still the biggest preventable driver of disease, death and health inequalities, therefore continuing to build on the previous successes/approach allows us to maintain and accelerate the momentum gained to date. The new Food Strategy and associated services (2024-2029) will positively impact the health of the population of Sheffield, by tackling one of the leading causes of death and a key driver of health inequalities. The aim and outcomes are to provide Sheffield residents with a fairer, healthier, and greener food system/environment by increasing and improving our financial, physical, and future access to food. The programmes of work and proposed commissioned services (2024-2029) include prevention and treatment across the life course and within multiple place-based settings All of the following groups will be positively impacted by the Food Strategy and subsequent services - Age, carers, cohesion, disability, gender reassignment, health, sex, sexual orientation, partners, pregnancy, race, VCFS, poverty We will continue to: • tailor and target all services and activities to those in the appropriate high priority groups (as identified by the Health Needs Assessment and this EIA): Food Security & Access – People living in more deprived areas and/or have a low

household income, BAME communities, women, single parent households, residents living with a disability (including SMI), individuals 30-49 years of age, pregnant women, BAME groups, LGBTQ individuals, carers Obesity/Weight – People living with overweight or obesity, people living in more deprived areas and/or have a low household income, early years, residents living with a disability (including SMI), BAME groups • Assess all services, and if services are not being accessed by high priority groups, or the outcomes are not as expected, this will be evaluated and the appropriate changes made. In addition, we intend to: • Continue to implement upstream measures that improve our food environment such as food policy work - POVERTY • Monitor and review progress as further evidence and guidance arises, particularly for LGBTQ groups and pregnant women – LGBT & TRANSGENDER • Increase the budget spent on weight management related services based upon need. Learning from the service evaluation and public consultation shows that a multi provider approach will support better engagement from underserved communities. Stakeholder consultation and market testing has also shown that there are potential benefits from separating the children and families services due to the different specialisms and different stakeholder relationships that are required. Both of these changes should improve outcomes and impact positively on inequalities but may lose some economies of scale – PARTNERS, VCFS, POVERTY, DISABILITY, RACE • Develop a community-based approach to delivering weight management services that reduces barriers to accessing the service and improve health outcomes – PARTNERS, VCFS, POVERTY, DISABILITY, RACE • Maintain strong relationships and contract management practises to aid the reduction of inequalities - PARTNERS • All services and place-based interventions will target areas of deprivation and BAME groups, with KPIs to reflect this. For example, in previous years KPIs have included making sure that at least 15% of service users were BAME, and 30% of people were from the two most deprived quintiles in Sheffield. Based on the latest census and obesity data, the KPI % of service users from BAME communities should be increased – RACE, AGE, POVERTY • Service specifications will set out that staff are trained appropriately in the importance of health inequalities and equity, and services are culturally appropriate – RACE, DISABILITY, LGBTQ • New public materials developed will be available in variety of languages with translation services where necessary . Appropriate services will also aim to employ local BAME organisations to do translation where possible to foster

trust and familiarity for local populations – DISABILITY, RACE, DEPRIVATION • A food bank/ food relief development fund will be continued to support food banks and other food relief projects who wish to develop their offer to move away from a dependency model of emergency food provision to one of prevention - POVERTY • Focus on work early in the life course - AGE • Existing relationships with local stakeholders that predominantly work with SEN and disabilities will also be strengthened to enable collaboration and partnership working – DISABILITIES, COHESION & PARTNERSHIP WORKING • The re-commissioned Tier 2 Weight Management Service will screen for Binge Eating Disorder, which is recognised as a serious mental health condition by DSM-5 - DISABILITY • We will continue working with local stakeholders to improve maternal pathways, and the new service specification for Adult Tier 2 Weight Management Services will include eligibility criteria for pregnant women, with the aim to support women with implementing healthy habits and behaviours – PREGNANCY

**Impacted characteristics:**

- Age
- Carers
- Cohesion
- Disability
- Gender Reassignment
- Health
- Partners
- Poverty & Financial Inclusion
- Pregnancy/Maternity
- Race
- Religion/Belief
- Sex
- Sexual Orientation
- Voluntary/Community & Faith Sectors

**Impacted local area(s):**

All

**Consultation and other engagement**

**Cumulative Impact**

**Does the proposal have a cumulative impact:**

Yes

---

**Impact areas:**

Geographical Area, Across a Community of Identity/Interest, Year on Year

## Initial Sign-Off

**Full impact assessment required:**

Yes

---

**Review Date:**

27/06/2023

## PART B - Full Impact Assessment

### Health

**Staff Impacted:**

Yes

**Customers Impacted:**

Yes

**Description of Impact:**

Approximately 80% of non-communicable diseases such as hypertension, heart disease, and type 2 diabetes are preventable, and diet is one of the main modifiable risk factors<sup>1</sup>. The Food Strategy, workstreams and commissioned services (2024-2029) will enable us to take an equitable approach to improving health. The new Food Strategy will positively impact the health of the population of Sheffield and by people who access the associated services, by tackling one of the leading causes of death and a key driver of health inequalities. Ultra-processed foods account for 56.8% of total energy intake and 64.7% of total free sugars in the UK diet<sup>2</sup>. A more recent study by NIHR has found that most primary and secondary school children's lunch time calories come from UPF, which promotes poor health among children and increases their risk of obesity and related comorbidities<sup>3</sup>. Up to

date evidence shows that higher UPF consumption may be linked to an increased burden and mortality for overall and certain site-specific cancers<sup>4</sup>. Concerningly, inequalities are widening earlier on in the life course, with rates of childhood obesity getting worse.

Disappointingly, healthier and more nutritious foods cost more per calorie, and due to a scarcity mindset that many households have to adopt, many people are time poor and are unable to cook fresh whole foods from scratch<sup>5</sup>. This is being exacerbated by the cost-of-living crisis, where on average households will see a 54% rise in household bills over the next year<sup>6</sup>. In 2019, Sheffield was in the worst 20% (ranked 33rd of 324 LAs) for Hot Food Takeaway saturation at 117 outlets per 100k residents<sup>7</sup>. These fast-food outlets are disproportionately located in more deprived parts of the city or near schools. Contrarywise, we have some areas with 5000 – 15000 residents that are served by two or fewer food outlets – these are known as Food Deserts. Again, both food deserts and food outlet saturation affect the health of our society. Furthermore, children and adults from lower socio-economic groups are 50% more likely to be exposed to advertisements for “unhealthy” (high fat, salt and/or sugar) foods than those from higher socio-economic groups<sup>8</sup>.

Commercial influences mean our environment is flooded with marketing and promotions, which are mostly of foods high in in fat sugar and salt.

Interestingly, the promotions in supermarkets such as BOGOFs that are meant to put money back into peoples pockets, actually cause us to spend 22% more on our shopping than we otherwise would<sup>9</sup>. As a result of the points above, 23.2% of children in reception and 39.6% of children in year 6 are living with overweight or obesity<sup>10</sup>. Not surprisingly, weight gain is often sustained into adulthood, with two thirds of adults in Sheffield living with overweight or obesity<sup>10</sup>. These individuals are likely to spend a higher proportion of their life in ill-health, and 50% or more are likely to die early than those who are a healthy weight. Some

examples of how the services and programmes proposed will improve residents health is as follows: • Tier 2 weight management: Over the past 4 years, the service has worked with 3300 adults and 750 families to help them embed healthy habits and behaviours, with referrals increasing year on year. This service can be accessed by anyone living with overweight or obesity, and individuals are supported to halt any further weight gain and/or lose excess weight. As people will finish the programme of support but still exist in an environment that doesn't promote nutritious and healthy eating, it is important for the council to work on the wider systemic issues that surround our

food environment that are outlined in the food strategy.

- Food Access Plan / Food Ladders: The aim of this programme of work is to respond to immediate need by enabling access to emergency food and wider holistic services to support people's health and wellbeing. Rising demand coupled with reducing donations means that food banks are struggling to source enough food and need help with this. Sheffield City Council will purchase food on behalf of food banks to ensure they are able to provide sufficient food to meet current levels of demand. This will be a short-term measure in response to the cost-of-living crisis but will be kept under review. The council will fund dedicated staffing capacity that will allow detailed and up to date information to be held on emergency food provision in the city, the scale of the demand for this provision and the challenges being faced by providers and users. This intelligence and conduit between the council and the diverse range of food support in the city will enable us to provide that right kind of support and provision. The desired outcome will be community food spaces that increasingly building resilience through prevention, expand the use of food, and by provide increased choice, all without stigma.
- Startwell – This service will continue to support Early Years settings to adopt healthy early years standards, deliver obesity brief intervention training to early years staff and deliver Start Well family programmes. Currently, Sheffield has over 80 HEY accredited sites. The Family programme has supported on average 70 families a year, and will enable families to seek guidance and support about how to provide the 'best start in life' for their family – i.e sleep, weaning, physical activity, nutrition, behaviours. The programme aims to help families develop healthy habits early on in the life course to prevent ill-health and obesity or malnutrition later in life. Wider food policy & contract work – such as influencing local contracts where possible (i.e. catering), initiating and developing local council policies such as marketing and advertisements, and town planning. It is proposed that funding from the improved nutrition and obesity prevention budget is allocated to support this activity.

