

# Cabinet

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**Wednesday 18 July 2018 at 2.00 pm**

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

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

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## **Membership**

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Councillor Julie Dore	(Leader of the Council)
Councillor Olivia Blake	(Cabinet Member for Finance and Deputy Leader)
Councillor Lewis Dagnall	(Cabinet Member for Environment and Streetscene)
Councillor Jackie Drayton	(Cabinet Member for Children & Families)
Councillor Jayne Dunn	(Cabinet Member for Education & Skills)
Councillor Mazher Iqbal	(Cabinet Member for Business and Investment)
Councillor Mary Lea	(Cabinet Member for Culture, Parks and Leisure)
Councillor Chris Peace	(Cabinet Member for Health and Social Care)
Councillor Jack Scott	(Cabinet Member for Transport and Development)
Councillor Jim Steinke	(Cabinet Member for Neighbourhoods and Community Safety)

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## **PUBLIC ACCESS TO THE MEETING**

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

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://www.sheffield.gov.uk). You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

Members of the public have the right to ask questions or submit petitions to Cabinet meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

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

Cabinet decisions are effective six working days after the meeting has taken place, unless called-in for scrutiny by the relevant Scrutiny Committee or referred to the City Council meeting, in which case the matter is normally resolved within the monthly cycle of meetings.

If you require any further information please contact Simon Hughes on 0114 273 4014 or email [simon.hughes@sheffield.gov.uk](mailto:simon.hughes@sheffield.gov.uk).

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## **FACILITIES**

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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.

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**CABINET AGENDA  
18 JULY 2018**

**Order of Business**

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- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**

The appendix to Item 17 'Provision of Indoor Sports Facilities for the Oasis Academy at the Olympic Legacy Park' - is not available to the public and press because it contains exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) relating to the financial or business affairs of any particular person.
- 4. Declarations of Interest** (Pages 1 - 4)

Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 20)

To approve the minutes of the meeting of the Cabinet held on 20 June 2018.
- 6. Public Questions and Petitions**

To receive any questions or petitions from members of the public
- 7. Items Referred From Scrutiny** (Pages 21 - 46)

Children's Social Care Task Group Report

Report of the Children, Young People and Family Support Scrutiny and Policy Development Committee
- 8. Retirement of Staff** (Pages 47 - 50)

Report of the Executive Director, Resources.
- 9. Adults with Complex Needs** (Pages 51 - 62)

Report of the Executive Director, People Services.
- 10. Review of Young People's Services** (Pages 63 - 70)

Report of the Executive Director, People Services.
- 11. Sheffield Transport Strategy** (Pages 71 - 136)

Report of the Executive Director, Place.
- 12. Sheffield Drug Strategy 2018-2022** (Pages 137 -

- 148)
- Report of the Executive Director, People Services.
- 13. Procurement of Sexual Health Service Contract** (Pages 149 - 156)  
Report of the Executive Director, People Services.
- 14. Revenue Budget and Capital Programme Monitoring 2018/19 Month 2** (Pages 157 - 196)  
Report of the Executive Director, Resources.
- 15. Month 2 Capital Approvals** (Pages 197 - 214)  
Report of the Executive Director, Resources.
- 16. Decision by Cabinet as Trustees of the Endcliffe Park Charity - Car Parking** (Pages 215 - 224)  
Report of the Executive Director, Place.
- 17. Delivery of Sports Hall Provision for the Oasis Academy** (Pages 225 - 252)  
Report of the Executive Director, Place.

**NOTE: The next meeting of Cabinet will be held on Wednesday 19 September 2018 at 2.00 pm**



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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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

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

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

You **must**:

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

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

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

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

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

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

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

You have a personal interest where –

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

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

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

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

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

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

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Cabinet

Meeting held 20 June 2018

**PRESENT:** Councillors Julie Dore (Chair), Olivia Blake, Lewis Dagnall, Jackie Drayton, Jayne Dunn, Mazher Iqbal, Mary Lea, Chris Peace, Jack Scott and Jim Steinke

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**1. APOLOGIES FOR ABSENCE**

1.1 There were no apologies for absence.

**2. EXCLUSION OF PUBLIC AND PRESS**

2.1 The Chair (Councillor Julie Dore) reported that Appendix A to Item 14 'Technology Strategy and Sourcing Approach' was not available to the public and press because it contains exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended), relating to the financial or business affairs of any particular person. Accordingly, if the contents of the Appendix were to be discussed at the meeting, the public and press would be excluded from the meeting at that point in the proceedings.

**3. DECLARATIONS OF INTEREST**

3.1 Councillor Mazher Iqbal declared a personal interest in agenda item no. 10 'Designating an Area of London Road, Abbeydale Road and Chesterfield Road for Selective Licensing of Private Rented Properties' as a Private Landlord in the City outside of the Selective Licensing area.

**4. MINUTES OF PREVIOUS MEETINGS**

4.1 The minutes of the meetings of the Committee held on 16 and 23 May 2018 were approved as correct records.

**5. PUBLIC QUESTIONS AND PETITIONS**

5.1 Public Question in respect of Vulnerable Children

5.1.1 Nigel Slack asked, following his question about the use of motions at Full Council and in light of the horrendous actions being undertaken in the USA against immigrants and particularly the almost fascistic approach to splitting families and the use of internment camps, will the Council bring forward a motion condemning the actions of the American administration and, as a City of Sanctuary, take a stand against such treatment of vulnerable children and can that be done at the earliest opportunity?

5.1.2 The Leader of the Council (Councillor Julie Dore) commented that she agreed with the sentiments of Mr Slack's question and the images of children and babies

separated from their parents was horrendous. She would look to see if a Notice of Motion could be brought forward but it was not always through that process that the views of the Council could be demonstrated and the Council could look at different ways of doing that. Councillor Dore added that everyone agreed the situation was abhorrent and not acceptable to anyone and she thanked Mr Slack for bringing the question forward.

5.2 Public Question in respect of the AMRC

5.2.1 Nigel Slack asked, with the announcement that Rolls Royce will be losing 4,500 jobs in its aerospace division, were the Council aware of any impact on the AMRC or the local supply chain? If not, what was being done to gain information on potential impacts locally?

5.2.2 Councillor Dore responded that Councillor Mazher Iqbal, Cabinet Member for Business and Investment, may have more knowledge of the situation, but he was absent at this point in the meeting. Councillor Dore stated that there were around 100 jobs associated with this locally but she was not aware that those jobs were affected.

5.2.3 Councillor Dore added that, where the Council became aware of an announcement regarding an employer in Sheffield, Creative Sheffield worked with that organisation in relation to mitigating the impacts and also with supply chains which could serve the rest of the country. If Mr Slack wished this to be followed up further she would ask Councillor Iqbal to do this.

5.3 Public Question in respect of Police and Crime Commissioner Powers

5.3.1 Nigel Slack asked, following the news that, without referral to either local Councils or local people, the Home Secretary had given North Yorkshire's Police and Crime Commissioner power over the Fire and Rescue Service, its budget and priorities, what will be the Council's stance should a similar proposal come to light for South Yorkshire?

5.3.2 Councillor Dore stated that she was not aware of any discussions or suggestions heading in that direction. She believed that consultation in North Yorkshire should have taken place with the residents and people affected and who depended on those critical services. If such a proposal came to South Yorkshire, the Mayoral Authority would consider how to consult, would look at the benefits and disbenefits of the proposal and would make the right decision for the people of South Yorkshire. Councillor Dore could not state the position now as she did not have all the facts.

5.4 Public Question in respect of the General Cemetery adjacent to Cemetery Road

5.4.1 Nigel Slack commented that, at the last Council meeting, the Cabinet Member for Transport and Development chose to answer a question about a specific part of the General Cemetery adjacent to Cemetery Road with a grandstanding and party politically charged answer that failed to answer the substance of the question.

5.4.2 Mr Slack added that, in doing so, the Cabinet Member managed to imply that members of the group opposing the recent controversial plans for the Cemetery were against disability rights. Mr Slack believed that was extremely insulting to those members of the group who were themselves disabled (and in one case had campaigned on disability access issues for many years) and seemed to suggest that there were deserving and undeserving voices in that community. It was also disrespectful to the disability access expert, a wheelchair user, whose report the Council requested but then, in an attempt to create a money spinning commercial incursion into this sanctuary space, chose to ignore. Will the Council apologise to the group involved and choose to engage in realistic and open discussions about how both Disability Rights and Heritage Protections can be satisfied?

5.4.3 Councillor Jack Scott (Cabinet Member for Transport and Development) apologised to Mr Slack if his response to the question referred to by Mr Slack had not met Mr Slack's satisfaction, although he believed the characterisation was unfair. Councillor Scott stated he was hopeful the scheme could be successful based on other similar examples. Councillor Scott had received positive feedback for the clarity he had provided in relation to the scheme and stood by his comments made. He would engage with disability groups.

#### 5.5 Public Questions in respect of Selective Licensing

5.5.1 Viv Lockwood introduced his question by stating he was not a Private Landlord or a representative of them. He did think, however, that parts of the proposals for the selective licensing scheme on London Road, Abbeydale Road and Chesterfield Road were unfair. He had attended the consultation event at Bramhall Lane and did not believe that the summary in the report was a fair reflection of that.

5.5.2 Mr Lockwood added that he was in favour of any scheme that generated improvements in the conditions of properties in the private rented sector. However, there were flaws in the way the proposals were designed to operate. He believed there was an injustice that there was a base fee of £750 which all landlords would have to pay. The report stated that this would eventually be passed on to tenants. However, it was unfair that tenants who may be perfectly happy with the condition of their property would eventually have to pay higher rents.

5.5.3 Mr Lockwood further stated that he did not believe the report had reflected that the majority of landlords in the area were good landlords. He believed that the report could be more imaginative and propose a scheme that was welcomed by both tenants and landlords. He proposed that there should be a rebate scheme introduced and if a property was found to be in good condition upon the first inspection the landlord would get a rebate. He also questioned whether properties could be given a star rating similar to hotel and food outlets which would be good for tenants and landlords and would act as an incentive to good landlords and a disincentive to bad landlords.

5.5.4 Sajid Khadur stated that, at the consultation meeting held at Bramall Lane, photos and slides were shown on screen outlining properties which were in bad condition. These were mainly shops with flats above and would be subject to

- premises licences and all adequate checks would have been done in order for a licence to be granted. He therefore asked why selective licensing needed to duplicate this process?
- 5.5.5 Mr Khadur further commented that he owned a property in Rotherham which was subject to selective licensing and the value of the property had dropped significantly and he could not get a mortgage for it. He believed Abbeydale Road and London Road was a thriving area and it would be a shame if this scheme was brought in.
- 5.5.6 Abdullah Khalid asked why didn't the Council use existing measures available to them which were more powerful than selective licensing. For example, landlords could be fined up to £30k under the Housing and Planning Act. Mr Khalid stated that he owned properties on London Road which were all up to standard and therefore asked why should he be penalised with extra fees?
- 5.5.7 Mr S Ahmed asked if this scheme genuinely aimed to protect tenants from unsafe properties why were other areas in which landlord-owned flats above commercial properties being ignored? Why was this scheme oriented on a postcode basis while ignoring other adjacent areas of equal or greater need e.g. Woodseats?
- 5.5.8 Mr Ahmed added that the way the questionnaire was structured was based on a fait accompli that the system proposed was fully sound. There was no provision for any alternative views or proposals to be aired. In Mr Ahmed's opinion, the conclusion of the consultation was flawed because the original proposal was not flexible enough to allow for other conclusions. Was this therefore a fair and legal consultation document?
- 5.5.9 Mr Ahmed further asked what was the true fair cost of a site visit? Although the costs of any upgrades will benefit both the landlord and tenant, nonetheless there was a cost. Has any analysis been done to establish the overall costs of the upgrades compared to the revenue generated by the compulsory fee? How much of that fee will actually be seen by the tenant? Mr Ahmed's concern was that the revenue generated would be a substantial burden for the tenant and the landlord while the compulsory fee will be swallowed up by the Council bureaucracy. This will then impact on tenants who were already facing higher rents when the cost was passed down to them.
- 5.5.10 In response to the questions, Councillor Jim Steinke (Cabinet Member for Neighbourhoods and Community Safety) commented that he appreciated people coming and asking questions and he knew that the issue of selective licensing was an emotive issue. There were other voices who had not been heard at today's meeting and they were the people who lived in the properties. Councillor Steinke encouraged people to listen to their views which had been expressed on social media and also at the consultation.
- 5.5.11 Councillor Steinke added that the idea of a rebate scheme had been looked at but the scheme needed to be a self-financing scheme and it was very difficult to predict if a rebate could be offered. The idea of a star rating had also been looked at but the granting of a licence in itself was like a star rating and if a landlord had



a licence they could demonstrate that they were a fit and proper landlord. One of the positives about the scheme was the way it would support landlords to become good landlords.

- 5.5.12 Referring to the suggestion of visiting a property prior to a formal inspection, Councillor Steinke commented that the Council needed to be careful that they were not giving bad landlords the time to cover up things that they may wish not to be seen. There would be spot inspections where there were concerns over premises. The Council was committed to developing a good working relationship with landlords in the area.
- 5.5.13 The slides shown at the consultation were, Councillor Steinke believed, indicative of some of the conditions people had to live in. These may have been commercial premises. He accepted these might be a minority but there were a significant number of cases found in the preliminary research.
- 5.5.14 Councillor Steinke had heard contrary views in relation to the value of house properties going down in selective licensing areas but he could look at the implications of this. Evidence from Page Hall showed that the scheme had had a positive impact on house prices and Clive Betts M.P., as the Chair of the House of Commons Select Committee, had stated that selective licensing had a universal positive impact on house prices.
- 5.5.15 Councillor Steinke confirmed that existing measures would still be used but research had shown that existing issues were so bad that there was need for additional resources to be used.
- 5.5.16 Councillor Steinke was aware of a number of real improvements landlords had made in the area. It was very difficult to define what were good and bad landlords and to be successful selective licensing needed to be applied across a whole defined area. He believed good landlords had nothing to fear from this scheme.
- 5.5.17 In respect of why this area had been proposed for the scheme, this was based on the evidence gathered. He was aware within his ward of Nether Edge and Sharrow that there were properties in bad condition but it was right to choose this area for the scheme based on the evidence.
- 5.5.18 Councillor Steinke did not agree that the questionnaire produced did not allow for alternative conclusions and was open ended. There were a number of extensive responses to this which were reflected in the report on the agenda for the meeting.
- 5.5.19 Councillor Steinke disputed the view that the costs of the site visit and the income generated were swallowed up by the local authority. It was a ring-fenced budget which would be used for enforcement activities. Multi-agency teams would also be used, so the Council would get added value and, without selective licensing, this would not be possible.

## **6. ITEMS CALLED-IN FOR SCRUTINY**

6.1 It was reported that there had been no decisions called-in for Scrutiny since the last meeting of the Cabinet.

**7. RETIREMENT OF STAFF**

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

**RESOLVED:** That this Cabinet :-

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

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<b><u>People Services</u></b>		
Valerie Ballard	Administrator, Phillimore Community Primary School	25
Kerry Clarke	Higher Level Teaching Assistant Level 4, Brook House Junior School	20
Valerie Hanson	School Crossing Patrol Warden	33
Christopher Lally	Approved Mental Health Practitioner	38
Andrea Marsh	Application and Systems Officer	31
Sharon Raynor	Senior Teaching Assistant Level 3, Oughtibridge Primary School	26
Roger Wilkinson	Looked After Children Advocate, Secondary Phase	27
<b><u>Place</u></b>		
Stephen Bettles	SHE Advisor, Repairs and Maintenance Service	38
Paul Bray	Plumber, Repairs and Maintenance Service	32
Peter Burgin	Civil Enforcement Officer, Parking Services	38
Deborah Elwen	Administrative Officer,	31

	Structural and Public Safety Team	
Ronald Evans	Joiner, Repairs and Maintenance Service	45
Frances Hill	Planning Principal Officer	27
Dorothy Morritt	Library Assistant	34
John Sheedy	Plasterer, Repairs and Maintenance Service	47
Martin Turner	Working Team Leader	45

**Resources**

Donna Green	Members Secretary	38
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(b) extends to them its best wishes for the future and a long and happy retirement; and

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

**8. DOMESTIC AND SEXUAL ABUSE STRATEGY**

8.1 The Executive Director, People Services submitted a report seeking approval for the new Domestic and Sexual Abuse Strategy for the City and the intention to ensure seamless service provision for victims by re-commissioning the community based domestic abuse services as one contract to begin delivery in April 2019.

8.2 **RESOLVED:** That Cabinet:-

- (a) approves and adopts the Sheffield Domestic and Sexual Abuse Strategy 2018-22, attached to the report;
- (b) delegates authority to the Director of Commissioning, Inclusion and Learning, in consultation with the Director of Commercial and Financial Services and the Director of Legal and Governance to:
  - (i) approve the procurement strategy for the recommissioning of the Council's community based domestic abuse service as set out and in line with the report;
  - (ii) thereafter to enter into contract(s) for the services as set out and in line with the report; and
  - (iii) take all other necessary steps not covered by existing delegations to achieve the outcomes outlined in the report, in consultation with the

Cabinet Members for Children and Families and Health and Social Care; and

- (c) notes the correction to the report to substitute Councillor Peace for Councillor McDonald.