References

1. Non Communicable Diseases | NCD Alliance
2. Ultra-processed foods and excessive free sugar intake in the UK: a nationally representative cross-sectional study | BMJ Open
3. Ultra-processed foods make up almost two-thirds of Britain's school meals | NIHR
4. Ultra-processed food consumption, cancer risk and cancer mortality: a large-scale prospective analysis within the UK Biobank - eClinicalMedicine (thelancet.com).
5. Food Prices Tracking: October Update | Food Foundation
6. Domestic energy prices - House of



Commons Library (parliament.uk) 7. Fast food outlets: density by local authority in England - GOV.UK (www.gov.uk) 8. Yau et al., 2021 9. OHA Response to Multi-Buy Promotions Delay - Obesity Health Alliance 10. Obesity Profile - Data - OHID (phe.org.uk)

**Name of Lead Health Officer:**

**Comprehensive Assessment Being Completed:** No

**Public Health Lead signed off health impact(s):**

## Age

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** Just like the previous Obesity Strategy, this new Food Strategy and proposal positively impacts residents across the whole life course from conception through to later life. However, just like with previous work implemented, where necessary we will deliberately adopt an approach earlier on the life course. This means focussing a larger proportion of interventions earlier on in the life course to protect and promote health, which we hope would extend into adulthood. Weight across life course Previous research suggests that weight rises steadily until middle age and then stabilises before an unintentional decline in later life linked to advanced age and treatments for comorbidities<sup>1</sup>. Meanwhile, it was documented that the obesity epidemic of the past four decades has coincided with an earlier onset of obesity in life in more recent cohorts. Given that BMI increases with age early in life, the accelerated trends across recent birth cohorts indicates that people will likely experience a greater duration of obesity over their lifetime, with many years in ill-health. Food poverty and insecurity In January 2023, 17.7% of households stated they had experienced food insecurity<sup>2</sup>. However, evidence shows that different age groups face higher degrees of food insecurity. Individuals 30-49 years of age are 4.5x more likely to experience some form of food insecurity

than other age groups, and 1 in 4 households with children have experienced food poverty in the last month<sup>3</sup>. Climate change and sustainability Climate change worsens already unsustainable food systems by directly impacting soil fertility, rain patterns, crop yields and food production, food-nutrient and anti-nutrient composition, and nutrient bioavailability. These changes decrease macro- and micronutrients available in the global food supply. Studies have found that children born in 2020 will experience between two and seven times more extreme climate-related events – particularly heat waves – compared with people born in 1960. The impact that climate change will have on our younger generations is vast. Examples of how The Food Strategy and programmes/services (2024-2029) aid the reduction of inequalities by age, and how to maximise impact:

- The Tier 2 Family Weight Management Service, Startwell and a Whole school approach to food, will continue to work with children ages 0 to 18yrs old. Through behaviour change techniques and wider systems work, it is hoped that the services will contribute to children staying on a healthy weight trajectory and develop knowledge and healthy habits into adulthood. The proposal states that an additional £90k should be used for this work, which has come from efficiencies elsewhere in the portfolio.
- Holiday Activities & Food (HAF): We will take specific focussed action to reduce food inequality for children and young people including by developing Sheffield’s Holiday Activities and Food Programme, ensuring access to nutritious food and meaningful activities for children and young people of benefits-related free school meals during all school holidays
- Make sure that new or existing workstreams focus on early years to prevent overweight and obesity into adulthood
- Strengthen early years pathways

References

1. Life-course trajectories of body mass index from adolescence to old age: Racial and educational disparities | PNAS
2. Food Insecurity Tracking | Food Foundation
3. Characteristics of adults experiencing energy and food insecurity in Great Britain - Office for National Statistics (ons.gov.uk)
4. Frontiers | The impact of climate change on food systems, diet quality, nutrition, and health outcomes: A narrative review (frontiersin.org)

## Carers

**Staff Impacted:**

Yes

**Customers Impacted:**

Page 214  
Yes

**Description of Impact:**

No prevalence data available for food security or obesity. However, evidence suggests that1: • Over a third (35%) of carers are spending 20% of their income or more on energy – meaning there is less money to spend on food • A quarter of carers are cutting back on food and heat to make ends meet • One in five (19%) of carers in lowest income households Therefore, as the initiatives and services implemented as part of the Food Strategy will work with high priority groups such as people living in areas of deprivation, it is likely that carers will benefit from programmes of work that increase service provision and the availability of healthy foods. Services and programmes, such as Weight Management, will also encourage and allow carers to attend with a client. References 1. Unpaid carers spiralling into poverty as the cost-of-living crisis bites: cutting back on food and heating to make ends meet | Carers UK

**Cohesion**

**Staff Impacted:**

Yes

**Customers Impacted:**

Yes

**Description of Impact:**

Studies have shown that larger local food systems are associated with increased social cohesion. As access to nutritious and affordable is a key driver of health inequality, working to make our food system fairer, healthier and greener will subsequently impact on social, economic, and environmental inequalities. This proposal will involve working with the voluntary and community sector to develop a range of initiatives that will progress the availability of healthy food by improving physical and financial access, and help to reduce obesity prevalence. Some of these schemes have the potential to improve community cohesion and contribute to people’s broader well being. Examples include: social supermarkets and cafes, community meals and lunch clubs. The proposal will also re-commission evidence-based Tier 2 healthy weight services for adults and families, Startwell and initiatives in place based settings such as schools and businesses, that intensely targets services towards areas and groups with the highest prevalence of overweight and obesity.

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** 22% of Sheffield residents have a long-term health condition or disability (intellectual, physical, sensory, and/or mental illness), and a large proportion live in areas of financial deprivation<sup>1</sup>. Food Poverty, Insecurity & Access The Joseph Rowntree Foundation found that half of the households experiencing food poverty have a disabled person living within the household<sup>2</sup>. 75% of people accessing Food Banks are either disabled or have a disabled person in the household<sup>3</sup>. Our proposed strategy that incorporates The Food Access Plan will continue to develop a sustainable system of food banks and pantries that will enable people to access emergency food and be signposted to other services. The frequency of food poverty for people living with a disability is higher than the general population, but this has increased since the cost-of-living crisis, due to the increase in energy costs and food inflation<sup>4</sup>. Analysis by the disability equality charity Scope estimated that the extra costs faced by disabled people average £583 a month. As housing costs and bills often cannot be forgone, food is likely to be where households will try to make savings and efficiencies<sup>5</sup>. The new Food Strategy will continue to work closely with the Cost of Living Group and The Tackling Poverty framework to ensure that the underlying causes of poverty are also addressed. Existing relationships with local stakeholders that predominantly work with this priority group will also be strengthened to enable collaboration and partnership working. Weight Research has shown that children with disabilities and/or learning difficulties are at a generally higher risk of obesity, malnourishment and gastrointestinal conditions<sup>6</sup>. A study has estimated, by the age of 11 years, 1 in 3 of the study children with intellectual disabilities were living with obesity<sup>7</sup>. The most recent data on the prevalence of excess weight in people aged 18 and older with learning disabilities is based on analysis of data from GPs across the whole of England. This showed that, in comparison to the general population, a smaller proportion of people with learning disabilities are in the milder category termed 'overweight' (27% of people with learning disabilities compared to 31.8% of people without a learning disability)<sup>8</sup>. However, there are higher

proportions in the more severe category of obese (37% of people with learning disabilities compared to 30.1% of people without learning disabilities)<sup>8</sup>. Among adults with severe mental illness, the prevalence of obesity has been reported to be as high as 55%<sup>9</sup>. Physical inactivity, unhealthy diets and weight gain from psychotropic medication are all factors that contribute to this. People with serious mental illness have mortality rates up to 3 times as high as the general population<sup>10</sup>. The primary cause of death in these people is cardiovascular disease, which is strongly associated with the incidence of obesity. In 2021, we explored how to work with people with SMI, particularly when psychotropic medications can lead to weight gain. This work will continue over the coming years to help reduce weight related illness and disease in high priority groups such as people living with SMI. As 30% of individuals who are living with overweight and obesity are likely to have Binge Eating Disorder, which is recognised as a serious mental health condition by DSM-5, in the latest tier 2 weight management specification, we are proposing that all individuals are screened for Binge Eating Disorder so service users can be signposted or referred to the most appropriate support. Our weight management service offer will target all high prevalence groups such as those living with disabilities. There is minimal evidence from controlled studies as to which obesity interventions are effective for people with SEND, learning disabilities or mental health difficulties, and this lack of evidence contributes to the inequalities around outcomes and access. However, in previous years we have trialled partnership working with the local stakeholders such as Disability Sheffield, Sheffield MIND and Mencap & Gateway to deliver bespoke weight management services to people living with SMI, autism, and SEND, with tailored information to suit their needs. As we recognise how broad and intersectional the term 'disability' is, we will continue to find different approaches to work with these groups which will enable us to scope out the most effective way of working using a mixture of reasonable adjustments and bespoke services. When the proposed services are re-commissioned, or new programmes of work develop as a result of this proposal, we will review audit the resources that are available to the public to make sure these are accessible to people i.e. audio content and easy read where necessary. Reference 1. Living the life you want to live Sheffield's adult health and social care strategy 2022 to 2030 2. 5.7 million low-income households having to cut down or skip meals as a result of the cost of living tracker shows "Horrendous new normal" | JRF 3. The State of Hunger: It's not right

that disabled people are being forced to turn to food banks - The Trussell Trust 4. Cost of living: Impact of rising costs on disabled people - House of Lords Library (parliament.uk) 5. Disability Price Tag 2023: the extra cost of disability | Disability charity Scope UK 6. Weight management for people with learning disabilities | British Dietetic Association (BDA) 7. Obesity in British children with and without intellectual disability: cohort study - PubMed (nih.gov) 8. Health and Care of People with Learning Disabilities - NHS Digital 9. Prevalence of Overweight and Obesity in People With Severe Mental Illness: Systematic Review and Meta-Analysis - PMC (nih.gov)

## Gender Reassignment

**Staff Impacted:**

Yes

**Customers Impacted:**

Yes

**Description of Impact:**

Census data states that 0.24% of Sheffield residents are trans men or women (approx. 1300 people)<sup>2</sup>. There is little to no prevalence data or evidence available for weight/obesity or food access and security. However, we know that transgender people face multiple inequalities:

- Two in five trans people in the UK (41%) said that healthcare staff lacked understanding of specific trans health needs when accessing general healthcare services in the last year<sup>1</sup>.
- Young trans people were the most likely to be unemployed, with over half (56%) saying they did not have a job<sup>1</sup>.

Therefore, young trans people are more likely to experience poverty (including food poverty) than their cis counterparts. This proposal will:

- Make sure that staff working within Food Strategy health-related services/contracts (weight management) are adequately trained on trans health needs.
- Preliminary evidence shows that, transmasculine individuals may have greater rates of obesity and weight gain before and during hormone therapy<sup>3</sup>. Therefore, SCC will make links with PCNs and STH to understand if body weight and body mass index are routinely monitored before and after the initiation of gender-affirming hormone therapy.
- We intend to monitor and review progress as further evidence and guidance arises. This Food Strategy and proposal does not negatively or positively impact trans people. References 1.