### 8.3 **Reasons for Decision**

8.3.1 The wording of the draft strategy has been agreed by the Cabinet Member for Health and Social Care, the People Services Portfolio Leadership Team, the Safer and Sustainable Communities Partnership Board and the Domestic and Sexual Abuse Strategic Board. It has been consulted on widely with stakeholders, including service users. It will provide a strategic framework for addressing issues that have an impact on thousands of people every year in the city, put prevention at the centre of new developments and drive improvements in responses across services.

8.3.2 Consultation with service users has informed the recommendation that the community based domestic abuse services are recommissioned as one contract to begin delivery in April 2019 in order to provide seamless support from disclosure to recovery from abuse.

### 8.4 **Alternatives Considered and Rejected**

8.4.1 The alternative would be to not have a Domestic and Sexual Abuse Strategy for the city. This was rejected as these are important issues which have an impact on thousands of people across the city every year. The issue is referenced in the Corporate Plan and is recognised as an issue the city wishes to address. Strategic direction for this area of work is therefore essential.

## 9. **DESIGNATING AN AREA OF LONDON ROAD, ABBEYDALE ROAD AND CHESTERFIELD ROAD FOR SELECTIVE LICENSING OF PRIVATE RENTED PROPERTIES**

9.1 The Executive Director, Place submitted a report seeking approval to designate an area of London Road, Abbeydale Road and Chesterfield Road for the Selective Licensing of privately rented properties.

9.2 **RESOLVED:** That Cabinet:-

- (a) approves the revised designation of the area referred to in the report and defined on the map set out in Appendix 1, and the schedule of properties set out at section 1.11 of this report as being subject to Selective Licensing, to come into force on 1st November 2018 and unless revoked beforehand, to remain in force for a period of five years from that date;
- (b) approves the Selective Licensing Scheme detailed in the report, including the Scheme Licensing Fees set out in Appendix 6 and the Proposed Licence Conditions set out in Appendix 5;

- (c) delegates authority to the Director of Housing and Neighbourhood Services to amend the Scheme Licensing Fees and the Proposed Licence Conditions as necessary for the successful administration of the scheme throughout the five year licensing period; and
- (d) requests that the Safer and Stronger Communities Scrutiny and Policy Development Committee monitor the impact of the scheme over the next 6/12 months and an initial scoping meeting be held at its next meeting to establish how this will be undertaken.

### **9.3 Reasons for Decision**

- 9.3.1 The Council has a statutory duty to address hazards in private rented properties. This is carried out on a day to day basis, usually with individual properties and landlords. Where Councils identify more widespread issues in an area, the law allows them to introduce discretionary licensing schemes.
- 9.3.2 Selective licensing is being proposed because the problems uncovered in this area are too widespread and significant to be dealt with on an individual property/landlord basis.
- 9.3.3 We acknowledge that the majority of landlords in Sheffield are good. They provide a wide range of rented accommodation that is well managed and safe. There are, however, a small number of irresponsible landlords who continue to let properties in a poor state of repair, neglect their management responsibilities, demonstrating little regard to their tenants' safety and well-being. Neglected and poorly managed housing not only impacts on the health and well-being of tenants but also has a detrimental impact on the local area.
- 9.3.4 Now we are aware of the extent of the problems in this area it is appropriate that we recommend a way of improving the properties and health and safety of the occupants. It is impossible to do that with our existing resources, and Selective Licensing is provided as a legal tool to address wide-scale problems of this nature.
- 9.3.5 Because of the work done with landlords over the past few years, we are concerned about the lack of responsibility and accountability shown. It has been difficult to pin down the correct ownership and management details. Landlords have been allowing people to live in conditions that are obviously poor and/or dangerous without any efforts to improve those situations. We have consciously provided multiple opportunities to address this on a voluntary basis, but landlords have demonstrated a clear reluctance to co-operate without legal enforcement.
- 9.3.6 By licensing this area, it automatically increases landlords' accountability, makes sure the landlords' business activities are satisfactory, and that we will have a record of details of the landlord, agent and any other interested party in the property. It will ensure there is transparency about the condition of their properties as well as their management arrangements.

- 9.3.7 We are recommending licensing because it allows us to set clear standards and conditions that landlords must adhere to, and for us to take legal action if they don't.
- 9.3.8 Added to this, we have found a clear lack of management ability and competency. The unacceptable living conditions are at best a nuisance, are harmful and at worst they are potentially fatal. When we see the volume of issues in one area like this – it would be neglectful to walk away without proposing a comprehensive scheme of regulation and enforcement.
- 9.3.9 A major advantage of licensing is that landlords and agents will be checked in terms of their Fit and Proper status, which is significant because landlords with criminal convictions or a history with us could fail this test and be prevented from managing in the area. This will raise the standard of landlords operating in the area and ensure the less scrupulous ones are driven out. Furthermore – the Government has now introduced Banning Orders which means those landlords could ultimately be banned from operating anywhere in the country.
- 9.3.10 One of the most worrying aspects of our experience with tenants is that many appeared to be afraid to speak to us about their landlords. Some didn't know who their landlord was or how to contact them. They didn't have legal tenancy agreements or rent receipts. The level of referrals for our tenancy relations officers was relatively high, suggesting that landlords were not adhering to their legal responsibilities in terms of managing tenancies properly, or enabling tenants to live without fear of harassment.
- 9.3.11 Supporting evidence for this is the behaviour landlords have shown in public events. Seeing violence and aggression in a public setting like this was shocking. Naturally, it made us wonder how they react to their tenants in the privacy of their property, if they are acting like this in public. Added to this is the vulnerability of occupants, whether it is a language or culture barrier, poverty or mental or physical disability. Seeing landlords act in this way made us fearful for the safety of tenants. This situation must not be tolerated and as a Council we have a duty of care to protect these people.
- 9.3.12 Having considered the criteria set down by the Government, the wealth of information gathered throughout the inspection programme and consultation period, we consider that selective licensing is the most effective way of addressing the poor housing and tenancy management of properties along the proposed area of London Road, Abbeydale Road and Chesterfield Road.

#### 9.4 **Alternatives Considered and Rejected**

- 9.4.1 Prior to making a designation to introduce selective licensing the Council are required to consider other courses of action alongside selective licensing to determine whether there are alternatives that would be as effective in achieving the same objectives.
- 9.4.2 As an alternative to introducing a selective licensing scheme the following approaches have been considered. Discussion about these options took place as

part of our consultation during drop in and evening consultation events.

#### 9.4.3 **Continue with reactive enforcement**

We could continue with the current regulatory approach and respond to complaints received on an individual basis. This approach would have extremely limited impact on addressing poor property conditions as it would be sporadic based on 17 complaints rather than a planned programme of inspecting each property. This option relies on tenants reporting issues and does not address poor standards in a strategic way.

9.4.4 On analysis of the complaints received from tenants, a fifth became unresponsive or were unwilling for officers to pursue their complaint. We are aware that in some cases this is due to tenants being in fear of harassment and retaliatory eviction. We also know that many tenants living in properties where serious conditions were found were unaware they could report issues to the Council.

9.4.5 Continuing as we are is likely to leave a significant proportion of privately rented tenants living in substandard conditions which are harmful to their safety, health and wellbeing.

9.4.6 Our current reactive approach does not focus on developing effective partnerships with landlords, the voluntary sector and other services. The investment in 'on the ground support' as a result of selective licensing will help us take a more proactive approach and increase engagement with people living and working in the area.

#### 9.4.7 **Targeted proactive enforcement**

Over the last two years resources have been focussed on targeting problematic properties in the area. Due to the complexity and severity of issues found, dealing with poor property standards on a case by case basis has been slow and more resource intensive than expected. Many landlords have been reluctant to act on any advice from officers and have only carried out works at the point of legal intervention. Whilst enforcement powers under Part 1 of the Housing Act 2004 are effective in dealing with hazards within an individual property, it does not address poor standards of management in all properties. Neither does it assess the Fit and Proper status of landlords and agents, and as such does not offer a wider strategic approach to improving standards in an area where there are significant problems.

9.4.8 In Sheffield, targeted enforcement is not sustainable, and cannot have enough of an effect on the number of poor properties. Additional tools are required to bring about change.

#### 9.4.9 **Voluntary Compliance**

This requires voluntary engagement from landlords to improve property standards and management practices across the sector. We offered this as an alternative in Page Hall in 2015 at the request of landlords. We were disappointed, but not

surprised, that there were only a handful of landlords that signed up to this.

- 9.4.10 For a number of years, our officers have found that despite providing full schedules of work to make the properties safe, landlords did not carry this out until the point of legal intervention. This shows that we cannot rely on voluntary compliance.
- 9.4.11 It is recognised nationally that voluntary schemes have limitations when trying to tackle non-compliant landlords and tend to attract only those landlords who are already motivated and provide a good service.
- 9.4.12 With limited sanctions, voluntary registration would fail to tackle the worst accommodation standards and would not tackle landlords who deliberately avoid their responsibilities.
- 9.4.13 We do not support voluntary registration as it relies on landlord self- declarations. These are known to be proven as inaccurate and could therefore damage the reputation of the Council certifying them. Take up is variable and with no enforcement powers or compulsion for landlords to join, we feel it is necessary to impose legal requirements on landlords due to the significance of the problems.

## **10. CORPORATE ASSET MANAGEMENT PLAN**

- 10.1 At the request of the Chair, this item was withdrawn from the agenda.

## **11. REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2017/18 MONTH 12 AS AT 31/3/18**

- 11.1 The Executive Director, Resources submitted a report providing the outturn monitoring statement on the City Council's Revenue and Capital Budget for 2017/18.
- 11.2 **RESOLVED:** That Cabinet:-
- (a) notes the updated information and management actions provided by this report and attached appendices on the 2017/18 Revenue Budget Outturn;
  - (b) notes the recommendation of the Executive Director, Resources and Statutory Finance Officer, at Paragraph 12 of the report, that the General Fund Reserve is returned to the minimum recommended level of £12.6m (approximately 3% of net revenue expenditure) during 2018/19;
  - (c) approves the request for project funding, and associated recommendations, described in Appendix 7 of the report; and
  - (d) in relation to the Capital Programme, notes the Outturn position described in Appendix 8 of the report.



**11.3 Reasons for Decision**

11.3.1 To formally record changes to the Revenue Budget and the Capital Programme.

**11.4 Alternatives Considered and Rejected**

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

**12. MONTH 1 CAPITAL APPROVALS**

12.1 The Executive Director, Resources submitted a report providing details of proposed changes to the Capital Programme as brought forward in Month 01 2018/19.

12.2 **RESOLVED:** That Cabinet:-

- (a) approves the proposed additions and variations to the Capital Programme listed in Appendix 1 of the report, including the procurement strategies and delegates authority to the Director of Finance and Commercial Services or nominated Officer, as appropriate, to award the necessary contracts; and
- (b) gives authorisation to accept the grants as detailed in Appendix 2 of the report.

**12.3 Reasons for Decision**

12.3.1 The proposed changes to the Capital Programme will improve the services to the people of Sheffield.

12.3.2 To formally record changes to the Capital Programme and gain Member approval for changes in line with Financial Regulations and to reset the Capital Programme in line with latest information.

12.3.3 Obtain the relevant delegations to allow projects to proceed.

**12.4 Alternatives Considered and Rejected**

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

### **13. TECHNOLOGY STRATEGY AND SOURCING APPROACH**

13.1 The Executive Director, Resources submitted a report seeking to gain approval to invest in the implementation of the Technology 2020 Strategy which is required to improve the Council's ICT and bring it up to standard. The report also sought approval to commence negotiations with Capita plc to bring the ICT element of the current partnership agreement to a close early and instead bring in-house and/or recommission the ICT services.

13.2 **RESOLVED:** That Cabinet:-

(a) notes and approves the Technology Strategy and Sourcing Approach (Technology 2020 Strategy) outlined in the report and in particular that:

(i) a detailed assessment of which specific elements of the Service are more appropriate to be contracted out, rather than directly delivered by the Council, will be undertaken, what the impact of this will be and how that will need to be managed;

(ii) arrangements will be made to monitor the performance and delivery of the new service arrangements;

(iii) insourcing and recommissioning will be based on the proposals, principles and assumptions described in Section 1.6 of the report, and taking into account the risks and mitigations as set out;

(iv) it includes the development of an in-house ICT service;

(v) this will necessitate early termination of the ICT and Partnership elements of the Programme Agreement with Capita Business Services Ltd (Capita); and

(vi) there may be a transfer of staff from Capita into the Council that will require a formal consultation with staff affected and the Trade Unions;

(b) to the extent not covered by existing delegations, grants delegated authority to the Executive Director, Resources, in consultation with the Cabinet Member for Finance, the Director of BCIS, the Director of Finance and Commercial Services and the Director of Legal and Governance, as necessary, to:

(i) approve the procurement strategies and contract awards for the various procurements required to deliver the Technology 2020 Strategy;

(ii) utilise the appropriate contractual mechanisms to give notice to Capita to terminate the ICT service and Partnership elements of the Programme

Agreement; and

(iii) take such other steps as he feels necessary to achieve the outcomes in the report;

(c) gives approval for the budget required to cover the costs of delivering the Technology 2020 Strategy, including the one-off implementation and set-up costs, as set out in the financial implications of the report; and

(d) requests that a further report is presented to Cabinet if the underlying strategy for the future of the Service, as outlined in the report, cannot be achieved.

### **13.3 Reasons for Decision**

13.3.1 The detailed rationale for the recommendations is set out in the report. For Technology 2020, it is essential to invest in the Council's ICT infrastructure to prevent the Council falling further behind and to enable us to provide the technology that can enable staff to be productive and help deliver positive outcomes for the people of Sheffield.

13.3.2 In order to deliver Technology 2020, the Council needs to be in control of the ICT services, which is why the recommendation is to end the ICT part of the Capita contract earlier than anticipated. Doing this will give the Council direct control over the ICT and will enable the Council to implement Technology 2020 more quickly and more cost-effectively.

### **13.4 Alternatives Considered and Rejected**

13.4.1 For Technology 2020, the Strategy and investments outlined in the report are the minimum required to provide the level of ICT service that the Council requires.

13.4.2 Very detailed work was undertaken on the alternative options relating to the provision of the ICT services which included a long listing and a shortlisting exercise. The considered options and the outcomes of the work are included in the report at Section 1.9.

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**Author/Lead Officer of Report:** Deborah Fellowes, Policy and Improvement Officer

**Tel:** 27 35065

**Report of:** Children, Young People & Family Support Scrutiny and Policy Development Committee  
**Report to:** Cabinet  
**Date of Decision:** 18<sup>th</sup> July 2018  
**Subject:** Children's Social Care Task Group report

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

### Purpose of Report:

The Children, Young People and Family Support Scrutiny and Policy Development Committee set out its intention early in the year, to scrutinise a piece of children's social care policy work. They set up a Task Group in October 2017, to fulfil this purpose and decided to focus on two key elements of the Improvement and Recovery Plan:

- Sufficiency and developing the local offer
- Workforce development strategy.

The Task Group have now compiled their report, which was approved for submission to

Cabinet by the Children, Young People and Family Support Scrutiny and Policy Development Committee on 12<sup>th</sup> March 2018. The report makes recommendations across the two areas outlined, plus a third one on cross cutting issues.

This Cabinet report presents the Scrutiny Committee's findings and recommendations to Cabinet.

**Recommendations:**

Cabinet is asked to:

1. Thank the Children, Young People and Family Support Scrutiny and Policy Development Committee for its work in relation to Children's Social Care in Sheffield.
2. Note the Children's Social Care Task Group Report that is attached as Appendix A to this report.
3. Agree that the Cabinet Member for Children, Young People & Families provide a response on behalf of Cabinet to the Children, Young People & Family Support Scrutiny Committee on the recommendations in the Task Group's Report at a date to be agreed, but no later than December 2018.

**Background Papers:**

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

Appendix A: Children's Social Care Scrutiny Task Group Report.