## Partners

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** Delivery of the new Food Strategy and commissioned services will include working positively with SCC partners including staff. The services include the continued funding of Startwell which is delivered by the early years team and family hubs. Start Well supports Early Years settings to adopt healthy early years standards, deliver obesity brief intervention training to early years staff and deliver Start Well family programmes. Two boards/networks are also delivered and facilitated as part of the Food Strategy – The Food & Obesity Board, and the Healthy Weight Provider Network – both are key networks that enable staff and relevant partners locally to provide updates, share ideas and act as a way to disseminate the latest evidence.

## Poverty & Financial Inclusion

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** Food security, access and obesity are directly correlated with poverty, low income and the rising cost of food. Food Security & Access In 2021/22 there were 4.7 million people, or 7% of the UK population, in food poverty, including 12% of children – this is directly linked with low levels of household unemployment, low income and the rising cost of food<sup>1</sup>. The rising cost of living seems to be increasing household food insecurity. A YouGov survey by the Food Foundation, a food poverty charity, found that in January 2023, 17.7% of households in the UK were food insecure (ate less or went a day without eating because they couldn't access affordable food)<sup>2</sup>. Healthier and more nutritious foods

costs more per calorie, and due to a scarcity mindset that many households have to adopt, many people are time poor and are unable to cook fresh whole foods from scratch<sup>3</sup>. This is being exacerbated by the cost-of-living crisis, where on average households will see a 54% rise in household bills over the next year<sup>4</sup>. In 2019, Sheffield was in the worst 20% (ranked 33rd of 324 LAs) for Hot Food Takeaway saturation at 117 outlets per 100k residents<sup>5</sup>. These fast-food outlets are disproportionately located in more deprived parts of the city. Furthermore, children and adults from lower socio-economic groups are 50% more likely to be exposed to advertisements for “unhealthy” (high fat, salt and/or sugar) foods than those from higher socio-economic groups<sup>8</sup>. Obesity As a result of the points above, reception aged children living in the most deprived areas are more than three times as likely to be living with severe obesity compare to those living in the least deprived areas<sup>6</sup>. Year 6 children living in the most deprived areas are more than four times as likely to be living with severe obesity<sup>6</sup>. In adults, the prevalence of obesity can vary by up to 20% dependant upon if adults live in an area of deprivation<sup>6</sup>. The New Food Strategy and Activities At its core, the New Food Strategy and outcomes of the accompanying services (2024-2029) are to provide Sheffield residents with a fairer, healthier, and greener food system/environment by increasing and improving our financial access to food. Startwell, Weight Management, and a whole school approach to food are due to be recommissioned as part of this proposal, which will specifically be targeted at the most deprived areas in Sheffield. The proposal will ring-fence a proportion of the budget to create opportunities for people living in the most deprived areas of the city to eat healthier diets. This will involve working with the voluntary and community sector to develop a range of initiatives that will improve the availability to healthy food for those on low incomes. The continuation The Food Access Plan and existing schemes including Healthy Holidays, collaborative food sourcing and affordable food clubs, and match funding the ShefFood Role supports food strategy implementation particular in relation food poverty and local food economy. Children in the most deprived areas of Sheffield have tooth decay levels four times higher than those living in the least deprived areas. Therefore, by focusing on the improving our food environment by implementing and developing policy, the Food Strategy aims to improve health outcomes for people living in areas of deprivation. References 1. Food poverty: Households, for banks and free school meals - House of Commons Library (parliament.uk) 2. Food Insecurity



Tracking | Food Foundation 3. Food Prices Tracking: October Update | Food Foundation 4. Domestic energy prices - House of Commons Library (parliament.uk) 5. Fast food outlets: density by local authority in England - GOV.UK (www.gov.uk) 6. Obesity statistics - House of Commons Library (parliament.uk)

## Pregnancy / Maternity

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:**

In the section below, the term pregnant women and other female pronouns will be used – This is referring to someone’s biological sex at birth, and not which gender they identify with. The effects of an unhealthy diet, causing either malnourishment, underweight or obesity can cause an increased risk of poorer maternal and infant outcomes. Locally this varies significantly. There is a strong correlation between high levels of pregnant women who are living with obesity and neighbourhood deprivation. Neighbourhoods to the east of the Sheffield such as Colley has as many as one in three pregnant women (33.3%) with a BMI of 30 or more at time of booking<sup>6</sup>. Other neighbourhoods around the Southey and Firth Park wards also had similar percentages of pregnant women living with obesity. In more affluent areas of the city this is significantly lower<sup>6</sup>. For example in Lodge Moore which is located to the west of the city 2.1% of pregnant women had a BMI over 30<sup>6</sup>. Women who enter pregnancy with a BMI above 30 kg/m<sup>2</sup> (approx. 27%) face an increased risk of complications during pregnancy and birth such as gestational diabetes, high blood pressure, caesarean birth, anaesthetic complications and pre-eclampsia<sup>1</sup>. The data shows that women who enter pregnancy overweight or obese are usually aged 20-24yrs old, or 40yrs+. Being underweight or having a diet low in nutrients may increase the likelihood of a low birthweight baby and associated risks. However, as up to 46% of births are unplanned, not everyone will seek support from a medial professional before conception which may consequently lead them to be a healthy weight<sup>2</sup>. The UK recommendations on appropriate weight gain during pregnancy varies from 7–15kg, but there is no national guidance<sup>4</sup>. Women who gain weight within these ranges are more likely to have better maternal

and infant outcomes than those who gain more or less weight<sup>5</sup>. However, the current NICE guidance recommends that pregnant women should try not to lose weight during pregnancy. Based on recent NICE evidence reviews, new studies suggest there are no harms associated with 'controlled' weight loss during pregnancy. Therefore it is likely that these recommendations may be updated, and so we will review the NICE guidance on a regular basis. Based on the amendments, we can then look to scope out an intervention for pregnant women which provides quality outcomes. The variety and nutritional quality of food introduced to babies whilst weaning also influences how we respond to the food environment later in life, through a range of biological and psychological mechanisms. Therefore, the proposal aims to keep the same level of intensity and focus on early years to encourage a good maternal diet, breastfeeding, and healthy weaning. The work undertaken within the proposal to improve food security, access and sustainability will benefit women in pregnancy too. We will continue working with local stakeholders to improve maternal pathways, and the new service specification for Adult Tier 2 Weight Management Services will include eligibility criteria for pregnant women, with the aim to support women with implementing healthy habits and behaviours.

References 1. Clinical guidelines for the management of weight during pregnancy: a qualitative evidence synthesis of practice recommendations across NHS Trusts in England - PMC (nih.gov) 2. The prevalence of unplanned pregnancy and associated factors in Britain: findings from the third National Survey of Sexual Attitudes and Lifestyles (Natsal-3) - PMC (nih.gov) 3. A nationally representative study of maternal obesity in England, UK: trends in incidence and demographic inequalities in 619 323 births, 1989-2007 - PubMed (nih.gov) 4. Recommendations | Weight management before, during and after pregnancy | Guidance | NICE 5. Consequences of Gestational Weight Gain for the Mother - Weight Gain During Pregnancy - NCBI Bookshelf (nih.gov) 6. Health Needs Assessment – Sheffield (2017)

## Race

**Staff Impacted:**

Yes

**Customers Impacted:**

Page 22

## Description of Impact:

Food Security, Access & Poverty Black, Asian and minority ethnic communities (BAME) may be more likely to experience food insecurity and poverty, but this is likely due to deprivation, not race directly. As food insecurity, poverty and access work will focus on working in areas of deprivation, BAME communities will benefit from this work, and implementation. Food insecurity work will also need to ensure the city's food relief offer is culturally appropriate and accessible. EIA's will need to be completed on a project by project basis to ensure this is the case. We will also be proactively engaging BAME-led organisations to inform the development of new initiatives. Obesity Overweight and obesity prevalence amongst BAME groups in Sheffield largely follows national trends<sup>1</sup>: Asian – 57% Black- 72% Chinese- 37.5% Mixed- 59.4% Again, the higher obesity prevalence within BAME communities is also likely due to deprivation, and not race directly. However, BAME groups have increased health risks from excess weight at a lower BMI threshold compared to White British. Therefore, any services commissioned within this proposal that have BMI as an eligibility criterion, will be reduced by 2.5kg/m<sup>2</sup> to reflect this risk and health inequality. To improve health inequalities this proposal will:

- Continue to monitor local obesity data so we can target our programmes of work and interventions at certain priority groups
- Develop a community-based approach to delivering weight management services that reduces barriers to accessing the service and improve health outcomes.
- All services and place-based interventions will target areas of deprivation and BAME groups, with KPIs to reflect this. For example, in previous years KPIs have included making sure that at least 15% of service users were BAME, and 30% of people were from the two most deprived quintiles in Sheffield. Based on the latest census and obesity data, the KPI % of service users from BAME communities will be increased.
- Service specifications will set out that staff are trained appropriately in the importance of health inequalities and equity, and services are culturally appropriate.
- Materials developed will be available in variety of languages with translation services where necessary.

Appropriate services will also aim to employ local BAME organisations to do translation where possible to foster trust and familiarity for local populations. Partnership working From working with BAME communities during COVID-19, Sheffield City Council has an array of partnerships with local community groups. These improved relationships since COVID mean community organisations and 'trusted voices' can better help us to engage with BAME communities.