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Paul Foster
		Legal: Andrea Simpson
		Equalities: Adele Robinson
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>EMT member who approved submission:</b>	<i>N/A Scrutiny report</i>
3	<b>Cabinet Member consulted:</b>	<i>N/A Scrutiny report</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name: Deborah Fellowes</b>	<b>Job Title: Policy and Improvement Officer</b>
	<b>Date: 15/3/18</b>	

## 1. PROPOSAL

- 1.1 At its meeting on 17<sup>th</sup> July 2017 the Children, Young People and Family Support Scrutiny and Policy Development Committee approved the setting up of a Sub-Group of the Committee to further explore the issues raised at the meeting regarding Looked After Children and Care Leavers, with a view to identifying an area of focus for a more detailed piece of scrutiny work.
- 1.2 The area of focus of the Task Group was refined through the Work Programmes approved by the Committee at subsequent meetings and informed by the Children's Social Care Improvement and Recovery Plans presented to Cabinet in September 2017 and considered by the Committee at its meeting on 15<sup>th</sup> January 2018.
- 1.3 The approved Work Programme at that meeting identified the agreed remit of the Task Group, around key elements of the Improvement Plan, sufficiency and recruitment and retention of staff, and the scope of the project.
- 1.4 The task group reported its findings and recommendations to Children, Young People and Family Support Scrutiny and Policy Development Committee on 12<sup>th</sup> March 2018. At its meeting the Committee noted the contents of the report and approved its submission to Cabinet. This report presents the Scrutiny Task Group's Children's Social Care Report to Cabinet.
- 1.5 The report of the Task Group is attached to this report as Appendix A. it aims to influence the outcome of new policy formulation and decisions around the following two areas:
1. Budget – sufficiency plan and local offer
  2. Quality – Workforce development, recruitment and retention.

The Task Group formulated its recommendations under three key headings. It recommends that the Council:

### 1.6 Sufficiency

- 1.6.1 Continues with the very positive developments in Family support, providing valuable assistance to vulnerable families in Sheffield, specifically work to further include fathers.
- 1.6.2 Carries out an evaluation of a range of potential incentives to becoming an in house Foster Carer, for example exemption from Council Tax.
- 1.6.3 Should continue with the strong philosophy that Sheffield children



should, wherever and whenever possible, stay in Sheffield.

- 1.6.4 Should establish a BME sub group of the Voices Foster Carers group, to focus on this sector and to pull together a specific plan to address the issues.
- 1.6.5 Should adopt a strong corporate approach to Children's Social Care by ensuring that all of its key plans including the Housing and Growth Strategies, can demonstrate clear deliverable links to the Improvement and Recovery Plan.
- 1.6.6 Ensures corporate awareness and understanding of the Signs of Safety initiative, leading to full senior level support of its implementation. This should include officers and Elected Members.

## **1.7 Recruitment and Retention**

- 1.7.1 Recognise the positive attitude that many existing staff have towards working for Sheffield.
- 1.7.2 Also recognise that, whilst motivation is not always monetary, there is a clear need for a recognition of experience, skills and levels of responsibility
- 1.7.3 In light of the above, develop a clear offer for social workers in Sheffield which includes remuneration and the unique selling point for working in Sheffield.
- 1.7.4 As work to involve fathers develops, ensure that recruitment of social workers is reflective of the gender balance of the client base they are working alongside.
- 1.7.5 Aim to increase investment in the Hub, including consideration of mobile phones, installing large screens for monitoring calls and addressing the accommodation/space limitations.
- 1.7.6 Continue with commitment to the roll out of the Liquid Logic system to replace Care First.

## **1.8 Cross cutting issues**

- 1.8.1 Develop a clear role description of critical friend for the Ward Councillors with Residential Homes in their wards. This should include two distinct roles:
  - Standards and scrutiny – assisting with scrutinising the home to ensure it meets designated standards
  - Community Cohesion – facilitating a positive relationship between the home and its surrounding community

- 1.8.2 Considers how it might best progress towards the development of all age social care, identifying the barriers to joint working across adult and children's social care.
- 1.8.3 Considers the role of Scrutiny on the Challenge Board, for example offering the Chair a place on the Board.

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

- 2.1 The work and approach of Scrutiny and its task groups connect to the commitment within the priority theme of "*An In Touch Organisation*" to "*make sure we listen, understand and respond to what people are telling us, treating them with respect at all times*". This Task Group was set up because the Committee wished to carry out a review to assist with a key policy topic for Children's Social Care, with the aim of influencing the outcome of new policy formulation and decisions and ensuring that the Committee's views on effective support to and safeguarding of vulnerable groups, improving services to residents in the city and meeting the Council's commitments around Fairness and Poverty are taken on board during the development of this policy.

The work of the group focused on specific elements of the Children's Social Care Improvement and Recovery Plan which contributes to all the priorities detailed in the Corporate Plan 2015-18. The primary focus of improving the health and wellbeing of families across Sheffield by providing the right services at the right time and in the right place, ensures we are able to meet increasing (and increasingly complex) demand. To achieve better health and wellbeing we will become a more in-touch organisation and contribute to thriving neighbourhoods and communities and a strong economy. Finally, the focus of this work is very much about meeting the needs of the most vulnerable, therefore tackling inequalities and redressing equity of service.

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

- 3.1 Members considered user consultation evidence throughout the entire review and were particularly interested to hear information from the Voices of Foster Carers group.
- 3.2 Specific consultation also took place with frontline workers within Children's Social Care

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

- 4.1 Equality of Opportunity Implications

4.1.1 As a Public Authority, we have legal requirements under Section 149 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. To help us meet the general equality duties, we also have specific duties. We have considered our obligations under this Duty in this report and found that there are no direct equality of opportunity implications arising as a result of this report. However, any specific changes to service delivery or policy arising in response to scrutiny recommendations will need to include the consideration of equality implications, to continue to ensure the Council fulfil our statutory obligations.

#### 4.2 Financial and Commercial Implications

4.2.1 There are no direct financial implications arising from this report. The implementation of any of the recommendations from the Committee's report may be subject to further decision making in accordance with the Leader's Scheme of Delegation. This would include any financial and commercial implications.

#### 4.3 Legal Implications

4.3.1 There are no direct legal implications arising from this report. The implementation of any of the recommendations from the Committee's report may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the legal implications of any proposal would be fully considered at that time.

4.3.2 Scrutiny committees have an explicit power to make reports or recommendations to the Executive under section 21(2)(b) of the Local Government Act 2000.

### 5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 An alternative option in relation to the recommendations would be to do nothing with the Committee's report. However, given the time and effort spent by the Task Group, and contributions made to the work from a number of Council staff this is not recommended.

An alternative option in relation to the recommendations below would be to respond to the Committee's report over a much longer timescale. However, this would risk the recommendations from the report becoming out of date and would effectively have the same effect as doing nothing.

### 6. **REASONS FOR RECOMMENDATIONS**

6.1 To enable the Scrutiny Committee to monitor the outcome of its recommendations the Committee would welcome a response from the Cabinet Member for Children, Young People & Families with regards to its recommendations.

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# Children, Young People & Family Support Scrutiny Committee: Children's Social Care Report

Final V3

February 2018

The Children's Social Care Task Group was set up by the Children, Young People & Family Support Scrutiny Committee



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## 1.0 INTRODUCTION

- 1.1 The Scrutiny Committee set out its intention early in the year, to scrutinise a piece of children’s social care policy work, with a view to influencing it in its formative stages, and to ensure that the Committee’s views on effective support to and safeguarding of vulnerable groups, improving services to residents in the city and meeting the Council’s commitments around Fairness and Poverty are taken on board during the development of this policy.
- 1.2 The Committee set up a Task Group in October 2017, to fulfil this purpose. Initial meetings were spent gathering information on the key challenges facing Children’s Social Care, as set out within its Recovery and Improvement Plan. Whilst the full Committee scrutinised the plan in its entirety, during its meeting in January 2018, the Task Group decided to focus on two key elements of the plan:
- Sufficiency and developing the local offer
  - Workforce development strategy.
- 1.3 Membership of the group is outlined below:
- Cllr Mick Rooney – Children Young People & Family Support Scrutiny Committee Chair and Task Group Chair
  - Cllr Cliff Woodcraft – Children Young People & Family Support Scrutiny Committee Deputy Chair
  - Cllr Mohammed Maroof – Children Young People & Family Support Scrutiny Committee Representative
  - Cllr Jim Steinke - Children Young People & Family Support Scrutiny Committee Representative
  - Cllr Bob Pullin - Children Young People & Family Support Scrutiny Committee Representative

The Task Group review was undertaken from October 2017 - February 2018.

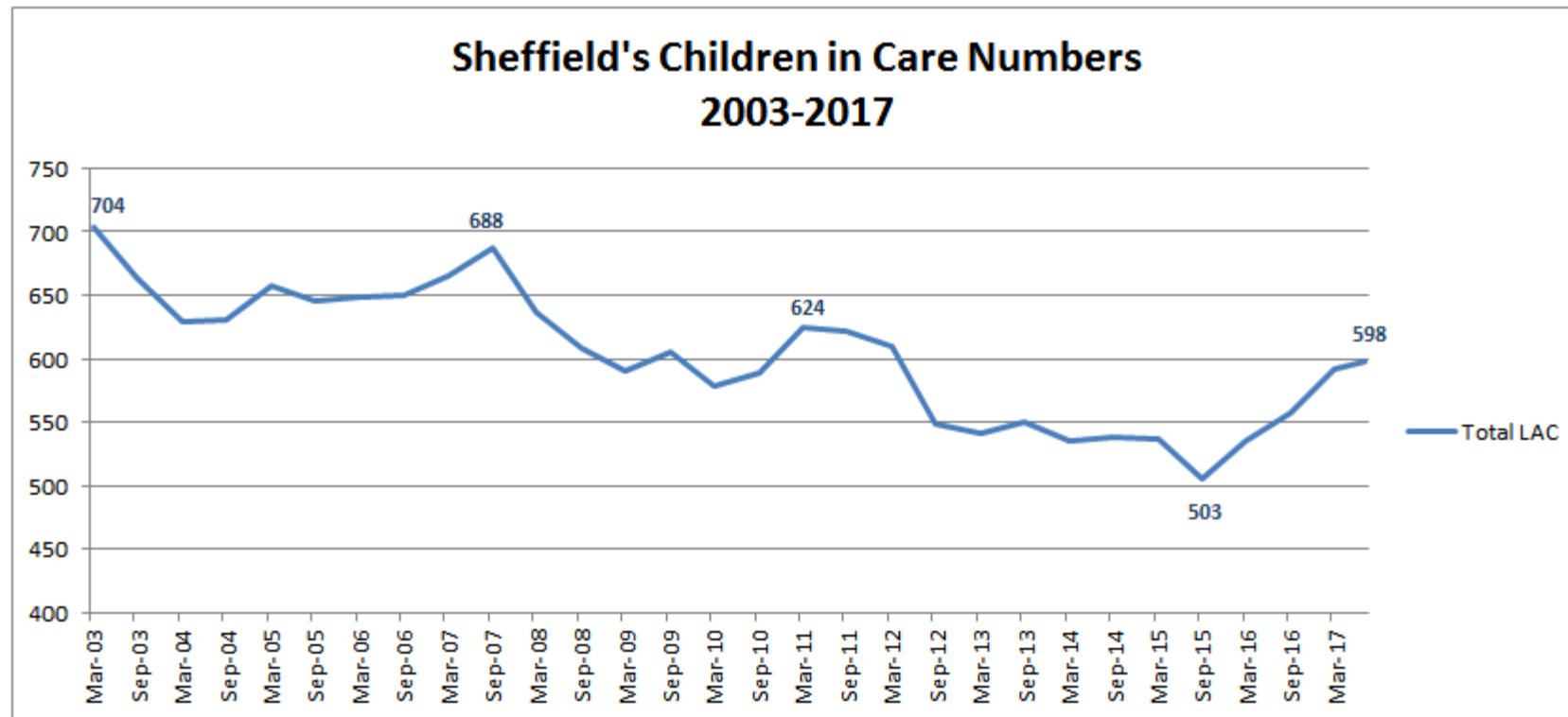
## 2.0 BACKGROUND\*

- 2.1 The Children's Social Care Service delivers the council's statutory responsibility to intervene in securing children's safety through a range of interventions. The service delivers support to families to enable them to thrive and to stay together, wherever possible. For those children who can no longer remain within their family the service performs the function of corporate parents.
- 2.2 Sheffield's Children's Services have developed an integrated service from early help through to statutory interventions, looked after services and care leavers. Since 2010, whilst demand has continued to grow, and the Service has faced the significant additional loss of grant funding such as Sure Start and Early Intervention Grant, the portfolio and Children and Families Service in particular has maintained a balanced budget until 2016/17.
- 2.3 The subsequent unprecedented increase in demand has created financial pressure that requires a further longer term strategy and investment.
- 2.4 The service has developed financial recovery plans and service performance and improvement plans to address the situation. The current position in Sheffield reflects a national position.
- 2.5 Analysis by the Local Government Association (LGA), which represents more than 370 councils in England and Wales, has revealed that in 2015-16 75% of councils exceeded their children's social care budgets by a total of £605m.
- 2.6 The number of Children in Care (CiC) has seen a gradual reduction since October 2007 after they reached levels equivalent to the peak of 700 in 2003. This coincides with the beginning of the refocus on prevention and early help, with integrated teams and the development of the MAST service.



- 2.7 MAST and their partners aim to provide seamless and safe support to children and young people, giving them help at an earlier stage, rather than entering crisis services at a later stage. Throughout this period of time, services improved and initiatives to strengthen families were developed, from the early years through to young adulthood.
- 2.8 However the increasing impact of austerity, along with national and international policy changes, has had a gradual impact on service delivery and subsequent demand for services across the whole system.
- 2.9 The number of children becoming looked after since February 2016 has seen a marked increase. Since this date numbers have increased month on month. At the end of July 2017, the total had reached 597, which remains below the peaks reached in 2007 and 2003. The steep increase from February 2016 to April 2017 has created significant pressures on resources and, as a consequence, placement costs, which continues despite the significant reduction in the rate of increase over the last 4 months.
- 2.10 This recent increase mirrors the national picture which has seen an overall increase in the numbers of children in care.

**\*Information extracted from Social Care Improvement and Recovery Plans, Cabinet Report September 2017 and presented to Children Young People and Families Scrutiny Committee, 15<sup>th</sup> Jan 2018**



**\*Information extracted from Social Care Improvement and Recovery Plans, Cabinet Report September 2017 and presented to Children Young People and Families Scrutiny Committee, 15<sup>th</sup> Jan 2018**

- 2.11 Analysis of this upward trend, including sampling assessments of children coming into the care system, shows us that this steady increase includes a growing number of older and more complex children entering the system.
- 2.12 The recovery plan and investment initiatives have identified the need to focus on developing services to support families with teenagers to prevent this continued increase.
- 2.13 The nature of the children entering the care system will also require a refocus of the types of interventions/resources available to support children to remain in Sheffield, whether in the Council's facilities or private providers' provision.
- 2.14 The current nature of the provision has been insufficient to meet the need locally, forcing the service to purchase an increasing number of out of city placements, increasing the financial pressures.
- 2.15 The primary aim is to promote the early identification of children with additional needs, and deliver high quality prevention and supportive services to enable children to continue living successfully and safely with their families and communities.
- 2.16 The strategy has been, and continues to be, to deliver the right level of support by the right service at the right time. This strategy has been effective, achieving a track record of lower numbers of Children in Care per 10,000 population over a number of years compared with Core Cities, statistical neighbours and the England average.
- 2.17 In 2016, Sheffield had 46 LAC per 10,000 population compared to 82 for Core Cities, 63 for Yorkshire and Humber, 74 for Statistical neighbours and 60 for the England average. This is despite substantial budget reductions since 2010.

**\*Information extracted from Social Care Improvement and Recovery Plans, Cabinet Report September 2017 and presented to Children Young People and Families Scrutiny Committee, 15<sup>th</sup> Jan 2018**

2.18 In addition to an increase in demand for support, several unforeseeable challenges in the last 2 years have occurred; changes in senior management within the Portfolio, financial reductions and loss of a significant number of social workers to other local authorities, in particular to neighbouring authorities in special measures who have offered higher pay scales and guaranteed lower caseloads.

2.19 The themes for the Improvement and Recovery Plan are shown below. This provides the context within which the areas of focus for the review were taken

Leadership, management and governance	Children who need help and protection	Children who are looked after	Enablers
<ul style="list-style-type: none"> <li>• Securing strategic and partnership commitment</li> <li>• Management focus</li> <li>• Creating a fit-for-purpose working environment</li> <li>• Develop a quality assurance and performance infrastructure</li> <li>• Recruit, retain and develop the workforce</li> </ul>	<ul style="list-style-type: none"> <li>• Demand management</li> <li>• Performance Framework</li> <li>• Sheffield Safeguarding Hub</li> <li>• Emergency Duty Team review</li> <li>• Workload and capacity</li> <li>• Quality and compliance</li> </ul>	<ul style="list-style-type: none"> <li>• Workload and Capacity</li> <li>• Quality and compliance</li> <li>• Sufficiency</li> <li>• Adoption</li> </ul>	<ul style="list-style-type: none"> <li>• Technology</li> <li>• Accommodation</li> <li>• Planning</li> <li>• Resources</li> <li>• Communications and engagement</li> </ul>

## 3.0 APPROACH

- 3.1 The Task Group used a range of approaches to gather data for the review including desk top research and evidence gathering interviews.
- 3.2 The Task Group met with the following individuals / representatives:
- Carly Speechley, Director of Children and Families
  - Victoria Horsefield, Assistant Director, Safeguarding and Quality Assurance
  - Joel Hanna, Assistant Director of Children and Families (Provider Services)
  - Helen Sweaton, Assistant Director, Prevention and Early Intervention
  - Matthew Sampson, Head of Improvement and Sufficiency
- 3.3 The Task Group also spoke to some front line practitioners within Children’s Social Care.
- 3.4 The Task Group considered the evidence gathered and identified and set out its findings and recommendations as detailed in the next section.
- 3.5 The approach taken was broken down in to a number of key stages, outlined in the scoping document for the review. In summary these stages were as follows:
- Context setting.**
- 3.6 The Task Group members spent two meetings with the Director of Children and Families and two Assistant Directors, over the course of two meetings, understanding the policy and financial context within which the review would be conducted. The purpose of this was twofold; to ensure that Task Group members were fully conversant with the challenges faced by Children’s Social Care and the Improvement and Recovery Plan that had already been agreed by Cabinet and; to enable

them to make an informed decision on the area of activity that they wished to focus on based on potential added value from carrying out a scrutiny review.

3.7 As part of this process, members cross referenced the issues raised in the sessions with the actual Improvement and Recovery Plan. The combination of this and two separate sessions with different officers, enabled members to triangulate the information being provided and to identify the areas for focus. At the end of this process the members agreed to focus on two areas:

- Budget and **Sufficiency**
- Workforce Strategy – **recruitment and retention** of social workers

#### **Sufficiency.**

3.8 The majority of the evidence on this issue was considered during a session with the Director and the Head of Improvement and Sufficiency. At this session members received very detailed evidence around both Foster and Residential Care provision, developing an understanding of the financial implications of out of borough placements, shifting patterns in need locally and the insufficiency of in-house placements, particularly Foster Carers. They also received additional information, upon request, from the Assistant Director of Prevention and Early Intervention about parenting and family support, to complete the picture. Evidence in these sessions was both written and verbal.

#### **Recruitment and Retention.**

3.9 Again the evidence received for this area was considered over two sessions. Firstly The Task Group received evidence from front line workers; experienced Social Workers who had been with the Council for a number of years. The aim of this was to understand the challenges faced by them on a daily basis and to understand what working for Sheffield City Council meant to them. The second session was a presentation by the Assistant Director on the Council's new Workforce Development Strategy for Children's Social Care. Written evidence supporting this presentation was provided in advance of the session.

### Consultation.

- 3.10 Members considered user consultation evidence throughout the entire review and were particularly interested to hear from the Voices of Foster Carers groups. Unfortunately the meeting scheduled with them had to be cancelled and couldn't be rearranged within the timescale of the review.

### Desk top research.

- 3.11 Additional evidence was fed into the review via this process. The final session of the Task Group considered this information, alongside other written evidence that was requested throughout the review.

- Comparison reports and information from Manchester, Lambeth and Waltham Forest Councils own websites
  - [www.manchester.gov.uk](http://www.manchester.gov.uk)
  - [www.lambeth.gov.uk](http://www.lambeth.gov.uk)
  - [walthamforest.gov.uk](http://walthamforest.gov.uk)
- House of Commons Education Select Committee – Fostering: First report of session 2017-19
- “Council’s face huge bills as foster carers jump ship to private agencies” The Guardian 30/1/18
- Sheffield City Council’s Improvement and Recovery Plan and Action Plan
- Signs of Safety briefing – Resolutions Consultancy
- Workforce Development Strategy (draft dated 15/2/18)

Specific information requested and provided internally:

- Funding sources for SCC’s Improvement and Recovery Plan
- Fostering information by ethnicity
- Parenting/family support presentation
- Social Worker salary scales

## 4.0 FINDINGS & RECOMMENDATIONS

### 4.0 Findings

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Members of the Task Group made a number of observations about Children’s Social Care services that they considered within the scope of this review. On the whole, they found some very positive developments and where possible they have highlighted their support for the continuation of these. At the same time, they found some areas where they felt the need to provide additional challenge to the Service and have made their recommendations accordingly.

#### **Sufficiency**

- 4.1 The background and context to this review is very clearly set out in this report. Members were made aware of the budget challenges facing the service and expressed a very early concern about the sustainability of this in the longer term. They also recognised the link between quality and budget.
- 4.2 From the outset they became aware of the “sufficiency gap” within Children’s Social Care, i.e. insufficient in house placement provision.
- 4.3 It costs the Council approximately £350 per child, per week for in house foster care. When Foster care is provided within the independent sector, costs increase to an average of £800 per week, of which a significant percentage goes to the provider not the carer.
- 4.4 However there are some children who cannot be supported in foster care or where there is no foster placement available. In these cases children can be cared for in residential homes.
- 4.5 The council does have its own homes but also currently purchases beds from the independent sector at a cost of £3000 - £6000, though the average is around £3200.



- 4.6 When members considered that of the 5-600 Children in Care across the City, approximately a third (34%), at any one time, are placed within the independent sector they concluded that the sufficiency gap is increasingly driving the Council towards the independent sector and therefore increasing costs and pressures on the budget.
- 4.7 Despite this difficult outlook, members considered a range of initiatives being implemented or developed by the service and were impressed by the approach and outcomes/potential outcomes from them. One such example is the information they were provided on Family Support. They received a very informative presentation on this service and welcomed the work being done to support families locally, and the impact that this has on preventing children and young people requiring more intensive provision further down the line, and particularly those entering the Looked After system.
- 4.8 Another really important move was the work to ensure that young people who are leaving the care system remain connected to their placements and local community, with access to a support network that they have developed. Supported accommodation was a crucial element of this, and corporate links with the Housing Service were reported as being in their infancy. Some excellent results had been achieved, however, still limited in numbers.
- 4.9 The availability of appropriate properties, locations and access to flexible additional support / capacity in respect of staffing, is vital in achieving further development of this. Since this was originally considered by members, recent improvements have been noted, with offers of properties and other options being provided. Further capital investment will be required, in some properties to achieve the models the service is aiming for.
- 4.10 The members considered the recent recruitment drive to increase the numbers of in house Foster Carers, in terms of closing the sufficiency gap. There are currently 260 in house foster carers and the target is to increase this to 400-450, over the next 5 years. This would represent the greatest number that the Council had ever recruited so it will prove a challenge.
- 4.11 The drive commenced in October 2017. There is now a contact liaison officer whose role is to make contact with every carer every 4 weeks. A psychologist has also just been recruited to provide direct support to carers. The drive also involves strengthening the relationship with existing carers, which has an impact on word of mouth recruitment.
- 4.12 There are financial incentives, such as extensions to properties to add extra rooms, funded either through revenue budgets or prudential borrowing.
- 4.13 The Council is also developing a new set of financial incentives for carers of more complex cases. This will enable the

provision of a dedicated care worker for the child in a home environment as opposed to residential care. The levels of care required would attract higher payments, however, this is still in early stages of development.

- 4.14 Members noted the early success indicators from the recruitment campaign. Members also focused their attention on the recruitment of BME Foster Carers, and the number of BME children in Foster Care. There are currently 452 children recorded as being in foster care but 14 of these do not have an ethnicity recorded. 266 are White British therefore 172 are BME. Note that foster care includes those placed with relatives/friends.
- 4.15 The Task Group were surprised and concerned that currently there is no ethnicity information for Foster Carers, therefore the Task Group's ability to make any detailed recommendations regarding this was limited.
- 4.16 They were concerned about this lack of information and found that there is a need to have a more targeted and proactive approach to working with BME groups.
- 4.17 It was felt that local Councillors are an under-utilised resource and source of knowledge in this area, particularly those representing wards with larger BME populations.

### **Recruitment and Retention**

- 4.19 Members received a range of information about the developing policies within the Council and also spoke to some front line managers about what it is like to be a social worker in Sheffield.
- 4.20 One of their first observations was that the workforce was predominantly female, aged 26-35. This explained the higher levels of maternity leave, which coupled with sickness absence, meant a higher number of non-case holding social workers employed by the Council.
- 4.21 Members of the Task Group also wished to know how reflective this demographic is of the client base. It was confirmed that the majority of the clients were mothers, which raised the issue of how much work was being done with fathers. The Early

Help and Family Support programme had raised the issue of doing more targeted work with fathers, and though this was still in development, Members recognised this as a very positive step that the Council was taking.

- 4.22 Members confirmed their understanding with presenting officers, that the main issues being faced by the Council are the recruitment and retention of qualified and experienced social workers. This has led, to the employment of a significant number of agency workers.
- 4.23 Members heard that burn out is an issue, and high caseloads have a detrimental impact, even though the Council's efforts to reduce these have been extremely successful and this is continuously being monitored. As a result it was found that over time the Council has become over reliant on inexperienced staff with high levels of churn in the workforce.
- 4.24 In terms of pay and reward, it was felt that the Council had lost out to neighbouring authorities and also potentially to agencies, both of whom are able to pay higher rates than Sheffield.
- 4.25 The Task Group received evidence that Social Workers rewards following qualification and higher level of experience were to take on more complex and child protection cases, but with only small increases in pay. They felt very strongly that this needs to be addressed.
- 4.26 Nevertheless, despite this information, they also found that Social Workers who had left for neighbouring authorities were starting to return and that agency staff working in Sheffield were applying for permanent jobs with the authority. This suggests that the motivation to work for Sheffield isn't entirely financial and that other factors have an influence.
- 4.27 The discussion with front line Social Workers revealed a loyalty to Sheffield and indicated that staff morale was higher than might be expected. Task Group members found this to be a very positive factor in Sheffield's favour.
- 4.28 The Task Group also heard about what it is like to work in the "hub" as opposed to fieldwork. Members discovered that the level of investment in technology and resources being seen in fieldwork, is not mirrored in the hub and that as such the staff are struggling with the numbers of calls and referrals being dealt with.

- 4.29 Examples of such supportive resources required within the hub were mobile phones, large screen monitoring call status and volume, desk spaces etc. Members did welcome, however, and fully supported the replacement of the outdated Care First system with Liquid Logic as they heard how many difficulties Care First had been causing practitioners and managers alike.

### **Cross Cutting Findings**

- 4.30 The Task Group considered the role of Ward Councillors as champions for residential homes, based within their wards. Experiences show that this role is unclear for both Councillors and staff within the homes and they felt that this was a wasted opportunity to build relationships with the community and to be proactive about the role of Corporate Parent. Members felt that a “critical friend” role would be a beneficial development to the members and the homes.
- 4.31 Members came across the issue of multi-disciplinary working a number of times during the review.
- 4.32 They heard where it was starting to work well, for example with supported housing for Care Leavers, and where progress still needed to be made. For example, the Police and Health bodies could sometimes be reluctant to engage in statutory compliance issues. It was conclusively found that outcomes tend to be much better, when good cross boundary and corporate working take place.
- 4.33 Finally, the Task Group received information about the Governance Structures for the Improvement and Recovery Plan and expressed some concern about the role of the Challenge Board and its ability to provide robust and fair challenge to the implementation of the plans.

## **5.0 Recommendations**

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### **5.1 Sufficiency.**

In terms of planning to close the sufficiency gap, the Task Group recommends that the Council:

- 5.1.1 Continues with the very positive developments in Family Support, providing valuable assistance to vulnerable families in Sheffield; specifically work to further include fathers.
- 5.1.2 Carries out an evaluation of a range of potential incentives to becoming an in house Foster Carer, for example exemption from Council Tax.
- 5.1.3 Should continue with the established philosophy that Sheffield children should, wherever and whenever possible, stay in Sheffield.
- 5.1.4 Should establish a BME sub group of the Voices Foster Carers group, to focus on this sector and to pull together a specific plan to address the issues.
- 5.1.5 Should adopt a strong corporate approach to Children's Social Care by ensuring that all of its key plans including the Housing and Growth Strategies, can demonstrate clear deliverable links to the Improvement and Recovery Plan.
- 5.1.6 Ensures corporate awareness and understanding of the Signs of Safety initiative, leading to full senior level support of its implementation. This should include officers and Elected Members.

### **5.2 Recruitment and Retention**

With regard to ensuring that the Council reverses the over reliance on inexperienced staff with high levels of churn, the Council should:

- 5.2.1 Recognise the positive attitude that many existing staff have towards working for Sheffield.

- 5.2.2 Also recognise that, whilst motivation is not always financial, there is a clear need for the recognition of experience, skills and levels of responsibility
- 5.2.3 In light of 5.2.1 and 5.2.2, develop a clear offer for social workers in Sheffield which includes appropriate financial remuneration and captures a unique selling point (USP) for working in Sheffield.
- 5.2.4 As work to involve fathers develops, ensure that recruitment of social workers is reflective of the gender balance of the client base they are working with.
- 5.2.5 Aim to increase investment in the Hub, including the provision of mobile phones, installing large screens for monitoring calls and addressing the accommodation/space limitations.
- 5.2.6 Continue with the existing commitment to the roll out of the Liquid Logic system to replace Care First.

### 5.3 Cross Cutting Issues

The Task Group wish to stress the importance of a corporate approach to tackling the issues being faced by Children's Social Care and with this in mind request that the Council:

- 5.3.1 Develops a clear role description of critical friend for the Ward Councillors with Residential Homes in their wards. This should include two distinct roles:
  - Standards and scrutiny – assisting with scrutinising the home to ensure it meets designated standards
  - Community Cohesion – facilitating a positive relationship between the home and its surrounding community
- 5.3.2 Considers how it might best progress towards the development of all age social care, identifying the barriers to joint working across adult and children's social care.
- 5.3.3 Considers the role of the Scrutiny Committee on the Challenge Board, for example by offering the Chair a place on the Board.



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

**Tel:** 27 34014

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

**Report to:** *Cabinet*

**Date of Decision:** *18 July 2018*

**Subject:** *Staff Retirements*

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

**Purpose of Report:**

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

**Recommendations:**

To recommend that Cabinet:-

- (a) place on record its appreciation of the valuable services rendered to the City Council by the above-mentioned members of staff in the Portfolios stated;
- (b) extend to them its best wishes for the future and a long and happy retirement; and
- (c) direct that an appropriate extract of the resolution now made under the Common Seal of the Council be forwarded to those staff above with over 20 years' service.

**Background Papers: None**

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



**1. PROPOSAL**

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

<b><u>People Services</u></b>		<b><u>Years' Service</u></b>
Julie Clarke	Teaching Assistant, Woolley Wood Primary School	27
Lynn Roberts	Assistant Learning Mentor, Bankwood Community Primary School	21

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**Author/Lead Officer of Report:** Emma Shepherd

**Tel:** 0114 205 7464

**Report of:** Jayne Ludlam, Executive Director People Services Portfolio, and Laraine Manley, Executive Director Place Portfolio

**Report to:** Cabinet

**Date of Decision:** 18 July 2018

**Subject:** Adults with Complex Needs

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input checked="" type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Health and Social Care; and Neighbourhoods and Community Safety		
Which Scrutiny and Policy Development Committee does this relate to? Safer and Stronger Communities		
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? 315		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

**Purpose of Report:**

The purpose of this report is to describe the aims and objectives of the Adults with Complex Needs project, highlight the positive outcomes that will be achieved for both adults with complex needs and the wider community if it is successful, describe the financial model and associated medium-term savings, and to seek approval for this project.

**Recommendations:**

- Approve the Complex Needs project, including the proposed method of funding using social investment, and outcomes payments of between £100,000 and £200,000 per annum for five years; total outcomes payments of between £500,000 and £1m.
- To approve SCC taking the role of lead commissioner for the commissioning of this service, on behalf of, and in consultation with, partner organisations and (where necessary) entering into appropriate agreements for this purpose with those organisations.
- Delegate authority to the Director of Finance and Commercial Services, in consultation with the Director of Legal and Governance, the Executive Director of People Services Portfolio, the Executive Director of Place Portfolio, and the Cabinet Member for Adult Social Care, to approve the Procurement Strategy and Contract Award for the project.
- Delegate further decisions about the implementation of this project (insofar as not delegated under the Leader's Scheme of Delegation) to the Director of Commissioning, Inclusion and Learning, in consultation with the Executive Directors of People Services Portfolio and Place Portfolio.

**Background Papers:**

None

<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: Paul Jeffries
		Legal: Tim Hoskin and Sarah Bennett
		Equalities: Adele Robinson
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>EMT member who approved submission:</b>	Jayne Ludlam and Laraine Manley
3	<b>Cabinet Member consulted:</b>	Chris Peace and Jim Steinke
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	

<b>Lead Officer Name:</b> Emma Shepherd	<b>Job Title:</b> Policy and Improvement Officer
<b>Date:</b> 09.07.2018	

## 1. PROPOSAL

- 1.1 The Adults with Complex Needs service targets two separate but linked cohorts – adults with Severe and Multiple Disadvantage (SMD), and adults with SMD and a particular alcohol need:
- 1.2 The first cohort, Adults with SMD, is comprised of people who have three or more of the following disadvantages:
- Substance misuse
  - Homelessness or accommodation instability
  - Offending or ASB needs
  - Mental health difficulties
- 1.3 The second cohort, adults with SMD and a particular alcohol need, is made up of individuals who repeatedly present at the Northern General Hospital with alcohol related conditions and support needs, and receive unplanned medical alcohol detoxification packages. The project will begin in April 2019, and will run for five years. In this time it's expected that the project will work with 200 adults with SMD, and 386 adults with a particular alcohol need.