References 1. Overweight adults - GOV.UK Ethnicity

## Religion / Belief

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** No prevalence data available for food security or obesity. However, evidence suggests that<sup>1</sup>: • Over a third (35%) of carers are spending 20% of their income or more on energy – meaning there is less money to spend on food • A quarter of carers are cutting back on food and heat to make ends meet • One in five (19%) of carers in lowest income households Therefore, as the initiatives and services implemented as part of the Food Strategy will work with high priority groups such as people living in areas of deprivation, it is likely that carers will benefit from programmes of work that increase service provision and the availability of healthy foods. Services and programmes, such as Weight Management, will also encourage and allow carers to attend with a client. References 1. Unpaid carers spiralling into poverty as the cost-of-living crisis bites: cutting back on food and heating to make ends meet | Carers UK

## Sexual Orientation

**Staff Impacted:** Yes

**Customers Impacted:** Yes

**Description of Impact:** Sexual orientation includes lesbian, gay, heterosexual, pansexual, asexual and questioning. Sexual orientation is different from sex and gender identity. Approximately 20,000 Sheffield residents (4.5%) state they are either lesbian, gay, asexual, queer or pansexual. Although we are solely discussing sexual orientation in this section, it is widely acknowledged that LGBTQ people are disproportionately affected by wider social inequalities. Weight Local obesity data for LGB communities is not available. However, obesity data for the UK shows that a lower proportion of LGB adults are living with overweight or obesity (51%) than

heterosexual adults (63%)<sup>4</sup>. Conversely, a study published a year prior found that<sup>5</sup>:

- women identifying as lesbian were at increased risk of overweight/obesity compared to heterosexual women
- men identifying as gay were at decreased risk compared to heterosexual men.
- Increased risk of being underweight was seen for women identifying as 'other' and men identifying as gay or bisexual

In regards to the proposed commissioned services (2024-2029) that affect adults and young people, such as Tier 2 Weight Management, as the evidence at this time is unclear, we intend to monitor and review progress as further evidence and guidance arises. This Food Strategy and proposal does not negatively or positively impact LGB groups. Food Security & Access To date, there has been no data surrounding the role of sexual orientation and its effect on food security, access and eating habits in the UK. However, on average in the UK, gay and lesbian people are more likely to earn less and are somewhat more likely to experience poverty than their heterosexual counterparts. After housing and bills have been paid, food is often the only household outgoing that can be reduced. Therefore, it is likely that LGB people may have higher rates of food insecurity or live in areas of deprivation that are flooded with unhealthy foods. Recently a study conducted in the United States of America has found that LGBTQ young adults in particular, are at increased risk for food insecurity and disordered eating behaviors<sup>1</sup>. Results showed that LGBTQ individuals also reported greater dieting/restricting, bulimia symptoms, and binge eating symptoms than heterosexual peers<sup>1</sup>. LGBTQ people were also more likely to be food insecure and had significantly lower food literacy than heterosexual peers. Although this data comes from the United States of America, these findings shouldn't be ignored and may also be relevant in the UK. LGB communities will benefit from the Food Strategy, the Food Access Plan and consequent commissioned services (2024-2029) and initiatives arising from this. However, as the evidence at this time is unclear, services are not deliberately tailored to these groups, and so we intend to monitor and review progress as further evidence and guidance arises. As it stands, this Food Strategy and proposal does not negatively or positively impact LGB groups. References 1. The role of sexual orientation in the relationships among food insecurity, food literacy, and disordered eating - ScienceDirect 2. Results of an Online Survey about Food Insecurity and Eating Disorder Behaviors Administered to a Volunteer Sample of Self-Described LGBTQ+ Young Adults Aged 18 to 35 Years - ScienceDirect 3. Local Insight

(communityinsight.org) 4. National representative data on the health of lesbian, gay and bisexual adults in England published for the first time - NDRS (digital.nhs.uk) 5. Sexual orientation identity in relation to unhealthy body mass index: individual participant data meta-analysis of 93 429 individuals from 12 UK health surveys | Journal of Public Health | Oxford Academic (oup.com)

## Voluntary / Community & Faith Sectors

**Staff Impacted:**

Yes

**Customers Impacted:**

Yes

**Description of Impact:**

The VCF sector will be important in the new proposals in assisting services in engaging with underserved groups in deprived and BAME communities, both identified as priority groups. Food Security & Access Over the past decade, the VCF sector has enabled thousands of residents the opportunity to access emergency food and support. The VCF sector will continue to be fundamental in aiding/delivering the implementation of Food Security & Access work. These relationships have been long established, and the VCF sector helped the development of the Food Access Plan, and so there is already a joint up approach and vision in how we deliver this across the city. The delivery of all Food access Plan work is currently via the VCF sector Obesity/Weight Within the proposed Tier 2 Weight Management budget, the VCF sector will be fundamental in delivering co-developed and co-produced programmes to priority groups. As Sheffield City Council were awarded the Adult Weight Management Grant in 2021/22, the city trialed delivering a community-based approach to weight management. As a result, 10 local VCF organisations were upskilled and delivered programmes to their communities. Approx 700 individuals attended these programmes, all of which were from priority groups such as people living with autism, people living with a disability, BAME groups, and men. The trial showed that the uptake and retention of these programmes had improved, with outcomes being similar to that of the mainstream service. Under the new proposal, this community-based approach will continue, although less VCF sector groups Communication, Anecdotal Surveillance & Expertise Improved relationships since COVID mean community organisations and 'trusted

voices' are able to better help us engage with communities. Therefore, this proposal will continue to work with the VCFS to understand what is happening 'on the ground', and to communicate important messages. Actions might include:

- Improving food environments inc access: Use of incentives/subsidies/differential business rates to attract healthier food retailers into areas where they are lacking, and support for community ventures that increase access to fresh food, for example social supermarkets and cafes, community meals and lunch clubs;
- Pilot the use of voucher schemes to incentivise purchasing of fruit and vegetables;
- Maintaining and expanding provision of School Holiday Hunger programmes;
- Whole school approach to food - Working with schools to trial initiatives such as universal free school breakfast schemes or extension of School Fruit and Vegetable scheme in the most deprived schools.
- Continuing the development of a community-based approach to Adult Weight Management

## Action Plan & Supporting Evidence

### Outline of action plan:

Action Plan No fundamental amendments to the Food Strategy or commissioned services (2024-2029) have been implemented as a result of conducting this EIA. However, we will continue to:

- tailor and target all services and activities to those in the appropriate high priority groups: Food Security & Access – People living in more deprived areas and/or have a low household income, BAME communities, women, single parent households, residents living with a disability (including SMI), individuals 30-49 years of age, pregnant women, BAME groups, LGBTQ individuals, carers
- Obesity/Weight – People living with overweight or obesity, people living in more deprived areas and/or have a low household income, early years, residents living with a disability (including SMI), BAME groups
- Access all services, and if services are not being accessed by high priority groups, or the outcomes are not as expected, this will be evaluated and the appropriate changes made. In addition, we intend to:
- Continue to implement upstream measures that improve our food environment such as food policy work.
- Monitor and review progress as further evidence and guidance arises, particularly for LGBTQ groups and pregnant women.
- Increase the budget spent on weight management related services based upon need. Learning from the service evaluation and

public consultation shows that a multi provider approach will support better engagement from underserved communities. Stakeholder consultation and market testing has also shown that there are potential benefits from separating the children and families services due to the different specialisms and different stakeholder relationships that are required. Both of these changes should improve outcomes and impact positively on inequalities but may lose some economies of scale.

- Develop a community-based approach to delivering weight management services that reduces barriers to accessing the service and improve health outcomes.
- Maintain strong relationships and contract management practises to aid the reduction of inequalities
- All services and place-based interventions will target areas of deprivation and BAME groups, with KPIs to reflect this. For example, in previous years KPIs have included making sure that at least 15% of service users were BAME, and 30% of people were from the two most deprived quintiles in Sheffield. Based on the latest census and obesity data, the KPI % of service users from BAME communities should be increased.
- Service specifications will set out that staff are trained appropriately in the importance of health inequalities and equity, and services are culturally appropriate.
- New public materials developed will be available in variety of languages with translation services where necessary . Appropriate services will also aim to employ local BAME organisations to do translation where possible to foster trust and familiarity for local populations
- A food bank/ food relief development fund will be continued to support food banks and other food relief projects who wish to develop their offer to move away from a dependency model of emergency food provision to one of prevention.
- Focus on work early in the life course
- Existing relationships with local stakeholders that predominantly work with SEN and disabilities will also be strengthened to enable collaboration and partnership working.
- The re-commissioned Tier 2 Weight Management Service will screen for Binge Eating Disorder, which is recognised as a serious mental health condition by DSM-5.
- We will continue working with local stakeholders to improve maternal pathways, and the new service specification for Adult Tier 2 Weight Management Services will include eligibility criteria for pregnant women, with the aim to support women with implementing healthy habits and behaviours



(parliament.uk) • New map shows where millions of UK residents struggle to access food | News | The University of Sheffield • United Kingdom Food Security Report 2021: Theme 4: Food Security at Household Level - GOV.UK (www.gov.uk) • United Kingdom Food Security Report 2021: Theme 4: Food Security at Household Level - GOV.UK (www.gov.uk) • foodfoundation.org.uk/sites/default/files/2022-07/The Broken Plate 2023 report.pdf • OHA Response to Multi-Buy Promotions Delay - Obesity Health Alliance • Food Advertising Impact Assessment (ofcom.org.uk) • Fast food outlets: density by local authority in England - GOV.UK (www.gov.uk) • Changes in household food and drink purchases following restrictions on the advertisement of high fat, salt, and sugar products across the Transport for London network: a controlled interrupted time series analysis - ScienceDirect • Energy & Climate Intelligence Unit | Climate change, fossil fuels,... (eci.net) • Non Communicable Diseases | NCD Alliance • Ultra-processed foods and excessive free sugar intake in the UK: a nationally representative cross-sectional study | BMJ Open • Ultra-processed foods make up almost two-thirds of Britain's school meals | NIHR • Ultra-processed food consumption, cancer risk and cancer mortality: a large-scale prospective analysis within the UK Biobank - eClinicalMedicine (thelancet.com). • Food Prices Tracking: October Update | Food Foundation • Domestic energy prices - House of Commons Library (parliament.uk) • Fast food outlets: density by local authority in England - GOV.UK (www.gov.uk) • Yau et al., 2021 • OHA Response to Multi-Buy Promotions Delay - Obesity Health Alliance • Obesity Profile - Data - OHID (phe.org.uk) • Life-course trajectories of body mass index from adolescence to old age: Racial and educational disparities | PNAS • Food Insecurity Tracking | Food Foundation • Characteristics of adults experiencing energy and food insecurity in Great Britain - Office for National Statistics (ons.gov.uk) • Frontiers | The impact of climate change on food systems, diet quality, nutrition, and health outcomes: A narrative review (frontiersin.org) • Living the life you want to live Sheffield's adult health and social care strategy 2022 to 2030 • 5.7 million low-income households having to cut down or skip meals, as JRF's cost of living tracker shows "Horrendous new normal" | JRF • The State of Hunger: It's not right that disabled people are being forced to turn to food banks - The Trussell Trust • Cost of living: Impact of rising costs on disabled people - House of Lords Library (parliament.uk) • Disability Price Tag 2023: the extra cost of disability | Disability charity Scope UK • Weight management for people with learning disabilities |