### **Complex Needs project outline**

- 1.4 There are a number of relatively small cohorts of adults in Sheffield with multiple, complex, and often recurring needs. This includes: alcohol and drug abuse; homelessness and/or rough sleeping; health and mental health problems; and offending or ASB needs. These individuals typically have much lower wellbeing and life outcomes than their peers, have difficulty engaging with traditional support services, and are also costly to local and central government due to their frequent use of high cost and intensity, and emergency, services.
- 1.5 This is a cohort whose support needs often manifest in ways that are disruptive to the community, such as aggressive or passive street begging, public drinking and associated anti-social behaviour, and use of drugs, including Spice. Therefore, increasing the ambition for, and support available to, this cohort will lead to an increase in positive outcomes for not just this cohort, but also their friends, families, and the wider population of Sheffield.
- 1.6 Currently, these individuals move chaotically between a number of services; their primary contact is often with high cost acute services such as A&E and emergency services, and if they do engage with community provision such as drug and alcohol support this engagement is often short term and sporadic. These services have in the main been commissioned or directly provided to meet a defined need and have not generally been designed to address composite and compounding needs e.g. homeless/mental health/substance misuse/criminal justice. While the commissioned providers work flexibly with this cohort, they cannot provide requisite intensity for this small group, within current resource.

- 1.7 The Complex Needs service aims to support these cohorts by putting in place a model of support where each individual has a single worker who is responsible for coordinating and supporting them to access, all the services they need. Following a period of trust building and promoting engagement, this worker will work intensively with an individual for the short to medium term, supporting them to make contact with, and sustain access to, the community services they require to address their specific needs in the longer term.
- 1.8 The alcohol element of the service will also offer clinical support in hospital and in the community for individuals who have alcohol related admissions and who need support to detox.
- 1.9 If approved, this project will begin delivery in April 2019, and will run for five years. The service will support individuals to reduce the level of chaos in their lives, and facilitate access to the existing community services that can provide longer term support.
- 1.10 In particular, it will target the following outcomes:
- SMD:
- An increase in the number of individuals living in safe, secure and appropriate accommodation.
  - Reduction in the number of unplanned hospital admissions amongst the identified cohort.
  - Reduction in involvement in crime and anti-social behaviour amongst the identified cohort.
  - Improvement in wellbeing.
- Alcohol:
- A reduction in the number of unplanned alcohol-related admissions to the Northern General Hospital amongst the identified cohort.
  - A reduction in the number of re-admissions within 30 days amongst the identified cohort.
- 1.11 The service will act as a centre of expertise for all organisations working with this cohort, and by working intensively with the most chaotic elements of this group it will free up resources for existing services to work more preventatively with other, less problematic service users. It is expected that this service will embed a change in approach to this cohort from the beginning of delivery, in order to make the service sustainable beyond the life of this project.
- 1.12 As well as resulting in substantially better outcomes for the individuals, if successful, this project should also result in lower costs to the public sector organisations involved. More detail about the proposed financial and delivery mechanism is given in section 4.2 below.

- 1.13 At the end of the five years of this project, assuming it is successful, a business case would be made for ongoing investment in the service to some level in order to provide sustainability. The public sector organisations contributing to this project would be consulted with on the impact and efficacy of the scheme, and longer term plans would be put in place to offer an ongoing provision.

### **Delivery**

- 1.14 If this project is approved, it is proposed it will be undertaken using a social investment mechanism, more details of which are provided in section 4 below. Delivery will be undertaken by a public or third sector provider(s) following a procurement exercise to secure the provider(s) and their social investment partner, who will provide the necessary up-front investment. We have already had some initial, high level, discussions with investors about this project, and have received positive feedback from them. Assuming the successful completion of a procurement exercise, it is anticipated that delivery would commence in April 2019.
- 1.15 As described in section 4.2.10, the advantage of using social investment in this way is that we do not need to stop or reduce any current services in order to release up-front funds, as these funds will be provided to the service provider/s by the social investor. Therefore there are no immediate changes planned to the existing provision; instead this new service will run alongside existing provision.

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

- 2.1 This proposal will lead to improved services and outcomes for both the wider community, and for a vulnerable and complex group of individuals in Sheffield. As a result, this proposal gets to the heart of the statement at the start of the Council's Corporate Plan: "We will be the best we can be – as individuals and communities, as a council and as a city. At the heart of what we do, we will focus on people with the greatest need and take early action, as prevention is better than cure. We will make sure the council operates efficiently, and work towards long term solutions to deal with the cuts we face."
- 2.2 It also takes forward our work on two specific priorities from our Corporate Plan:
- Better Health and Wellbeing: "This means helping people to be healthy and well, by promoting and enabling good health whilst preventing and tackling ill health, particularly for those who have a higher risk of experiencing poor health, illness or dying early."
  - Tackling inequalities: "making it easier for individuals to overcome obstacles and achieve their potential. We will invest in the most deprived communities; supporting individuals and communities to help themselves and each other, so the changes they make are resilient and long lasting."



2.3 Fundamentally, this project will make a significant positive difference to the life outcomes of a number of vulnerable individuals

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

3.1 We have held discussion and consultation with other organisations about this project. This has included with:

- Commissioners and clinicians in SCC, the CCG, STH and SYP: to develop the project.
- Providers: we have had initial general discussions with the local provider community. A specific market engagement event for the Complex Needs project will also be held with organisations interested in providing this service.
- Social investors: We have had general discussions with investors about the project. A specific market engagement event for the Complex Needs project will also be held with investors.
- Service Users: Due to vulnerable nature of this cohort, limited consultation so far taken place with service users. A brief consultation was undertaken by Co:create in July 2017 with potential services users, who generally agreed with the development of a MAT model. We intend to work with expert by experience groups to shape the specification for procurement, and to involve experts by experience in evaluating bids.

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

#### **4.1 Equality of Opportunity Implications**

4.1.1 As a Public Authority, we have legal requirements under Section 149 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. To help us meet the general equality duties, we also have specific duties, as set out in the Equality Act 2010 (Specific Duties) Regulations 2011.

4.1.2 We have considered our obligations under this Duty in this report and the Council is committed to ensuring that all citizens, particularly those who are most vulnerable and face additional barriers, have the information and support they need to access services and make decisions about their lives.

4.1.3 This Project is pursuant to those aims and the general duty as it will contribute to advancing equality of opportunity and eliminating discrimination, harassment and victimisation by developing a bespoke service offer for SMD and SMD with Alcohol Needs cohorts. Research and consultation has identified that of the potential beneficiaries:

- Just over 50% will have a self-disclosed disability (SHNS 2015)

- Around 20% will be women (Lankelly Chase SMD 2015)
- Just over 30% will be from BME Communities
- All will be facing poverty and financial exclusion and poor health.

4.1.4 Organisations funded from this budget will be asked to provide information about the diversity of their beneficiaries in their returns. Where the Council requires a further decision to be made in respect of this information, it would be taken in the usual manner and in line with the Council's constitution / Leader's Scheme of Delegation. Any actions taken or decisions made would include consideration of any equalities implications including equality impact assessments and appropriate consultation to ensure the Council fulfils its statutory obligations.

#### 4.2 Financial and Commercial Implications

4.2.1 The table below summarises the estimated cost of the project and the contributions required to create a fund for the outcome payments:

	SMD £000	Alcohol element £000	TOTAL (5 YEARS) £000
Life Chances Fund contribution	533	926	1,459
SCC/NHS/Police shared contributions	1,597	-	1,597
NHS Contributions only	-	2,784	2,784
<b>TOTAL OUTCOME PAYMENTS</b>	<b>2,130</b>	<b>3,710</b>	<b>5,840</b>

4.2.2 The estimated cost of the project is £5.84m over five years including a commitment from the Life Chances Fund, agreed in principle, of £1.46m. Of this cost, support for the SMD cohort will cost £2.13m, and the service for the alcohol cohort will cost £3.71m. The Life Chances Fund will contribute £533,000 to the SMD element, and £926,000 to the alcohol element.

4.2.3 Modelling suggests that the SMD element may deliver reductions in demand for public sector organisations in Sheffield worth approximately £700,000 per annum, although further work is needed to refine this figure. These figures are based on indicative savings from other areas that have introduced similar programmes, and based on estimating the savings associated with reductions in demand from this cohort. The alcohol element is estimated to deliver net savings of £500,000 to the health system over the life of the project. These savings are drawn from evidence from programmes in other areas.

## **Funding Outcomes Payments**

- 4.2.4 Given budget pressures, it's challenging for public services in Sheffield to reallocate existing spending lines to fund new interventions. Therefore, we expect the provider/s up-front cost of delivering this intervention to be borne by socially motivated investors ('social investors'), and this money will be repaid as positive outcomes are achieved for this cohort. Further information about social investment is provided in section 4.2.7 to 4.2.9.
- 4.2.5 SMD:
- 4.2.5.1 The financial benefits of the SMD element are expected to fall to SCC, the CCG and South Yorkshire Police (SYP), through reduced pressure on housing and homelessness services, a reduction in non-elective hospital admissions, and a reduction in criminal offences and police callouts.
- 4.2.5.2 It is recognised that this is a group of people who we – as local public services – are all interested in, and therefore this project should be a true test of partnership working. Work done to date indicates that there will be measurable reductions in demand and identifiable savings options across the public sector. However, at this stage, without further work and engagement with providers and investors, it is not possible to be confident on the precise split of savings across each organisation.
- 4.2.5.3 Therefore, an arrangement has been proposed whereby these three organisations make a commitment to fund this project at this stage, but further work is undertaken over the coming months to agree the precise value of each organisation's contribution.
- 4.2.5.4 A straight three way split between SCC, the CCG and SYP would mean a contribution, from each organisation, of approximately £110,000 per annum for five years. It's proposed that SCC commits at this stage to £100,000 - £200,000 of outcome payments per annum, to allow headroom for more accurate reconciliation of financial contributions between these three parties. We are discussing these contributions with CCG and SYP separately.
- 4.2.5.5 Work will then continue through lead officers from each organisation to reach agreement on the precise breakdown of outcome payments.
- 4.2.5.6 Cabinet should note that under this model of financing, outcomes payments will only be made by these commissioners if pre-agreed outcomes for individuals in the cohort are delivered.
- 4.2.6 Alcohol:
- 4.2.6.1 The financial benefits, and therefore the outcomes payments, for this part of the project fall to the health system. SCC will act as the lead commissioner for this element of the service, as well as the SMD element of the service. As part of developing the Procurement Strategy, due consideration will be given to any arrangements that need to be established between the partners to manage risks and responsibilities.

## **Social Investment**

- 4.2.7 Social investors include charitable foundations, private investors with a philanthropic purpose, and one organisation set up by Government for the express purpose of investing money to improve the lives of people in the UK (Big Society Capital). They do not usually include for-profit private organisations, and there is no intention as a result of this project that any such organisation would be investing in these services. Social investors target a modest financial return for their investment – this is driven not by a motive to make money or profit; it is more to cover their risk that they will not recoup some of their money – note that investors are only paid if outcomes are delivered and therefore aren't guaranteed to recover the full costs of their investment.
- 4.2.8 As a result of concerted effort, we have successfully received in principle commitment from central government, through the Life Chances Fund, to contribute towards outcomes payments and some associated costs. The Life Chances Fund contribution will more than cover social investors' targeted financial return; meaning a residual portion of central government's contribution to go towards funding interventions, through the mechanism of contributing to outcomes payments. As such, local public services' contributions to this will stretch further.
- 4.2.9 Our intention is for these financial arrangements to operate over several years: government's commitment is to contribute to outcomes payments for this project until 2024/25. This will allow us to take a medium-term view of how the service is delivered and not be over focussed on year-to-year financial challenges.

## **Procurement**

- 4.2.10 When the Council delivers services it is subject to the 'best value duty'. This requires the Council to 'make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.'
- 4.2.11 In addition to this duty and the overarching EU Treaty Principles relating to transparency and equality of treatment, the value of the services in scope is above the OJEU threshold and so requires a number of specific procedural steps to be followed in line with Public Procurement Regulations 2015. The scope of these specific services does however fall under the Light Touch Regime of the Regulations which allows some greater degree of flexibility in procedures to be followed, though without diminishing the core requirements that the tender is undertaken in a fair, open and transparent manner.
- 4.2.12 In undertaking an OJEU compliant tender process, the Council will ensure compliance with the necessary legal and regulatory provisions relating to procurement, whilst encouraging innovation and competition from the market and allowing the Council to choose the optimum solution based on a balance of quality and price.

#### 4.3 Legal Implications

- 4.3.1 The project will involve the delivery of services through a new delivery model. The contract structure for this model is that there will be a services contract, under which the Council (as lead commissioner) will pay the Contractor as and when specified outcomes are achieved, on a payment-by-results basis. The DCMS has produced a template contract for this, which the Council will use as the basis for its contract with the Contractor. As payment is to be on the basis of outcomes, the setting and measurement of those outcomes will be of critical importance.
- 4.3.2 The Council's contract may be with a special purpose company, which will enable the social investor to protect its interests by taking appropriate security and controls. The special purpose company will in turn contract with the service provider/s.
- 4.3.3 Given the recommended role for the Council as lead commissioner, it will be necessary to review, and as necessary develop current arrangements with the Council's commissioning partners, to ensure that the costs and risks are appropriately shared, by further agreement if necessary.
- 4.3.4 The Life Chances Fund support, currently made on an 'in principle' basis will need to be confirmed prior to the Council incurring relevant costs and risks.

#### **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Social investment is a relatively new tool that is available to local authorities to help fund new services where there is a demonstrable positive impact on outcomes from the intervention. However, it is not a panacea, and for some issues there are better ways of investing in new service models.
- 5.2 In this case, the option of delivering this project through a traditional fee for service model, funded up-front through public sector budgets, has been considered. For the SMD cohort, resources have been secured to establish a nine month pilot multi-agency team in order to test out this method of delivery. However, getting this in place has been, and remains, challenging and illustrates the challenge of getting upfront resource, particularly for the medium-term. The agreement with commissioners and providers is that this is only a short term pilot and at the end of the pilot period staff would return to their substantive roles. As this has been achieved by re-allocating current resources, no alternative funding methods have been made available, or have been identified, for the long term funding of a multi-agency team.
- 5.3 If no intervention is put in place for this cohort, it's expected that these cohorts will continue to access services in an ad hoc and unplanned way, continue to have poor outcomes, and their support needs will continue to manifest in ways that are disruptive to people around them, such as aggressive or passive street begging, public drinking and associated anti-social behaviour, and use of Spice.

## 6. REASONS FOR RECOMMENDATIONS

6.1 The option of creating a new service, funding through a social investment model, is preferred for a number of reasons:

6.2 If successful, the service will result in a reduction in behaviour that is disruptive for the community, whilst also support a cohort of complex adults to achieve improved outcomes. These outcomes are:

### SMD:

- An increase in the number of individuals living in safe, secure and appropriate accommodation.
- Reduction in the number of unplanned hospital admissions amongst the identified cohort.
- Reduction in involvement in crime and anti-social behaviour amongst the identified cohort.
- Improvement in wellbeing.

### Alcohol:

- A reduction in the number of unplanned alcohol-related admissions to the Northern General Hospital amongst the identified cohort.
- A reduction in the number of re-admissions within 30 days amongst the identified cohort.
- The new service will be established without requiring any immediate disinvestment from current provision (effectively allowing 'double running' for a number of years).
- If successful, this approach will result in a net saving to the public purse of £3m - £3.7m over the lifetime of the project (net of outcomes payments to be made to repay the up-front social investment).

6.3 The new service will be established without requiring any immediate disinvestment from current provision (effectively allowing 'double running' for a number of years).

6.4 If successful, it is expected that this approach will result in a net saving to the public purse.



**Author/Lead Officer of Report:** Sam Martin and Emma Shepherd

**Tel:** 0114 293 0957/0114 205 7464

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**Report of:** Jayne Ludlam, Executive Director of People Services  
**Report to:** Cabinet  
**Date of Decision:** 18 July 2018  
**Subject:** Review of young people's services

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? Education and Skills				
Which Scrutiny and Policy Development Committee does this relate to? Children, Young People, and Family Support				
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? 56				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

**Purpose of Report:**

The purpose of this report is to outline a review of young people's services in Sheffield and highlight the positive outcomes that need to be achieved for young people in Sheffield if it is to be successful.

**Recommendations:**

Cabinet are asked to approve the undertaking of a review to consider the medium and longer term arrangements for services for vulnerable young people in Sheffield. This review will report back to Cabinet by October 2018. The review will consider the integration of a number of specified services for young people in Sheffield, a proposed outcomes focus, and a number of options for possible delivery.

**Background Papers:**

<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: Paul Jeffries
	Legal: Sarah Bennett
	Equalities: Adele Robinson
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b> Jayne Ludlam
3	<b>Cabinet Member consulted:</b> Julie Dore
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> Sam Martin  Emma Shepherd
	<b>Job Title:</b> Assistant Director, Commissioning, Inclusion and Learning  Policy and Improvement Officer
<b>Date:</b> 10.07.18	



1.	<b>PROPOSAL</b>
	<b>Background</b>
1.1	The majority of young people in Sheffield progress through their teenage years and access support from their families, friends, and universal services such as school or their GP. However some young people need extra support, and a range of services are in place to provide the practical and emotional support they need.
1.2	Sheffield City Council (SCC), South Yorkshire Police (SYP) and health services in Sheffield provide a range of services for young people, including, but not limited to; early intervention for young people at risk of committing crime, housing and homelessness support, youth justice services, care leavers support, drug and alcohol support, domestic and sexual abuse support, Child Sexual Exploitation, dedicated police officers based in the community, mental health support, and employment, education, and skills support.
1.3	Demand for these services continues to increase, at the same time as increasing pressure is placed on budgets. Since 2010 central government funding to these services has been cut. Despite these challenges, our ambition is that outcomes for young people in Sheffield, particularly the most vulnerable, should improve. Looking to the future, these pressures, combined with a range of other factors, mean there is a need to reconsider the way these services are commissioned and delivered.
1.4	We know that these services would achieve better outcomes for young people, and provide young people with an improved experience of accessing services, if they were more integrated. When young people move between services there is a need to make referrals, transfer information, and handover to different support workers who may undertake a new assessment, meaning the young person may have to 'tell their story' all over again. This can lead to young people 'bouncing around the system' and struggling to access the right support at the right time. As a result, services may be unable to reach them until their support needs have become complex, which is unlikely to lead to them achieving the best outcomes possible.
1.5	We also know that services for young people would be improved by a strong outcomes focus. We want to achieve measurable improvements for young people across the areas of education and employment, housing and homelessness, crime and anti-social behaviour, and wellbeing, rather than each service focusing on its own specialism. This focus on outcomes puts the central objective of the service at the heart of delivery – to support young people in Sheffield to live happy, healthy and successful lives.
	<b>Outline of the Review</b>
1.6	<p>The existing services that will be considered as part of the review include:</p> <ul style="list-style-type: none"> <li>• Community youth teams</li> <li>• Housing and homelessness support</li> </ul>

	<ul style="list-style-type: none"> <li>• Youth Justice Services</li> <li>• Care Leavers support</li> <li>• Drug and alcohol support</li> <li>• Domestic and sexual abuse support</li> <li>• Child Sexual Exploitation (CSE) support services</li> <li>• Policing resource currently based in neighbourhood teams</li> <li>• Early intervention mental health support (not including clinical support such as CAMHS)</li> <li>• Employment, education, and skills support, including support for NEETs and support for young people at risk of fixed term and/or permanent school exclusion.</li> </ul>
1.7	<p>These services could be delivered more effectively through a more joined up approach. This would make better use of resources and improve outcomes for young people.</p>
1.8	<p>The review will include looking at the contributions of other public sector partners in Sheffield, for example South Yorkshire Police and Sheffield Clinical Commissioning Group.</p>
1.9	<p>There are many different reasons young people may become vulnerable, and therefore we need to offer support according to their needs and their likelihood of achieving the outcomes we want all young people to achieve, not the referral criteria they meet. We need flexibility around the referral criteria for any service, to ensure that young people who don't exactly meet these criteria but would benefit from support won't be excluded.</p>
1.10	<p>The review will look at services for young people aged 13 – 21, with flex down to 11 and up to 25. The kind of issues or challenges young people might face include:</p> <ul style="list-style-type: none"> <li>• Being a care leaver</li> <li>• Having had two or more fixed term exclusions in the last 12 months</li> <li>• Having had one or more permanent exclusions in the last 12 months</li> <li>• Being homeless, living in insecure accommodation, or at risk of becoming homeless</li> <li>• Being aged 16 – 18 and are Not in Education, Employment or Training (NEET), or being at risk of becoming NEET</li> <li>• Being at risk of committing crime or anti-social behaviour</li> <li>• Being on the edges of, or getting involved in gangs or violent crime, or being criminally exploited (e.g. to act as drug runner).</li> <li>• Having committed a criminal offence that requires youth justice involvement</li> <li>• Misusing drugs or alcohol</li> <li>• Being at risk of abuse in their relationships</li> </ul>
1.11	<p>The review of young people's services will seek to build on the positive work already taking place with young people in Sheffield, and reconfigure existing services to remove or reduce the barriers that currently exist between them. Our aim is to create a service model that allows young people to access all the support they need in one place.</p>

1.12	<p><b>Outcomes</b></p> <p>The objective of this review is to enable young people in Sheffield to receive the right support at the right time, to ensure they can go on to have happy, healthy, and successful lives. To achieve this, services need to focus on all areas where young people may be experiencing difficulties, not just the issue they present to services with. The outcomes this review is seeking to improve are:</p> <ul style="list-style-type: none"> <li>• Wellbeing</li> <li>• Housing and homelessness</li> <li>• Engagement in education and NEET status</li> <li>• Involvement in crime and anti-social behaviour.</li> </ul> <p><b>Governance and Structure</b></p> <p>1.14 There are a number of different ways to deliver services in the future. This review will explore these options, and assess their relative feasibility. Possible delivery models might include:</p> <ul style="list-style-type: none"> <li>• Engaging (a) delivery partner(s), e.g. a VCS organisation or consortium</li> <li>• In house/SCC delivery</li> <li>• A joint venture</li> </ul> <p>1.15 At this point there is no single preferred option.</p> <p>1.16 The review will consider the different models, and will looks to develop a proposal that:</p> <ul style="list-style-type: none"> <li>• Gives SCC sufficient level of oversight of this important area of activity</li> <li>• Engages public sector partners and allows them to align resources around the needs of young people</li> <li>• Builds productive partnerships</li> <li>• Maximises the potential to draw in other external resources (charitable, government) from the start and in the future</li> </ul>
<b>2.</b>	<b>HOW DOES THIS DECISION CONTRIBUTE?</b>
2.1	This review will lead to improved services and outcomes for the most vulnerable young people in Sheffield.
2.2	As a result, this proposal gets to the heart of the statement at the start of the Council’s Corporate Plan: “We will be the best we can be – as individuals and communities, as a council and as a city. At the heart of what we do, we will focus on people with the greatest need and take early action, as prevention is better than cure. We will make sure the council operates efficiently, and work towards long term solutions to deal with the cuts we face.”

2.3	<p>It also takes forward our work on two specific priorities from our Corporate Plan:</p> <ul style="list-style-type: none"> <li>- Better Health and Wellbeing: “This means helping people to be healthy and well, by promoting and enabling good health whilst preventing and tackling ill health, particularly for those who have a higher risk of experiencing poor health, illness or dying early.”</li> <li>- Tackling inequalities: “making it easier for individuals to overcome obstacles and achieve their potential. We will invest in the most deprived communities; supporting individuals and communities to help themselves and each other, so the changes they make are resilient and long lasting.”</li> </ul>
<b>3.</b>	<b>HAS THERE BEEN ANY CONSULTATION?</b>
3.1	<p>As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.</p>
3.2	<p>We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn’t like having to keep ‘bouncing around’ support services, having to ‘tell their story’ repeatedly to new keyworkers in different services, and would value having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.</p>
3.3	<p>Visits were made to homes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. This was an interesting model that had trained and skilled staff providing wrap-around care for the young people, including assistance in navigating other services such as health and benefits. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating. They also cited the unfriendly aspect of a lot of locations such as hospitals and large offices where they felt intimidated and appreciated having help from staff when having to go to such places.</p>
3.4	<p>As part of any new programme young commissioners will be asked to input in the commissioning and procurement process, using an existing framework. For example, this framework was recently used in the recommissioning of young people’s drug treatment services. As part of the process of undertaking this review, we will undertake further engagement with young people.</p>
3.5	<p>An online public consultation has also been carried with providers and promoted this through the VCF network and with current providers. Commissioners met with the VCF network and their lead members to discuss proposals and also obtain feedback from them on how services might be shaped and delivered through better partnership working. VCF providers then produced their own Strategy for Young People outlining their priorities for change, which has also informed the development of this service.</p>

3.6	There were some concerns raised in responses from VCF partners and providers that having a single large provider might reduce the choices available to young people and limit the ability of different small organisations to be involved. The potential scope of services is quite wide ranging, and therefore a thorough review is required to develop any new models of delivery.
<b>4.</b>	<b>RISK ANALYSIS AND IMPLICATIONS OF THE DECISION</b>
4.1	<u>Equality of Opportunity Implications</u>
4.1.1	As a Public Authority, we have legal requirements under Section 149 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. To help us meet the general equality duties, we also have specific duties, as set out in the Equality Act 2010 (Specific Duties) Regulations 2011.
4.1.2	We have considered our obligations under this Duty in this report and the Council is committed to ensuring that all citizens, particularly those who are most vulnerable and face additional barriers, have the information and support they need to access services and make decisions about their lives. This Project being about young people is pursuant to those aims and the general duty. The outcomes of this review will result in young people from different backgrounds such as young homeless people achieving a great number of positive outcomes.
4.1.3	However any service redesign process that results from this review would be run in accordance with SCC's policies in relation to fairness, tackling poverty and equality. The potential scope of the review is quite wide ranging so any actions taken or decisions made would include consideration of any equalities implications including equality impact assessments and appropriate consultation to ensure the Council fulfils its statutory obligations.
4.2	<u>Financial and Commercial Implications</u>
4.2.1	The review and assessment of any future models must take into account: <ul style="list-style-type: none"> <li>• The current and ongoing financial position of SCC and other public sector organisations</li> <li>• The ability to draw in external resources where possible</li> </ul>
4.3	<u>Legal Implications</u>
4.3.1	Local Authorities have a number of powers and duties relating to services for young people including a statutory duty under Section 507B (inserted into the Education Act 1996 by section 6 of the Education and Inspections Act 2006) to, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to: <p>a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and</p> <p>b) sufficient recreational leisure-time activities which are for the improvement of their</p>

	well-being, and sufficient facilities for such activities.
4.3.2	Any legal implications arising from the action proposed as a result of the review will only be known once the review has been concluded and will be addressed in the further Report to Cabinet later in the year.
<b>5.</b>	<b>ALTERNATIVE OPTIONS CONSIDERED</b>
5.1	Not applicable – the proposed review will consider the options for young people’s services.
<b>6.</b>	<b>REASONS FOR RECOMMENDATIONS</b>
6.1	<p>This option of undertaking a review about the medium and long term arrangements for services for young people in Sheffield will allow a holistic assessment of the needs of young people and the services required to achieve this. Young people need to receive the right support at the right time, to ensure they can go on to have happy, healthy and successful lives:</p> <ul style="list-style-type: none"> <li>• It is anticipated that this review will result in significantly more young people in Sheffield achieving positive outcomes. These include: <ul style="list-style-type: none"> <li>- Improvements in wellbeing</li> <li>- Reduction in the number of young people involved in crime and anti-social behaviour</li> <li>- Reduction in the number of young people who become homeless, and/or experience housing problems</li> <li>- Increase in the number of young people who have positive education outcomes, and a reduction in the number of young people who become NEET</li> </ul> </li> <li>• The review will consider bringing together a number of different services, reducing the number of times young people have to tell their story, enabling a more integrated support offer, and achieving economies of scale, so that services can work with more than just those young people living in particularly challenging circumstances.</li> </ul>



**Author/Lead Officer of Report:**  
Tom Finnegan-Smith,  
Head of Strategic Transport and Infrastructure

**Tel:** 2735502

**Report of:** *Laraine Manley, Executive Director, PLACE*

**Report to:** *Cabinet*

**Date of Decision:** *18<sup>th</sup> July, 2018*

**Subject:** *Sheffield Transport Strategy*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <i>Transport and Development</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Economic and Environmental Wellbeing Scrutiny and Policy Development Committee</i>				
Has an Equality Impact Assessment (EIA) been undertaken?		Yes	<input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? Sharepoint ref No: 257				
Does the report contain confidential or exempt information?		Yes	<input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>“The <b>(report/appendix)</b> is not for publication because it contains exempt information under Paragraph <b>(insert relevant paragraph number)</b> of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

**Purpose of Report:**

*The report describes the development of a new Transport Strategy for Sheffield that seeks to improve the quality of life, environment and range of opportunities for the people and businesses of the city. Following initial public consultation on the “Vision”, it seeks approval to the draft full Transport Strategy (attached) as a basis for development of a programme of strategic projects, with further consultation planned to engage people in that developing programme.*

**Recommendations:**

Members endorse the draft Sheffield Transport Strategy and potential early candidates identified for inclusion in a developing long-term programme of strategic projects, with further consultation planned to engage people in that developing programme

**Background Papers:** *see appended Sheffield Transport Strategy*

<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: Tim Hardie / Phil Moorcroft
	Legal: Richard Cannon
	Equalities: Anne-Marie Johnstone
	<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>Lorraine Manley, Executive Director, Place</i>
3	<b>Cabinet Member consulted:</b> <i>Councillor Jack Scott</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Dick Proctor</i>
	<b>Job Title:</b> <i>Transport Planning Manager, Strategic Transport and Infrastructure</i>
	<b>Date:</b> 6 June 2018



# 1. PROPOSAL

## Introduction and Context

- 1.1 This document sets out a proposed Transport Strategy for Sheffield, looking forward up to 2034. It reviews the issues the city is facing now and how these might change when considering the need for improved economic prosperity for all, balanced with the challenges of creating a safer, cleaner and better quality of life for all.
- 1.2 The Strategy will then inform the development of a long-term Action Plan that will start to identify a programme of transport investment, and where it is most urgently needed.
- 1.3 New investment in housing and jobs, alongside a projected increase in journeys to and from other city regions, will have major implications for Sheffield's transport system. Without a change in our approach, these opportunities will be constrained by a lack of transport capacity and poor connectivity.
- 1.4 Doing nothing is not an option because journeys will gradually get harder, making the city unattractive, unhealthy and potentially unsafe, as well as raising adverse social and environmental issues, which could in turn be a barrier to further growth. A joined up strategic approach to transport can address these constraints and help to unlock sustainable and inclusive growth

## The Transport Challenge

- 1.5 It is vital that we understand both how transport issues presently affect people in their daily lives, and how future trends in behaviour and lifestyles might change over the next few years. We have built an "evidence base" that captures this information and helps identify the key needs for a new transport strategy
- 1.6 The evidence base has identified the following main themes for the strategy to consider:
  - **People and Communities** – How our population is changing, how the character and shape of our city might change
  - **Environment** – How the transport system must help improve the air we breathe, the way in which we produce and use energy and the quality of our urban and public space
  - **Health and Wellbeing** - How transport can help to create a healthier, happier and safer Sheffield
  - **Economy** – How transport can provide the accessibility for our communities to employment, training, services and leisure

opportunities in a sustainable and affordable way. And enable and support additional trips from a growing Sheffield economy, and the additional homes the City needs.

- **Future Trends / Technology** – How to embrace technological change to improve transport and mobility; and to be agile to changes in society, the economy, our lifestyles, needs and behaviours.
- 1.7 The evidence base highlights that there are constraints in the existing transport system. It has also included the transport modelling done to date in support of both the strategy itself and Local Plan testing. The modelling has replicated existing constraints and has helped identify the issues resulting from growth options. It will also contribute to the development and testing of potential transport projects.
- 1.8 This work has demonstrated that Sheffield is a diverse city, both in terms of its people and places. The availability and cost of transport can often be a constraint to residents. The transport strategy will need to be inclusive to all sections of the community, including those who come to work and stay in the city from elsewhere. It will aim to connect people to opportunities and to each other, in order for them to become more successful and enjoy a good quality of life
- 1.9 Improving transport across Sheffield is therefore central to enabling growth whilst protecting the environment of the city and the health, opportunities and well-being of its existing communities. A good choice of travel options is a fundamental component of what makes a prosperous and liveable city, and a step change is needed to deliver the infrastructure that will enable this and allow all Sheffield residents to benefit.
- 1.10 The Strategy should also reflect the distinctiveness of Sheffield, the urban nature of most of the district, the large hinterland in the Peak District National Park, the natural boundaries provided by the Park and the Green Belt to the west and south of the city, and the challenges that arise from Sheffield's topography and historic concentration along river valleys.