British Dietetic Association (BDA) • Obesity in British children with and without intellectual disability: cohort study - PubMed (nih.gov) • Health and Care of People with Learning Disabilities - NHS Digital • Prevalence of Overweight and Obesity in People With Severe Mental Illness: Systematic Review and Meta-Analysis - PMC (nih.gov) • Clinical guidelines for the management of weight during pregnancy: a qualitative evidence synthesis of practice recommendations across NHS Trusts in England - PMC (nih.gov) • The prevalence of unplanned pregnancy and associated factors in Britain: findings from the third National Survey of Sexual Attitudes and Lifestyles (Natsal-3) - PMC (nih.gov) • A nationally representative study of maternal obesity in England, UK: trends in incidence and demographic inequalities in 619 323 births, 1989-2007 - PubMed (nih.gov) • Recommendations | Weight management before, during and after pregnancy | Guidance | NICE • Consequences of Gestational Weight Gain for the Mother - Weight Gain During Pregnancy - NCBI Bookshelf (nih.gov) • Health Needs Assessment – Sheffield (2017) • Overweight adults - GOV.UK Ethnicity facts and figures (ethnicity-facts-figures.service.gov.uk) • Blake, Megan & Cromwell, Jonas. (2022). Food Security UK 2021. 10.13140/RG.2.2.25425.81766/1. • Pre-pandemic relative poverty rate for children of lone parents almost double that for children living with two parents | Institute for Fiscal Studies (ifs.org.uk) • SN03336.pdf (parliament.uk) • The role of sexual orientation in the relationships among food insecurity, food literacy, and disordered eating - ScienceDirect • Results of an Online Survey about Food Insecurity and Eating Disorder Behaviors Administered to a Volunteer Sample of Self-Described LGBTQ+ Young Adults Aged 18 to 35 Years - ScienceDirect • Local Insight (communityinsight.org) • National representative data on the health of lesbian, gay and bisexual adults in England published for the first time - NDRS (digital.nhs.uk) • Sexual orientation identity in relation to unhealthy body mass index: individual participant data meta-analysis of 93 429 individuals from 12 UK health surveys | Journal of Public Health | Oxford Academic (oup.com) • lgbt\_in\_britain\_-\_trans\_report\_final.pdf (stonewall.org.uk) • Local Insight (communityinsight.org) • Weight gain and obesity rates in transgender and gender-diverse adults before and during hormone therapy - PubMed (nih.gov) • Unpaid carers spiralling into poverty as the cost-of-living crisis bites: cutting back on food and heating to make ends meet | Carers UK

## Mitigation

**Significant risk after mitigation measures:** No

**Outline of impact and risks:**

## Review Date

**Review Date:** 27/06/2023

This page is intentionally left blank



## Report to Policy Committee

**Author/Lead Officer of Report:** Victoria Clayton  
Planning & Highways Lawyer

**Tel:** 0114 2057302

**Report of:** *Chief Operating Officer*

**Report to:** *Strategy & Resources Committee*

**Date of Decision:** *12<sup>th</sup> July 2023*

**Subject:** *Local Land Charges – Proposed Fee Increases*

Type of Equality Impact Assessment (EIA) undertaken	Initial <input checked="" type="checkbox"/>	Full <input type="checkbox"/>
Insert EIA reference number and attach EIA	2225	
Has appropriate consultation/engagement taken place?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
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:

The Local Land Charges team provide property information to customers to support the conveyancing process of residential and commercial property. This report seeks approval to increase the fees charged in accordance with the relevant legislation.

### Recommendations:

It is recommended that the Strategy and Resources Committee:

- *Approves the proposed increase to the fees charged by the Local Land Charges Team in accordance with Table 1 below from 1<sup>st</sup> August 2023.*
- *Delegates to the General Council annual changes to the Local Land Charges fees, on a cost recovery basis in consultation with the Section 151 officer.*

**Background Papers:**

None

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.	Finance: Natalie Smith, Assistant Finance Manager
		Legal: Nadine Wynter, Service Manager Legal Services
		Equalities & Consultation: Ed Sexton, Equalities and Involvement Officer
		Climate: Kathryn Warrington, Sustainability Programme Officer
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>SLB member who approved submission:</b>	Tony Kirkham
3	<b>Committee Chair consulted:</b>	Cllr Tom Hunt
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> Victoria Clayton	<b>Job Title:</b> Planning & Highways Lawyer
	<b>Date:</b> 3.7.23	

**1. PROPOSAL**

- 1.1 Legislation requires that these fees should be calculated with reference to the costs of providing the service. A review of the cost of these services shows that the cost has increased. Therefore the proposed fee increases shown at Table 1 below can be justified.

**2. HOW DOES THIS DECISION CONTRIBUTE ?**

- 2.1 Ensuring that this service recovers costs where it is lawful to do so, enables the authority to continue to provide a responsive, customer focused Local Land Charges service for the benefit of the people of Sheffield and others that use our service to support property transactions occurring in the city.

- 2.2 The two main search products produced by the Local Land Charges team are known in the industry as the LLC1, which is a search of the Local Land Charges Register and the Con29, which is a set of questions relating to the property being searched against.

Broadly speaking, the main changes to the cost of service include staff pay changes and also a reduction in time spent on the Con29 in certain departments due to more automation providing efficiencies.

The LLC1 is currently charged at £30 per search. Finance have reviewed the cost recovery calculations and have advised that the cost of the LLC1 should be increased to £36.50.

The Con29 currently costs £75 including VAT per search. Finance have reviewed the cost recovery calculations and have advised that the cost of the Con29 should be increased slightly to £75.60 including VAT.

In addition to the two main products, the Local Land Charges team provide several ancillary services relating to the searches conducted prior to a property transaction taking place. On the basis that the cost recovery calculations of the two main products have suggested an average increase of 11%, it is proposed to raise the cost of these services by 11% also. This proposal would result in fees being increased as outlined in this Table 1:

TABLE 1:

<i>Product</i>	<i>22/23 fees</i>	<i>23/24 proposed fees</i>
<i>LLC1</i>	<i>£30</i>	<i>£36.50</i>
<i>Con29</i>	<i>£75 inc VAT</i>	<i>£75.60 inc VAT</i>
<i>LLC1 Extra Assessment</i>	<i>£1.05</i>	<i>£1.15</i>
<i>Con29 Extra Assessment</i>	<i>£12.48 inc VAT</i>	<i>£13.80 inc VAT</i>
<i>Expedited LLC1</i>	<i>£41.50</i>	<i>£46.10</i>
<i>Expedited Con29</i>	<i>£119.44 inc VAT</i>	<i>£132.60 inc VAT</i>
<i>Con29 Optional Question</i>	<i>£10.40 inc VAT</i>	<i>£11.40 inc VAT</i>

### 3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 There is no requirement to consult on this proposal. Customers of this service are typically conveyancing solicitors or property search companies that are familiar with fee changes in accordance with the legislation.

### 4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

## 4.1 Equality Implications

- 4.1.1 The increase in Local Land Charges applies to all applicants equally and no impacts have been identified for our Public Sector Equality Duty to eliminate unlawful discrimination, harassment or victimisation and advance equality of opportunity. The increased fees support fostering good relations through being able to continue to provide a responsive and customer focused Local Land Charges service for the benefit of the people of Sheffield and others that use the service to facilitate property transactions occurring in the city. The charges increase is very minimal in terms of overall cost of buying or selling land/property or conveyancing.

## 4.2 Financial and Commercial Implications

- 4.2.1 In calculating the price increase consideration has been given to inflationary cost increases, changes to the time taken in undertaking the work, service overheads and anticipated activity levels.

The proposed increases on the price of the LLC1 and Con29 searches, plus the other searches undertaken will ensure cost recovery of the service, subject to activity levels.

## 4.3 Legal Implications

- 4.3.1 The LLC1 is an official search of the Local Land Charges Register. Where a Local Authority has not yet migrated its Local Land Charges Register to the Her Majesty's Land Registry, the costs of providing this service need to be calculated in accordance with Section 13A Local Land Charges Act 1975<sup>1</sup>. Broadly speaking, it requires that the fees charged for each service does not exceed the costs of providing the service (S.13A(5)) and requires us to also have regard to any guidance issued by the Chancellor (S.13A(9)). That guidance<sup>2</sup> warns that undercharging for the service may have anticompetitive implications.
- 4.3.2 The Local Authorities (England) (Charges for Property Searches) Regulations 2008 set out how charges relating to the Con29 should be calculated. Where authorities provide answers to the questions contained within the Con29, the charges need to be in accordance with Regulation 8. This advises that charges can be made at the local authority's discretion but must have regard to the costs to the local authority of answering enquiries about the property.

## 4.4 Climate Implications

---

<sup>1</sup> Where an authority has already migrated its' Local Land Charges Register to the Land Registry, it no longer has authority to set search fees, for that reason this section has been conditionally repealed depending on whether that migration has taken place. Sheffield still retains its own Local Land Charges Register.