### **A Strategy to Tackle Sheffield's Transport Needs**

- 1.11 The strategy is principally focused on helping Sheffield become the kind of city we want to be, ensuring that the transport system supports inclusive economic growth (and the additional journeys associated with planned employment and housing growth), whilst also ensuring health and environmental sustainability.
- 1.12 The Sheffield Transport Strategy and Action Plan also recognise the important role of other bodies such as Transport for the North and the Sheffield City Region, and how that higher level work is also pivotal in addressing Sheffield's wider transport needs. The City Region transport

policies (still draft at the time of writing this document) are therefore cross-referenced in the Sheffield strategy in order to illustrate the close alignment with our own proposed local policies.

1.13 The Transport Strategy also recognises other important broader issues local to Sheffield such as the recently launched Clean Air Strategy and Green City Strategy together with further work on the Housing Strategy, Sheffield Plan and City Centre Plan. The Transport Strategy has been informed by an evidence base that has analysed current challenges, opportunities, strengths and weaknesses in and around Sheffield; and by public feedback from the recent consultation exercise

1.14 The transport “Vision” previously endorsed by Cabinet is as follows:

1.15 *“Imagine a Sheffield where everyone can access opportunities and services without transport or mobility constraints. Residents, businesses and visitors in our thriving city can safely move themselves and their goods or products with confidence and without delay. The negative impacts of transport including air quality and noise are minimised, and safety and quality of life is improved in the city as a result.”*

*Reliable and clean journeys for everyone in a flourishing Sheffield”*

1.16 Building on the previous work done for the transport Vision, the proposed transport strategy has retained the three previously proposed aims and objectives, namely:

- To underpin sustainable growth and promote support a city that is open for business - Sheffield’s transport system will deliver the connectivity to drive this economic growth
- To support and enhance the health, wellbeing and quality of life for its residents and visitors - the transport strategy will strive to contribute to the creation of residential, civic, leisure and green spaces that are safe, accessible, attractive, healthy and inclusive
- To be inclusive and open up the city’s opportunities to all – the transport system will aim to support the city’s aspiration to be the fairest in the UK

### **Our Overall Approach**

1.17 A combination of the evidence base review, the modelling work completed to date and feedback on the Vision has helped confirm and add to the approaches outlined in the Vision

1.18 Public feedback is seen as broadly supportive – the three broad Aims were not challenged and should remain. The outcome of the consultation is outlined later but 84% of respondents supported taking action – amidst

broad recognition of the need for change

- 1.19 Our overall approach and ambition therefore remains unchanged – namely to free up movement, in particular into the City Centre due to the forecast congestion, by the most space-efficient means.
- 1.20 Space-efficient modes of travel also tend to have lower environmental impacts, but we will also need to employ other tools, such as exploiting technological innovation to reduce the need for travel; and making better use of spare capacity outside of peak periods. The diverse nature of peoples’ movement and activity within Sheffield confirms that there is no single solution or mode that can answer our transport needs. All modes, including the car, will remain a very significant part of the transport mix.
- 1.21 We believe this draft transport strategy focusses on helping Sheffield become the kind of city we want to be, ensuring that the transport system supports inclusive economic growth whilst also ensuring health and environmental sustainability – in particular reducing air pollution well below European health-based limit values. The new Transport Strategy will therefore align closely with the city’s emerging Clean Air Strategy over the next 6-9 months
- 1.22 In addition, the Sheffield City Region is in the process of refreshing its own transport strategy, and a parallel document has recently been published by Transport for the North. It is therefore timely to ensure alignment between local and broader strategic transport needs as Sheffield gears up for the arrival of High Speed Rail in 2034.

### **Developing a 20-year Action Plan**

- 1.23 In developing an outline programme of actions, a two-phase approach is suggested – from now until 2025; and from 2025 onwards. This recognises both the scale of change already planned/committed over the next 7-8 years that needs to be sustainably addressed; and later trends and developments that will have a greater level of uncertainty.
- 1.24 Adopting this two-phase approach enables us to consider shorter term issues in a ‘tiered’ national / northern / regional / local manner. For each issue, the strategy summarises existing challenges and proposes. The issues are (in draft order):
- National Pan-Northern issues
    - Strategic Rail
    - Strategic Roads
  - City-Region level
    - Local rail
    - Securing the tram system
    - New Mass Transit corridors

- Major roads / “key routes”
- City level
  - Bus
  - Active Travel
  - Air Quality
  - Carbon & Climate change
  - City centre
  - Policy & Operations
  - Demand Management & Income generation
  - Freight

1.25 The actions contained in the Sheffield transport strategy will be a mixture of policies and projects. It is important to note that the draft transport policies align closely with the Council’s Corporate Plan, and also with the policies contained in the (still draft) City Region transport strategy. This ensures compatibility of aims and objectives when projects are developed.

1.26 The 20-year programme of potential transport projects will develop over a period of time, but the current programme of infrastructure projects are now included in the strategy document. Some projects will be delivered by others, i.e. the Government, Network Rail or Transport for the North. Early candidates for projects that the Council might seek to develop and deliver as part of this programme are also included.

1.27 The City Council will need to review how best to undertake the development work necessary for progressing strategic projects in order to establish a long-term approach to delivering this transport strategy.

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

2.1 The draft transport strategy significantly contributes to the Sheffield City Council Corporate Plan ambition for thriving neighbourhoods and communities, including our commitment to focus on better connected transport to increase travel choices.

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

3.1 Just under 2000 people responded to our consultation in January and February, 75% via the Citizen Space process and 25% via on-street surveys - commissioned to get greater representation across age ranges and ethnicity, and in an attempt to reach people and areas who do not usually engage with such consultations

3.2 The headlines of public feedback are:

- 84% support for taking action on Sheffield’s transport, with 66%

saying it should be citywide.

- The biggest concern if no action were taken is increased congestion - and its impact on business, public transport, cost of travel and the local environment
- A desire for people to change the way they travel; with the most people wanting citywide action by travel mode being those wanting to switch from or to cycling
- Many people liked the emphasis on increasing the priority / support for active travel and public transport, with a smaller but still significant number concerned about the effects this would have on drivers
- Many people expressed how public transport needed improving, there is low confidence that this will happen
- The need for good cycling infrastructure was still a concern for many
- The feedback gave a flavour of how the public perceive different modes:
  - 42% of respondents apparently don't travel the way they would like to
  - Many interested in cycling but don't because of safety concerns
  - Many bus users want to drive, but don't have and /or can't afford a car
  - Many car drivers want to switch to the bus but believe buses take too long
  - Many people want to use the tram but don't have access to it

3.3 In parallel, internal and external briefings have taken place to 'sense-check' alignment with the Council's aspirations for cleaner air, for economic growth, a healthy community and the development of the new Sheffield Local Plan; and with key stakeholders such as the Sheffield Chamber of Commerce and Industry Transport Forum. To date, there has been general support for the principles outlined.

3.4 Subject to Members' endorsement of the strategy, further engagement is then envisaged over the summer to inform the development of a long-term programme of strategic investment.

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

### Equality of Opportunity Implications

4.1 A full Equalities Impact Assessment has been undertaken on the draft strategy (see appendix 3). Overall, the Transport Strategy is intended to have a positive impact on accessibility and opportunities for everyone, particularly those most disadvantaged.

4.2 By providing interventions that reduce barriers, transport will play a key role in providing better access to jobs, training, education, health care and leisure activities for all. One aim of changing our travel culture is that people will be able to go about their daily lives without necessarily

needing to use a car. A Health Impact Assessment has also been undertaken in support of this

- 4.3 Further analysis of Equality Opportunity Implications will be undertaken as part of development work in preparation for subsequent decisions on new initiatives and projects arising from the Strategy. These will show if there are any impacts on specific communities and how the Council has consulted and how it will mitigate these impacts where possible.
- 4.4 Overall the Transport Strategy aims to contribute to Sheffield being a healthier, safer, cleaner and more accessible city. This should have a particularly positive impact for health & wellbeing, young & old, BME communities, people with disabilities, women and financial inclusion. One of the aims of the Transport Strategy will be to facilitate increasing access and opportunities for everyone, particularly those most disadvantaged. By providing interventions that reduce barriers, transport will play a key role in providing better access to jobs, training, education, health care and leisure activities for all.

The individual projects identified over a 15-20 year timescale to deliver the strategy will require mandates, business cases and EIAs in their own right to demonstrate success. These will show if there are any impacts on specific communities and how the Council has consulted and how it will mitigate any potential negative impacts where possible.

#### Financial and Commercial Implications

- 4.5 The Transport Strategy will inform a 20 year Action Plan covering the period 2018-2038 (TBC) with clear priorities for delivery, which will in turn influence future transport spending in alignment with City Region investment decisions. Where the council will be directly delivering or financially contributing to schemes, these will be brought forward through the usual capital approval processes for assessment and authorisation.
- 4.6 The Sheffield Transport Strategy takes a long-term view which is deliberately aspirational and some of the initiatives arising will not be within the gift of the Council, for example decisions on Transport for the North and High Speed Rail. The main source of funding for immediate actions is likely to be the Local Transport Plan and other City Region and central government funding streams, together with potential for other more innovative funding streams. These will need to be the subject of future Cabinet reports.
- 4.7 That said, an illustrative estimate suggests that the entire programme could cost in the order of over £1Billion within its 20 year timespan. Current national funding practice dictates that scheme promoters need to fund the early development costs of projects. Taking account of business case transport modelling, specialist inputs from light and heavy rail consultants, property and land acquisition planning and internal resources required, the likely cost implications for the Council of

developing such a programme of strategic projects is in the order of around £26m over the next 10 years.

Funding for the strategy is yet to be secured. This report does not seek approval of the capital or revenue expenditure and a further report will be brought for Member approval once detailed implementation proposals are defined.

#### Legal Implications

- 4.8 In implementing the overall Transport Strategy, the Council will use a range of legal powers. This includes the Local Transport Act 2000 which places a duty on local authorities to develop policies which will create a safe, integrated and economic transport system that meets the needs of persons living or working within the city. The new Transport Strategy will provide that vehicle. The Local Transport Act 2008 includes a range of provisions relating to bus services, updated earlier last year by the Bus Services Act.

#### Environmental and Sustainability Implications

- 4.9 Our approach to transport aims to help Sheffield to have a better and sustainable environment. The way we move about the city will play a significant role in reducing congestion, by reducing the amount of CO<sub>2</sub> produced by the city and reducing the negative impact of traffic on people in their neighbourhoods. Transport investment decisions will be shaped to closely align with the Clean Air strategy. As stated in the Clean Air Strategy the City has been directed by Government to undertake a Clean Air Zone Feasibility Study to achieve compliant levels of Nitrogen Dioxide, which must be completed by the end of 2018, and set out the actions required to achieve compliance with EU threshold NO<sub>2</sub> levels in the shortest possible time.

#### Tackling Health Inequalities Implications

- 4.10 By 2038 Sheffield aims to have a healthier population living for longer, helped by the way our transport system operates. Improved air quality would mean fewer people dying from the effects of air pollution. Less noise pollution would also result in improvements to peoples' well-being by reducing the annoyance, lack of sleep and loss of productivity at work that it causes. Critically, we also aim for fewer people to be killed or seriously injured on our roads and footways, with more people enjoying the health benefits of active travel, i.e. walking and cycling.

### **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 One alternative would be to not have a long-term transport strategy. This



option would however diminish Sheffield City Council's influence on transport in the city, and weaken the support a transport strategy could provide towards the local economy

- 5.2 Other alternatives could place more emphasis on individual modes of transport. This would increase travel benefits for some but diminish benefits for others, and hence work against the Council's overall desire for fairness, and the strategy for increasing opportunities for everyone. Issues of accessibility, congestion and air quality would be less likely to be addressed. The approach adopted is felt to offer a balanced strategy benefitting the whole community.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 There is very strong public recognition that "doing nothing" is not an option, and that the adverse impacts of increased congestion have to be addressed. The proposed transport strategy draws on the evidence available to identify key themes and early candidate projects for inclusion in a developing long-term strategic programme (an Action Plan), with further consultation to engage people in that developing programme.
- 6.2 This process will enable the Council to adopt a clear strategic approach to transport for the next 20 years, in close alignment with parallel work on Transport for the North priorities, with Sheffield City Region investment decisions, and with other cross-cutting work on the Sheffield Plan, the City Centre Plan and Housing Plans

TFS/RJP 6 June 2018

Appendices: Sheffield Transport Strategy

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# TRANSPORT

## Strategy

June 2018



Sheffield





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# FOREWORD



The Council has a vision for Sheffield to be the fairest city in the country. Good transport for all is a vital part of achieving that vision.

The Sheffield Transport Strategy spells out a clear way forward for our changing city over the coming decade and beyond. It is, rightly, ambitious about the contribution that transport needs to make to improve the quality of life and environment for the people of Sheffield.

By identifying our changing and future needs we will develop the solutions which best fit our situation. This Strategy represents a blueprint for action that will help to help address the entrenched transport issues that face Sheffield today.

The stark truth is that given the challenges we face, we can no longer simply carry on in the old way. The overwhelming majority of trips are made by private motor car, resulting in far too much pollution and congestion. It is well established that this results in many, many of our citizens (disproportionately in the poorest areas) suffering poor health and premature deaths. It drags down our wellbeing and impairs economic achievement.

We have a moral (and legal) obligation to protect the people of this city from the impacts of road-based pollution. That obligation requires us to move away from a “car first” approach and towards a system of active transport that works for everyone in Sheffield. We need to make it as affordable, safe, easy, convenient and as natural as possible for people to make the right active travel choices for themselves, their community and their city.

Transport must also play its part in enabling new homes and new jobs by creating sustainable networks that work. These networks will be integrated, so using public transport is easy. But they also need to be separated, so conflicts between different forms of transport are eliminated wherever possible.

The problems in our transport network didn’t appear overnight and they won’t disappear immediately. To achieve our vision, we need concerted action to overcome the huge challenges and make this change happen.

To make this work, we will need communities, businesses, partners and everyone who is part of the lifeblood of this city to contribute their insight, knowledge and energy.

Getting this right for Sheffield and building the great transport system our city deserves is a huge prize. It will not be easy. But it will be worth it.

I hope you will join with us on this journey toward **better transport in a better city**.

# EXECUTIVE SUMMARY



1. Sheffield is a city undergoing significant change and growth. Not only is the population growing and living longer, but more people are expected to stay in Sheffield and in particular, live in the city centre. So we must deliver transport that fits with these trends and works for all.
2. We sit at the heart of the Sheffield City Region (SCR) and our city centre has the largest concentration of jobs and the greatest capacity for future employment growth. With Rotherham, we share the Advanced Manufacturing Innovation District, a concentration of highly skilled jobs and driver of the local economy.
3. Transport has a key role to play in addressing future challenges whilst delivering benefits which can be shared by all. Transport connects people to opportunities and services, enables the delivery of goods and services and helps people to do business efficiently. It contributes significantly to the wider sustainability agenda whether it is improving air quality or reducing our carbon footprint.
4. We can make Sheffield a place where everyone can access opportunities without mobility constraints and people, as well as raw materials and goods, can move around the city safely with the minimum delay. We can reduce the negative impacts of transport, improve safety and enhance quality of life.
5. The Strategy aims to create improved, sustainable and safe transport networks, for Sheffield:
  - Public transport which is integrated, faster and user friendly.
  - Better, safer active travel options.
  - Protecting the fast reliable movement of traffic between the city and other economic centres.
6. This is a medium-term Strategy that dovetails both with the arrival of High Speed Rail in 2034 and the delivery of our proposed Sheffield Plan to help enable over 2,000 new homes to be built each year to 2035.
7. The Sheffield Transport Strategy also recognises the important role that Transport for the North and the Sheffield City Region play and how those higher level strategies are central to addressing Sheffield’s transport needs.

# OUR TRANSPORT VISION FOR THE CITY OF SHEFFIELD

Imagine a Sheffield where everyone can access opportunities and services without transport or mobility constraints. Residents, businesses and visitors in our thriving city can safely move themselves and their goods or products with confidence and without delay. The negative impacts of transport, including air quality and noise, are minimised and safety and quality of life is improved in the city as a result.