<sup>2</sup> [Guidance for Registering Authorities on Setting Fees for Local Land Charge Services in England CM 7026 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/guidance/2019-07-15-guidance-for-registering-authorities-on-setting-fees-for-local-land-charge-services-in-england-cm-7026)



4.4.1 There are no anticipated climate implications of this decision.

#### 4.4 Other Implications

4.4.1 The Local Land Charges Service is currently in the early engagement phase of the project with the Land Registry to migrate the Local Land Charges Register so that the LLC1 search will be conducted through the Land Registry's portal and the search fee will be retained by the Land Registry. This project will take up significant staff time and whilst some financial support is available, it is expected that some core funding will be required to ensure the delivery of a smooth transition. Given that this service is expecting to utilise core funding in the future for this purpose, ensuring that costs are recovered where the legislation provides for this mitigates against future pressures on core funding.

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

5.1 If the fees are not increased to continue to recover the costs of providing these services, the service will be subsidised from core funding which is already under significant pressure. Where statute allows for the cost of a service to be recovered from the customer, and council undercovers those costs, this impacts on the council's ability to provide other services to the people of Sheffield.

### **6. REASONS FOR RECOMMENDATIONS**

6.1 Recovering the costs of these services enables the Local Land Charges Team to continue to provide an excellent service to customers, supporting property transactions within Sheffield.

This page is intentionally left blank

## PART A - Initial Impact Assessment

**Proposal Name:** Local Land Charges Fee Increase (EIA ID: #)

**EIA Author:** Victoria Clayton (CEX)

**Proposal Outline:** To Increase fees in accordance with legislation

**Proposal Type:** Non-Budget

**Year Of Proposal:** 23/24

**Lead Director for proposal:** David Hollis (CEX)

**Service Area:** Legal Services

**EIA Start Date:** 03/07/2023

**Lead Equality Objective:**

**Equality Lead Officer:** Ed Sexton

### Decision Type

**Committees:** Policy Committees  
• Strategy & Resources

### Portfolio

**Primary Portfolio:**

Resources

---

**EIA is cross portfolio:**

No

---

**EIA is joint with another organisation:**

No

## Overview of Impact

**Overview Summary:**

Small increase in costs of purchasing property - of little impact to the overall transaction. Product 22/23 fees 23/24 proposed fees LLC1 £30 £36.50 Con29 £75 inc VAT £75.60 inc VAT LLC1 Extra £1.05 £1.15 Con29 Extra £12.48 inc VAT £13.80 inc VAT Expedited LLC1 £41.50 £46.10 Expedited Con29 £119.44 inc VAT £132.60 inc VAT Con29 Optional Question £10.40 inc VAT £11.40 inc VAT

---

**Impacted characteristics:**

## Consultation and other engagement

## Cumulative Impact

**Does the proposal have a cumulative impact:**

No

---

**Impact areas:**

## Initial Sign-Off

**Full impact assessment required:**

Page 240  
No

---

**Review Date:**

03/07/2023

## Action Plan & Supporting Evidence

**Outline of action plan:**

**Action plan evidence:**

.

**Changes made as a result of action plan:**

## Mitigation

**Significant risk after mitigation measures:**

**Outline of impact and risks:**

## Review Date

**Review Date:**

03/07/2023

This page is intentionally left blank



## Report to Policy Committee

**Author/Lead Officer of Report:** John Hudson.  
Service Manager, Transport Services

**Tel:** 0114 273 5086

**Report of:** Executive Director, Neighbourhood Services

**Report to:** Resources and Strategy Committee

**Date of Decision:** 12<sup>th</sup> July 2023

**Subject:** Extension of the Dynamic Purchasing Scheme (DPS) (OJEU Reference 2016/S 064-110574) for transport services

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>				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

**Purpose of Report:**

To seek approval to commission transport provision for a period of up to 5 years (until July 2028).

This report will set out transport services delivered by Council and those who benefit from such services.

This report will set out the need for transport services and explain why a further 5 years of service provision is required.

**Recommendations:**

The Strategy and Resources Committee is recommended to approve the commissioning of transport services from private transport contractor providers for the next 5 years, with an estimated value of £45.4m, as set out in this report.

**Background Papers:**

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

**N/A**

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>Anna Bibi / Sarah Rani</i>
		Legal: <i>Richard Marik / Rahana Khalid</i>
		Equalities & Consultation: <i>Richard Bartlett</i>
		Climate: <i>Jessica Rick</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	<b>SLB member who approved submission:</b>	<i>Ajman Ali</i>
3	<b>Committee Chair consulted:</b>	<i>(Insert name of relevant Member)</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> <i>John Hudson</i>	<b>Job Title:</b> <i>Transport Service Manager</i>
	<b>Date:</b> <i>04/07/2023</i>	



## 1. PROPOSAL

1.1 The proposal is to seek approval of the commissioning strategy to deliver statutory and non-statutory transport for an estimated value of £45.4m for the provision of transport services over 5 years using private contractors.

1.2 Transport services include:

- Special Educational Needs and Disabilities (SEND) Home to School Transport. This is statutory service that provides transport for children with SEND to attend their appropriate educational provision. The provision is a 50/50 mix of “in house fleet” (1150 passengers) and private taxi and minibus contractors (1120 passengers).
- Human Assets Team (HAT) emergency response. Transporting the general public effected by an emergency. The in-house fleet provide the initial emergency response and private taxi contractors provide a service to members of the public who have been evacuated from their homes and must attend medical or similar appointments. It also involves the movement of Council staff to different centres where necessary during an incident.
- Adult Social Care - Respite and Day centre transport for vulnerable adults. This service is provided by the in-house fleet and is complemented by the contractor taxis.
- Childrens Social Care – Looked after children who attend Respite, Supervision and require transport to their educational setting. This service is provided by the in-house fleet and is complemented by the contractor taxis, as some of the journeys are “out of hours”.
- The Forensic Team - Staff & Client transport. This is provided by private contractor taxis due to the team needing access to transport 24 hours a day, seven days a week.
- Mental Health Social Care team - Staff & Client transport This is provided by private contractor taxis due to the team needing access to transport 24 hours a day, seven days a week.
- Ad-Hoc transport - The service has also been used to deliver free (to the public) Covid-19 vaccine transportation. This was agreed in partnership between the NHS provider and the Council’s Covid-19 response team. The service was delivered by the in-house minibus fleet and private taxi contractors.

- 1.3 Transport services are currently delivered under a Council DPS and this is due to expire on 31<sup>st</sup> July 2023.
- 1.4 Demand for transport services is increasing, and an example of this is the demand for SEND Home to School transport. The table below illustrates this increase in average daily passenger numbers using the SEND home to school transport over the last three years. The table also shows how the cost per seat has remained consistent due to the competitiveness and flexibility of the current DPS.

Financial Year	Average Number of daily Passengers	Cost per seat per month
2021/22	1973	£604.68
2022/23	2114	£651.18
2023/24*	2270	£587.94

\* NB: This data is only for 2 months and is subject to change.

- 1.5 It is therefore proposed that in order to meet this increasing demand and the needs of the various service users, the Council commission service provision for the next 5 years for an estimated value of £45.4m. In order to implement this commissioning strategy, the Council intend to extend the current Transport Dynamic Purchasing System Contract by a period of 5 years, from which the Council can purchase transport services, subject to separate Council approval.
- 1.6 The competitive element of the DPS has kept the price per seat relatively static, in an environment where external costs, e.g., fuel, maintenance, vehicle prices, have been increasing.
- 1.7 Provision of the service in-house not a viable option. Due to the increase in demand the current fleet is near its capacity. In order to cover the work that is serviced under the current arrangements, the Council would have to increase its fleet size considerably and have a number of vehicles that would only have a unique use for this service. In turn this would mean the council would lose the flexibility that the current arrangement offers.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

- 2.1 The contract enables young people with SEND to attend their education. The nature of the contract also allows it to be used for special events or short-term requirements such as Covid-19 vaccine transportation. The contract is therefore inclusive and flexible, providing transport that meets people's needs and enabling them to attend essential services and travel to life enhancing provision.

## **3. HAS THERE BEEN ANY CONSULTATION?**

- 3.1 Every year a customer survey is carried out to monitor the quality of the service that is delivered. The majority of the feedback is positive. Any issues that are identified are addressed and feedback given.

3.2 Stakeholders have been consulted regards to the renewal of the contract. The feedback from stakeholders has indicated that they believe the contract should be extended.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Equality Implications**

4.1.1 The proposals identified within this report are expected to have a positive impact as the contract is open to everyone and provides opportunities for all. The spend on the contract goes to local businesses who in turn employ local people. An equality impact assessment has been completed.

##### **4.2 Financial and Commercial Implications**

4.2.1 The demand for the service is increasing, leading to increased costs. The value of the contract is approx. £9.5 million per annum (£45.4 million for 5 years). The majority of this spend £8.5 million (£42.5 Million for 5 years) is associated with the SEND Home to School Transport service.

4.2.2 Each route is competitively tendered. There are no tie in periods and any route can be terminate with immediate affect without consequence.

4.2.3 To ensure that competition is maximised new contractors may apply to join the framework at any time via an initial procurement Standard Questionnaire

4.2.4 In addition, services are working together to look at innovative ways that the provision can make savings, without impacting on the needs of the people using the service.

4.2.5 The DPS is procured in line with PCR which allows for the set-up of a DPS and for its 'period of validity' to be extended with appropriate notices being published. thus, being open to new contractors to apply to join via a SQ at any time.

4.2.6 In addition to the above the DPS can be ceased at any time during its life span with a notification issued in line with the regulations governing the framework and without financial penalty to the Council.

4.2.7 The DPS does not contain a mandatory annual cost increase

4.2.8 Procurement regulations will be changing next year, currently it is not clear what, if any, implications that will have for DPS frameworks set-up under the current Regulations. If any changes are required these will then be acted upon, due to the set up of the DPS if changes are required there will be no cost or financial penalty for the council.

##### **4.3 Legal Implications**

4.3.1 The Council have a statutory responsibility to provide travel assistance to children who have an entitlement because of their special educational needs and for Adult Care clients to meet their respite and other needs. This statutory responsibility is covered by the following legislation: the Education Act 1996, the Education and Inspections Act 2006, the Equality act 2010, Children Act 1989 and 2004 and the Chronically Sick and Disabled Persons Act 1970.

4.3.2 The provision of transport services as set out in this report will ensure that the Council meet these statutory duties and the proposal in the report that these duties will be met by way of an extension to the existing DPS framework is one option (subject to separate Council approval.)

#### 4.4 Climate Implications

4.4.1 Both the Sheffield and neighbouring Local Authority transport fleets used on this contract have only just started their journey to decarbonisation. This means that the number of Ultra-Low Emission Vehicles (ULEVs) and electric vehicles (EV) available to use on the contract is currently very low.

4.4.2 This, alongside the increased demand for transport means that CO<sub>2</sub> levels produced on this contract will unfortunately remain the same.

4.4.3 However, as the green transport fleet matures, and the full impact of the clean air zone is realised it is anticipated that CO<sub>2</sub> levels from the fleet will start to reduce.

4.4.4 During the lifespan of the contract the use of ULEV and EV vehicles will be monitored to see if usage increases.

4.4.5 A Climate Impact Assessment has been completed.

#### 4.5 Other Implications

4.5.1 There are no other implications of this report.

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

5.1 **Option 1** – Do nothing.

This is not a realistic option as the control that the current arrangements provide would be lost. This would lead to a financially unsustainable and operationally inefficient service. It would also put the council in a position that no longer aligns to our strategic objectives in terms of the environment and lower emissions.

The council would also be in breach of its statutory duties if it could not provide a SEND Home to school transport service.

5.2 **Option 2** – Revise the commissioning strategy so only ULEV and EV

vehicles can be used for the provision of transport.

This is not an option. The in-house fleet is CAZ compliant but the available vehicles on the private contractor fleet that meet this criterion are currently very limited. This would mean that the Council would not be able to fulfil the demand and thus would not be able to meet its statutory obligations in terms of transport.

5.3 **Option 3** – Provide in-house.

This is not a viable option. Due to the increase in demand the current fleet is near its capacity. In order to cover the work that is currently serviced by the DPS contract the council would have to increase its fleet size considerably and have a number of vehicles that would only have a unique use for this service. In turn this would mean the council would lose the flexibility that the DPS has to offer.

5.4 **Note** - It is worth noting that the introduction of the Clean Air Zone (CAZ) will impact positively on current taxi provision by increasing the number of CAZ compliant vehicles used.

## 6. REASONS FOR RECOMMENDATIONS

- 6.1 The commissioning strategy will ensure continuous delivery of transport services to meet the needs of the young people. The commissioning strategy will ensure the Council can fulfil its statutory SEND home to school transport responsibility and delivery of the Council's objective of "Happy young people who have the start they need for the future they want".
- 6.2 The intention to extend the current DPS (subject to separate Council approval) will continue the control on the cost per seat.
- 6.3 The commissioning strategy will continue to support local transport businesses and local people.
- 6.4 The commissioning strategy will provide the opportunity for the Council to support local transport businesses and help guide them on their carbon reduction journey.

This page is intentionally left blank

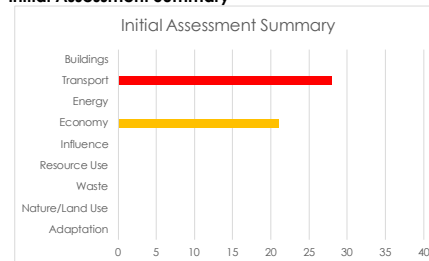
### Climate Change Impact Assessment Summary

<b>Project/Proposal Name</b>	Transport DPS Contract Renewal	<b>Portfolio</b>	Operational Services
<b>Committee</b>	Finance Sub-Committee	<b>Lead Member</b>	
<b>Strategic Priority</b>	Strong and Connected Neighbourhoods	<b>Lead Officer</b>	Michael Barlow
<b>Date CIA Completed</b>	12/05/23	<b>CIA Author</b>	John Hudson
		<b>Sign Off/Date</b>	

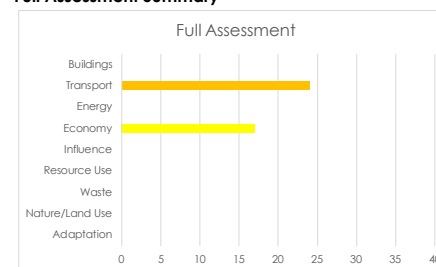
<b>Project Description and CIA Assessment Summary</b>	<p>The proposal is to extend the current DPS transport contract for additional 5 years. The DPS is different from a traditional framework contract as additional Contractors can join the contract during its lifetime. This enables marketplace competition to remain competitive.</p> <p>The DPS is a contract with private Taxis and minibus contractors. Once the contractors have passed the quality threshold they are allowed to tender prices. Every job goes out to all 24 contractors to submit a price. Best price wins. The contract makes up 50% of the Statutory SEND Home to school transport service (Approx 1120 young people) the other 50 % of the service is covered by the councils own in house fleet.</p>
---	--

<b>Rapid Assessment</b>	Does the project or proposal have an impact in the following areas? Select all those that apply. Only complete the sections you have selected here in the assessment.		
<b>Buildings and Infrastructure</b>	No	<b>Influence</b>	No
<b>Transport</b>	Yes	<b>Resource Use</b>	Yes
<b>Energy</b>	No	<b>Waste</b>	No
<b>Economy</b>	Yes	<b>Nature/Land Use</b>	No
		<b>Adaptation</b>	No

### Initial Assessment Summary



### Full Assessment Summary



<b>&gt;=27</b>	The project will increase the amount of CO2e released compared to before.
<b>21-26</b>	The project will maintain similar levels of CO2e emissions compared to before.
<b>12-20</b>	The project will achieve a moderate decrease in CO2e emissions compared to before.
<b>3-11</b>	The project will achieve a significant decrease in CO2e emissions compared to before.
<b>0-2</b>	The project can be considered to achieve net zero CO2e emissions.

Initial Assessment

Category	Impact	Description of Project Impact	Score
Buildings and Infrastructure	Construction		
	Use		
	Land use in development		
Transport	Demand Reduction	The demand for the service is increasing . The service is a statutory service	7
	Decarbonisation of Transport	Taxis are only used if there isn't any other transport options available . Both the Sheffield and neighbouring Taxi fleets taxi fleet have only just started its journey to decarbonisation, this means the number of ULEV and EV vehicles available to use on the contract is minimal. This with the increase in demand means CO2 levels produced on this contract will remain the same . As the green taxi fleet matures and the full impact of the Clean air zone is realised it is anticipated that CO2 levels from the fleet will start to reduce.	7
	Public Transport	Due to the needs of the passengers that are transported the opportunity to promote using public transport is limited. Children and families do run an independent travel training scheme for appropriate passengers.	7
	Increasing Active Travel	Due to the needs of the passengers that are transported the opportunity to promote active travel is limited.	7
Energy	Decarbonisation of Fuel		
	Demand Reduction/Efficiency Improvements		
	Increasing Infrastructure for renewables generation		
Economy	Development of low carbon businesses	Both the Sheffield and neighbouring Taxi fleets taxi fleet have only just started its journey to decarbonisation, this means the number of ULEV and EV vehicles available to use on the contract is minimal. This with the increase in demand means CO2 levels produced on this contract will remain the same . As the green taxi fleet matures and the full impact of the Clean air zone is realised it is anticipated that CO2 levels from the fleet will start to reduce.	7
	Increase in low carbon skills/training	Currently there is no low carbon training in the specification of the contract.	7
	Improved business sustainability	Both the Sheffield and neighbouring Taxi fleets taxi fleet have only just started its journey to decarbonisation. The journey to a low carbon business that is sustainable is only just beginning	7
Influence	Awareness Raising		
	Climate Leadership		
	Working with Stakeholders		
Resource Use	Water Use		
	Food and Drink		
	Products		
	Services		
Waste	Waste Reduction		
	Waste Hierarchy		
	Circular Economy		
Nature/Land Use	Biodiversity		
	Carbon Storage		
	Flood Management		
Adaptation	Exposure to climate change impacts		
	Vulnerable Groups		
	Just Transition		

10	The project will significantly increase the amount of CO2e released compared to before.
9	The project will increase the amount of CO2e released compared to before.
8	The project will maintain similar levels of CO2e emissions compared to before.
7	
6	
5	The project will achieve a moderate decrease in CO2e emissions compared to before.
4	
3	
2	The project will achieve a significant decrease in CO2e emissions compared to before.
1	
0	The project can be considered to achieve net zero CO2e emissions.
Carbon Negative	The project is actively removing CO2e from the atmosphere.



Full Assessment

Category	Impact	Description of Project Impact	Mitigation Measures	Mitigated Score	Procurement Action Required?	Proposed KPI/Measure
Buildings and Infrastructure	Construction					
	Use					
	Land use in development					
Transport	Demand Reduction	The demand for the service is increasing. The service is a statutory service	Working with colleagues in Children & Families to monitor the demand for the service and look for any alternatives that can be used instead of the transport option	6	No	Number of passenger on transport (Already reported)
	Decarbonisation of Transport	Both the Sheffield and neighbouring Taxi fleets. Taxi fleet have only just started its journey to decarbonisation. This means the number of ULEV and EV vehicles available to use on the contract is minimal. This with the increase in demand means CO2 levels produced on this contract will remain the same. As the green taxi fleet matures and the full impact of the Clean air zone is realised. It is anticipated that CO2 levels from the fleet will start to reduce.	Monitor the number of taxis that are ULEV and EV. Encourage the increase if use in these vehicles. The SEND budget is under severe pressure so cash incentives for using ULEV and EV's on the contract is not an option. Eventually as the the taxi / minibus ULEV and EV market matures this will have an impact of emissions and reductions will occur	6	No	Number of ULEV or EV's on the private contractor fleet
	Public Transport	Due to the needs of the passengers that are transported the opportunity to promote using public transport is limited. Children and families do run an independent travel training scheme for appropriate passengers.	Working with colleagues in Children & Families and education establishments projects are being set up to use a mixture of minibus and tram travel.	6	No	Number of transport schemes / passengers using the tram
	Increasing Active Travel	Due to the needs of the passengers that are transported the opportunity to promote active travel is limited.	See above	6	No	As above
Energy	Decarbonisation of Fuel					
	Demand Reduction/Efficiency					
	Increasing Infrastructure for renewables generation					
Economy	Development of low carbon businesses	Both the Sheffield and neighbouring Taxi fleets. Taxi fleet have only just started its journey to decarbonisation. This means the number of ULEV and EV vehicles available to use on the contract is minimal. This with the increase in demand means CO2 levels produced on this contract will remain the same. As the green taxi fleet matures and the full impact of the Clean air zone is realised. It is anticipated that CO2 levels from the fleet will start to reduce.	Monitor the number of taxis that are ULEV and EV. Encourage the increase if use in these vehicles. The SEND budget is under severe pressure so cash incentives for using ULEV and EV's on the contract is not an option. Eventually as the the taxi / minibus ULEV and EV market matures this will have an impact of emissions and reductions will occur	6	No	Number of ULEV or EV's on the private contractor fleet
	Increase in low carbon skills/training	Currently there is no low carbon training in the specification of the contract.	Identify and introduce low carbon training for all contractors and their staff that work on the contract	5	Yes	Numbers who have attended the training course
	Improved business sustainability	Both the Sheffield and neighbouring Taxi fleets. Taxi fleet have only just started its journey to decarbonisation. The journey to a low carbon business that is sustainable is only just beginning	Current legislation will start to bring carbon emissions down but the impact of this will only start to seen towards the end of this contract.	6	No	
Influence	Awareness Raising					
	Climate Leadership					
	Working with Stakeholders					
Resource Use	Water Use					
	Food and Drink					
	Products					
	Services					
Waste	Waste Reduction					
	Waste Hierarchy					
	Circular Economy					
Nature/Land Use	Biodiversity					
	Carbon Storage					
	Flood Management					
Adaptation	Exposure to climate change impacts					
	Vulnerable Groups					
	Just Transition					

10	The project will significantly increase the amount of CO2e released compared to before.
9	The project will increase the amount of CO2e released compared to before.
8	The project will maintain similar levels of CO2e emissions compared to before.
7	
6	
5	The project will achieve a moderate decrease in CO2e emissions compared to before.
4	
3	
2	The project will achieve a significant decrease in CO2e emissions compared to before.
1	
0	The project can be considered to achieve net zero CO2e emissions.
Carbon Negative	The project is actively removing CO2e from the atmosphere.



This page is intentionally left blank

19/05/2023

## Part A

### Initial Impact Assessment

**Proposal name**

Transport Extension of the Dynamic Purchasing Scheme (DPS) Transport Contract

**Brief aim(s) of the proposal and the outcome(s) you want to achieve**

The aim of this is to extend the transport DPS Transport Contract.

The proposal is to extend the current Transport Dynamic Purchasing System (DPS) contract for additional 5 years.

A DPS is different from a traditional framework contract as additional Contractors can join the contract during its lifetime. This means that there is constant market competition which supports the Council to deliver the best value possible.

The DPS is a contract with private taxi and minibus contractors. Once a contractor has passed the quality threshold, they are allowed to tender prices for particular routes. Every route is offered to all of the contractors on the DPS framework, who then submit a price. The best price wins the contract for that route.

The contract makes up 50% of the Council's statutory Special Educational Needs and Disabilities (SEND) Home to School Transport service provision, supporting around 1,120 young people. The other 50% of the service is covered by the councils own in house Transport Service.

**Proposal type**

**Budget**

**non-Budget**

If Budget, entered on Q Tier?

Yes

No

Q Tier reference

**Year of proposal (s)**

21/22

22/23

23/24

24/25

other

**Decision Type**

**Committee (select below)**

Adult Health and Social Care Policy Committee

Communities, Parks and Leisure Policy Committee

Economic Development and Skills Policy Committee

Education, Children and Families Policy Committee

Housing Policy Committee

Strategy and Resources Policy Committee

Transport, Regeneration and Climate Policy Committee

Waste and Street Scene Policy Committee

Regulatory Committees (e.g. Licensing Committee)

Other Policy Committee or sub-Committee

Local Area Committees

**Leader**

**Executive Director/Director**

**Officer Decisions (Non-Key)**

**Council (e.g. Budget and Housing Revenue Account)**

**Lead Committee Member**

**Lead Director for Proposal**

Tom Smith

**Person filling in this EIA form**

John Hudson

**Equality Lead Officer**

Simon Ebbins

**Lead Equality Objective**

Understanding  
Communities

Workforce  
Diversity

Leading the city in  
celebrating &  
promoting inclusion

Break the cycle  
and improve life  
chances

## Portfolio, Service and Team

**Lead Portfolio**

Neighbourhood Services

**Is this Cross-Portfolio?**

Yes

No

**Is the EIA joint with another organisation (eg NHS)?**

Yes

No

Please specify

## Consultation

**Is consultation required?**

Yes

No

**If consultation is not required please state why**

**Are Staff who may be affected by these proposals aware of them?**

Yes

No

**Are Customers who may be affected by these proposals aware of them?**

Yes

No

**If you have said no to either please say why**

There will be no impact on the customer.

## Initial Impact

Under the [Public Sector Equality Duty](#) we have to pay due regard to the need to:

- eliminate discrimination, harassment and victimisation
- advance equality of opportunity
- foster good relations

For a range of people who share protected characteristics, more information is available on the [Council website](#) including the [Community Knowledge Profiles](#).

## Identify Impacts

**Identify which characteristic the proposal has an impact on tick all that apply**

<input type="radio"/> Health	<input type="radio"/> Transgender
<input type="radio"/> Age	<input type="radio"/> Carers
<input type="radio"/> Disability	<input type="radio"/> Voluntary/Community & Faith Sectors
<input type="radio"/> Pregnancy/Maternity	<input checked="" type="radio"/> Partners
<input type="radio"/> Race	<input type="radio"/> Cohesion
<input type="radio"/> Religion/Belief	<input checked="" type="radio"/> Poverty & Financial Inclusion
<input type="radio"/> Sex	<input type="radio"/> Armed Forces
<input type="radio"/> Sexual Orientation	<input type="radio"/> Other

## Cumulative Impact

**Does the proposal have a cumulative impact?**

- Yes                       No

<input checked="" type="radio"/> Year on Year	<input type="radio"/> Across a Community of Identity/Interest
<input type="radio"/> Geographical Area	<input type="radio"/> Other

*If yes, details of impact*

The contract extension that is proposed is for a minimum of 3 years to a maximum of 5 years. So, this assessment has to take this into consideration

**Does the proposal have a geographical impact across Sheffield?**

- Yes                       No

*If Yes, details of geographical impact across Sheffield*

**Local Area Committee Area(s) impacted**

- All                       Specific

*If Specific, name of Local Committee Area(s) impacted*

## Initial Impact Overview

**Based on the information about the proposal what will the overall equality impact?**

The DPS contract is supportive of local small and medium enterprises and 100% of the contract spend is distributed to contractors in the Sheffield and South Yorkshire region. This means that local Taxi / Minibus drivers and Passenger Assistants benefit from the contract spend and the local transport economy is supported.

The contract is open to everyone and provides opportunities for all. The spend on the contract goes to local businesses who in turn employ local people.

The contract enables young people with SEND to attend their education. The nature of the contract also allows it to be used for special events or short-term requirements such as Covid-19 vaccine transportation. The contract is therefore inclusive and flexible, providing transport that meets people's needs and enabling them to attend essential services and travel to life enhancing provision.

**Is a Full impact Assessment required at this stage?**  Yes  No

**If the impact is more than minor, in that it will impact on a particular protected characteristic you must complete a full impact assessment below.**

## Initial Impact Sign Off

**EIAs must be agreed and signed off by an Equality lead Officer. Has this been signed off?**

Yes  No

Date agreed

Name of EIA lead officer

## Part B

### Full Impact Assessment

#### Health

**Does the Proposal have a significant impact on health and well-being (including effects on the wider determinants of health)?**

Yes       No      *if Yes, complete section below*

#### Staff

Yes       No

#### Customers

Yes       No

#### Details of impact

**Comprehensive Health Impact Assessment being completed**

Yes       No

*Please attach health impact assessment as a supporting document below.*

**Public Health Leads has signed off the health impact(s) of this EIA**

Yes     No

**Name of Health  
Lead Officer**

#### Age

**Impact on Staff**

Yes     No

**Impact on Customers**

Yes     No

#### Details of impact

## Disability

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Pregnancy/Maternity

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Race

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Religion/Belief

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Sex

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No



**Details of impact**

**Sexual Orientation**

**Impact on Staff**

Yes       No

**Impact on Customers**

Yes       No

**Details of impact**

**Gender Reassignment (Transgender)**

**Impact on Staff**

Yes       No

**Impact on Customers**

Yes       No

**Details of impact**

**Carers**

**Impact on Staff**

Yes       No

**Impact on Customers**

Yes       No

**Details of impact**

## **Voluntary, Community & Faith sectors**

### **Impact on Staff**

Yes       No

### **Impact on Customers**

Yes       No

### **Details of impact**

## **Partners**

### **Impact on Staff**

Yes       No

### **Impact on Customers**

Yes       No

### **Details of impact**

## **Cohesion**

### **Staff**

Yes       No

### **Customers**

Yes       No

### **Details of impact**

## **Poverty & Financial Inclusion**

### **Impact on Staff**

Yes       No

### **Impact on Customers**

Yes       No

### **Please explain the impact**

## Armed Forces

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Other

*Please specify*

### Impact on Staff

Yes       No

### Impact on Customers

Yes       No

### Details of impact

## Action Plan and Supporting Evidence

**What actions do you need to take following this EIA?**

**What evidence have you used to support the info in the EIA?**

### Detail any changes made as a result of the EIA

**Following mitigation is there still significant risk of impact on a protected characteristic.**    Yes       No

**If yes, the EIA will need corporate escalation? Please explain below**

## Sign Off

**EIAs must be agreed and signed off by an Equality lead Officer. Has this been signed off?**

Yes  No

Date agreed

Name of EIA lead officer.

**Review Date**

DD/MM/YYYY