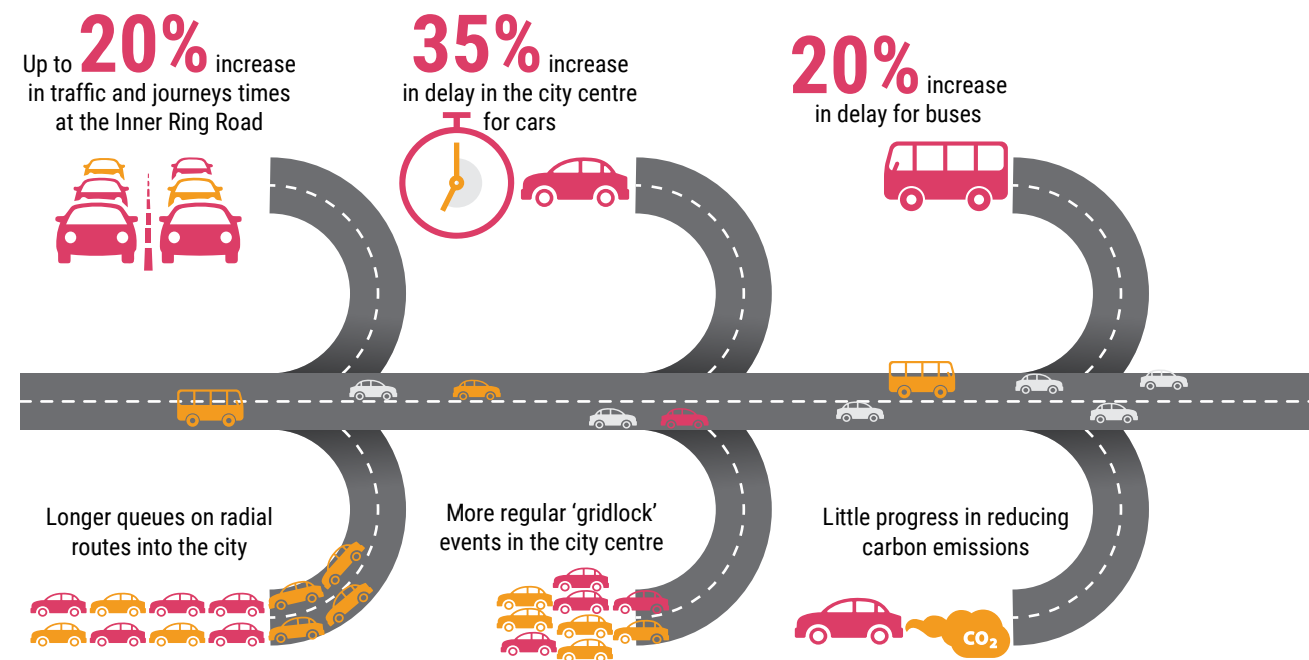
**Reliable and clean journeys for everyone in a flourishing Sheffield.**

- Sheffield does have distinctive needs for transport. This is chiefly because of the distinctive nature of development in the city, and the physical and practical constraints of being a large urban area.
- Potential development can be constrained by poor transport infrastructure resulting in access and connectivity issues. Major investment will be necessary to unlock such development without further overloading our highway network or suffering adverse environmental consequences. So we will create headroom for growth by embracing the opportunity to shift a significant number of trips toward the most space efficient and cleaner modes of transport.

If we achieve our ambition for growth without addressing the transport challenge, by 2035 we expect significant adverse impacts as outlined in the graphic below.

- Transport interfaces with other local priorities, such as those outlined in the recently launched Clean Air Strategy and Green City Strategy, and to provide safe and attractive places that provide a positive setting for activities within the city. Transport must play a significant part in making our city more economically active, more equal and better environmentally.
- These are long term challenges and delivery of large scale schemes will not be simple. Given the scale of investment we will need to raise some funding from Sheffields – be it businesses or residents, as well as drawing on SCR and Government funds. Implementation will also require consistent political support and widespread sign up from the public and key players in the city. There will be some disruption and the improvements will take decades. But these ambitious transport interventions are necessary to help Sheffield reach its true potential.

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- Our 2017 Transport Vision document set the scene by describing how we need to make better use of our existing highway assets whilst boosting public transport, walking and cycling.
  - Underpins sustainable growth and a city that is open for business.
  - Supports and enhances the health, well-being and quality of life for its residents and visitors, contributing to quality places that are safe, attractive, healthy and inclusive.
- Public feedback was broadly supportive of the Vision. This confirmed our three overall aims as:
  - Is inclusive and opens up the city's opportunities to all.



## Our new approaches

14. To ensure that we have an inclusive transport system that improves access to jobs, services and opportunities, we will support better regional road and rail connectivity and improve our local networks to maximise the benefits. This also means a better walking, cycling and public transport offer for the city.
15. To underpin sustainable growth, we will enable better use of the highway network by speeding up journeys for space efficient modes, especially for shorter trips.
16. We will develop our transport system to complement and enhance the urban and rural fabric of the city. It is essential to safeguard walking and cycling and to integrate and simplify public transport so that these modes are more competitive with the car in terms of journey times and convenience. This will lead to improved health and well-being, reduce our carbon footprint and reduce the impact of air and noise pollution – as well as enabling more movement within the constraints of the city.
17. We will support the development of transport technologies that work towards fully integrated and inclusive transport. We will adopt technology solutions that remove or reduce the need to travel and reduce the negative impacts of transport.

## Delivering for Sheffield: from Vision to Action

18. The Transport Strategy has been informed by an evidence base that has analysed current challenges, opportunities, strengths and weaknesses and also taken into account public feedback from the recent consultation on the Transport Vision. From that consultation we added to our knowledge about journey needs and local opinions on travel. The Strategy incorporates this knowledge as well as evidence from many local, national and international sources.
19. The Strategy will inform the development of a long-term Action Plan, which will start to identify a multi-million pound programme of transport investment and where this investment is most urgently needed. After the Strategy comes delivery. When funding becomes available, transport programmes of schemes will be carried out across the city following local consultations. As Sheffield evolves so will its transport to better support the city's needs.

National & regional connectivity	City region connectivity	Local connectivity	Cross-cutting
<b>Railways &amp; motorways</b> Lobby for additional & faster rail services, in particular to Leeds and Manchester Support High Speed 2 and deliver station and growth masterplans Provide new Sheffield - Rotherham road link to avoid M1 Support and provide highway improvements to Trans-Penine Tunnel	<b>Trams, trains and Major Road Network</b> Secure Supertram as part of an expanded City Public Transport Partnership Develop new high speed mass transit corridors with park & ride Highway improvements on Inner Ring Road, and between Upper and Lower Don Valley	<b>Buses and bikes</b> Programme to improve public realm and permeability and accessibility of city centre Review of arrangements for buses in the city centre, including reviewing the future of Pond Street Interchange Additional bus priority Review of bus operating model Improved cycling infrastructure prioritised in city centre and areas with greatest potential to reduce car trips	<b>Across the city</b> Implement findings of Clean Air Zone feasibility strategy Develop and enact roadmap to decarbonisation of motorised transport Review relevant Council processes to align with strategy Investigate a Workplace Parking Levy Investigate other demand management measures, including a city centre congestion charge Produce and maintain register of threats and opportunities provided by change





# The Strategy in summary

## A city that's easier to get around



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Faster, better integrated and simpler bus services



Securing the future of Supertram and supporting its expansion



New mass transit routes and services creating more public transport capacity for a growing city



An inner ring road that has more capacity and is easier to cross into the city centre

## A better connected Sheffield



Faster, longer and more frequent train services to other cities and to the rest of the city region



A transformed Sheffield Station bringing High Speed rail services into the heart of city

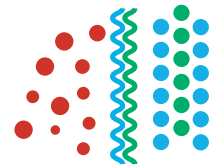


Improved major road network, keeping Sheffield connected to motorways, airports, and other cities

## A safer and more sustainable Sheffield



Sustainable safety, safe walking and cycling as standard



Improved air quality and working to manage congestion



Improving poor health and poor access to jobs and services

# INTRODUCTION

This Strategy follows the Sheffield Transport Vision – a shorter document that began the conversation about the city's future travel. This document sets out the proposed Transport Strategy for Sheffield, looking forward to 2035.

It reviews the issues the city is facing now and how these might change when considering the need for improved economic prosperity, balanced with the challenges of creating a safer, cleaner and better quality of life for all.

It shows how travel should adapt to our changing city and what we will do to help make it happen. There will be changes in the needs of the city's people, the environment, health and wellbeing and the economy.

We explain our new ambitious approach to meet those needs, especially how we will improve the local highway and rail network. We then set out an Action Plan for what sort of schemes will be delivered up to 2025 and beyond.

We have strived to ensure that Sheffield's Transport Strategy is complementary to and consistent with, that of Sheffield City Region. The City Region transport policies (still draft at the time of writing this document) are therefore included to illustrate the close alignment with our own proposed local policies.

The key proposals of the strategy and Action Plan are summarised in the plan opposite, and are listed in full in Appendix B.





# NATIONAL AND LOCAL CONTEXT

A range of national and local policies have been used to inform the Sheffield Transport Strategy, and form the basis for its development:

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What is it?	How does this impact on the Sheffield Transport Strategy?
National Planning Policy Framework	<ul style="list-style-type: none"> <li>The NPPF sets out the overall planning policy for England. It has provided the framework within which Sheffield has developed its own plans.</li> <li>This has impacted the Transport Strategy as a core planning principle is promoting sustainable transport; the transport system needs to be balanced in favour of more sustainable modes and it needs to support wider sustainability, quality of place and health objectives.</li> </ul>
National Infrastructure Delivery Plan	<ul style="list-style-type: none"> <li>Highlights the importance of national road and rail networks and of ports and airports and sets out how the Government will support delivery of key infrastructure projects and programmes.</li> <li>The Transport Strategy is impacted in that it shall respond to and link with national infrastructure commitments supporting the connectivity of the city with the wider nation and world.</li> </ul>
Transport Investment Strategy	<ul style="list-style-type: none"> <li>The national level Transport Investment Strategy identifies four key aims of creating a more reliable less congested and better connected network, building a strong and more balanced economy, enhancing global competitiveness and supporting the development of new housing.</li> <li>The DfT Transport Investment Strategy has been used to develop focus areas for the Sheffield Transport Strategy. For example, a key consideration is how our transport offer can support new housing developments in Sheffield.</li> </ul>

What is it?	How does this impact on the Sheffield Transport Strategy?
Northern Powerhouse Independent Economic Review	<ul style="list-style-type: none"> <li>The Transport for the North NPIER looks at how the north has been economically under-performing. There are aspirations to a transformed north which could deliver an increase in productivity equating to a GVA of £100billion, creating up to 850,000 new jobs.</li> <li>The NPIER has impacted the Transport Strategy as it outlines how major improvements to the north's transport connectivity are of critical importance to achieve the overall vision of a globally competitive environment that can sustain significant economic growth. The need to improve transport connectivity is as relevant in Sheffield as it is in other areas across the north.</li> </ul>
TfN Strategic Transport Plan	<ul style="list-style-type: none"> <li>The Transport for the North Strategic Transport Plan aims to increase the efficiency, reliability and resilience of the transport system, transform the economic performance of the north, improve access to opportunities and support the built and natural environment. This includes identification of key economic growth corridors including the central and southern Pennines, and the north west to the Sheffield City Region – essential to achieving transformational growth.</li> <li>The Sheffield Transport Strategy has been developed in alignment with the key aims of the Strategic Transport Plan to ensure that we work towards shared goals and adopt a consistent approach to delivering our ambitions for transport</li> </ul>
Draft Sheffield City Region Transport Strategy	<ul style="list-style-type: none"> <li>The city region-level Transport Strategy sets out transport priorities for the wider area over the next 20 or so years. It sets out four key goals of supporting economic growth, maximising safety, reducing emissions and enhancing social inclusion and health.</li> <li>This has been used to inform the Sheffield Transport Strategy as we have aligned our objectives with the four key goals in the City Region Strategy to ensure a cohesive approach.</li> </ul>

**What is it?**

**How does this impact on the Sheffield Transport Strategy?**

Sheffield  
Local Plan

- The Local Plan identifies key challenges and opportunities which we face from now up until 2034. It sets out our aims to deliver 2,500 jobs a year over the next 20 years, and 2,150 new homes per year to support the growth in our population and a growing economy.
- One of the key aims to support this is the delivery of a 'connected city' which benefits from excellent digital and physical connectivity, with safe, efficient and sustainable transport provision.

Sheffield  
Strategic  
Economic  
Plan

- The Strategic Economic Plan sets out the wider Sheffield City Region's plans to transform the local economy over the next decade delivering 70,000 more jobs, an additional 6,000 businesses, 30,000 highly skilled occupations and an increase in GVA in excess of £3billion.
- The Plan has a significant impact on the Transport Strategy, as the transport offer in Sheffield will be a critical component in terms of achieving the ambitious economic growth aspirations..

# WHY DOES SHEFFIELD NEED A TRANSPORT STRATEGY?

We have a range of key drivers which underpin the need for this Transport Strategy:



### People and Communities

How is our population changing? How is the character and shape of our city changing? How do we forge a fairer Sheffield?



### Environment

How can we improve the air we breathe, the way in which we produce and use energy and the quality of our urban and public space environments?



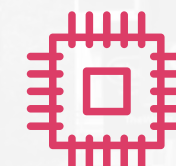
### Health and Wellbeing

How can we help to create a healthier, happier and safer Sheffield?



### Economy

How can we enable and support economic growth and build on our existing strengths in areas such as advanced manufacturing?



### Future Technology and Mobility

How can we embrace technological change to improve transport and mobility and be agile to changes in society, the economy, our lifestyles, needs and behaviours?



# PEOPLE AND COMMUNITIES

## Our population is growing and changing.

Our future transport networks and services need to support a growing population. But the city is not just growing in numbers; the demographic profile is also changing. A growing population will require a transport system with more capacity, an ageing population will require a greater focus on accessibility and more people in the city centre and its vicinity may mean that we need to re-think how we deliver transport services in and around our urban core.

It is important that the Transport Strategy takes into consideration these demographic changes; we have identified five key themes in that the future Sheffield population will be growing, ageing, more people expected to stay in Sheffield, more likely to live within and around the city centre and be composed of a greater number of young people.

Demographic changes result in a range of particular needs which must be addressed if we are to have a transport system which is fit for purpose in the future. A bigger population

requires a transport system with more capacity so that people can continue to access work or services, physically or digitally and businesses have the room to grow. For example, even a small amount of homeworking can make a big difference to the demand for travel.

The needs of various age groups vary dramatically and the transport strategy needs to consider this.

We are already seeing younger people delaying car ownership until later in life (if at all) (9) due to a number of socio-economic factors. Younger generations are also more likely to be influenced by and embrace new technologies which have the potential to change how we travel, as well as our need to travel. There will be a significantly greater number of elderly people in future compared to today which presents its own distinct challenges. Whilst people are living longer they are not necessarily living healthy lives for longer. We want people to enjoy healthy, happy lives as well as longer life. In addition, an ageing population may need to be economically active for longer (as a result of increasing retirement age, later mortgages, etc.)

### Growing population

The current population of around 575,000 people is expected to increase by 62,000 between now and 2034 based on trends.

### Ageing population

Projections show that 20% of residents in Sheffield will be over 65 by 2034, up from 16% in 2011, and there will be a doubling of residents over 85 within the next 20 years.

### More people expected to stay in Sheffield

The current trend of a net outflow of people moving to outside Sheffield is expected to reverse in future as the city provides more jobs and homes, and people will be more likely to stay in Sheffield.

### More likely to live in the city centre

The biggest increase in population in recent years has been concentrated within Sheffield city centre, as well as some areas to the east of the city. This trend is expected to continue in future.

### More young people living in Sheffield

As the Sheffield population has increased, so has the number of households. The number of households in Sheffield is expected to increase from 236,865 to 271,801 by 2034 (10). This rise, which equates to 14.7% is higher than the overall rise in population as more people are expected to live on their own.

Our city is composed of diverse people and places undergoing significant change; this Transport Strategy has to be inclusive, considering all sections of the community; including those who come to work, play or stay in our city from elsewhere. The Strategy aims to respond to changing needs to ensure that access to opportunities and services are both maintained and enhanced.

Conscious of the above population trends, our local transport policies are intended to provide safe and attractive travel choices for all. These also align with the current draft Sheffield City Region policies also geared to improving access for all.



### Sheffield's local policies

#### City Region policies

1. Improve access to jobs, markets, skills and supply chains.
3. Invest in integrated packages of infrastructure to unlock growth and support Local Plans.

1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.

3A. Our transport system will enable the city to support a greater population and greater economic activity.



# ENVIRONMENT

We need to consider how transport can improve quality of life and the environment for everyone in Sheffield. Transport and mobility have the potential to enhance our public realm, enable new green space and improving access to existing green space, improve air quality, reduce noise and rebalance space between vehicles and people. This all contributes to making Sheffield a distinctive and attractive place to visit, live in and invest in.

Sheffield is in breach of legal limits for Nitrogen Dioxide, with road transport accounting for 50% of emissions of oxides of nitrogen. Across Sheffield, there are 51 known locations where the annual average limit for Nitrogen Dioxide has been exceeded during the three year period 2010-12 (11). In the wider City Region we have a number of Air Quality Management Areas and

high levels of carbon emissions around the city centre, as well as on motorways and main roads (6).

Whilst levels of particulates (PM10 and PM2.5) in our air are within legal limits, these pollutants still have their health impacts. These pollutants are carcinogenic and are considered to be unsafe at any level. Transport is a significant contributor of these pollutants – not just from tail-pipe emissions, but also from wear of consumable parts (such as tyres and brakes). Although the annual averages are significantly below the legal threshold, the daily average level is higher on more days per year at some locations than is acceptable by legal standards. Crucially, there is no safe limit for this pollutant.

The city has been directed by central Government to undertake a Clean Air Zone Feasibility Study, the actions arising from this are required to ensure our air quality complies with legal thresholds in the shortest possible time.

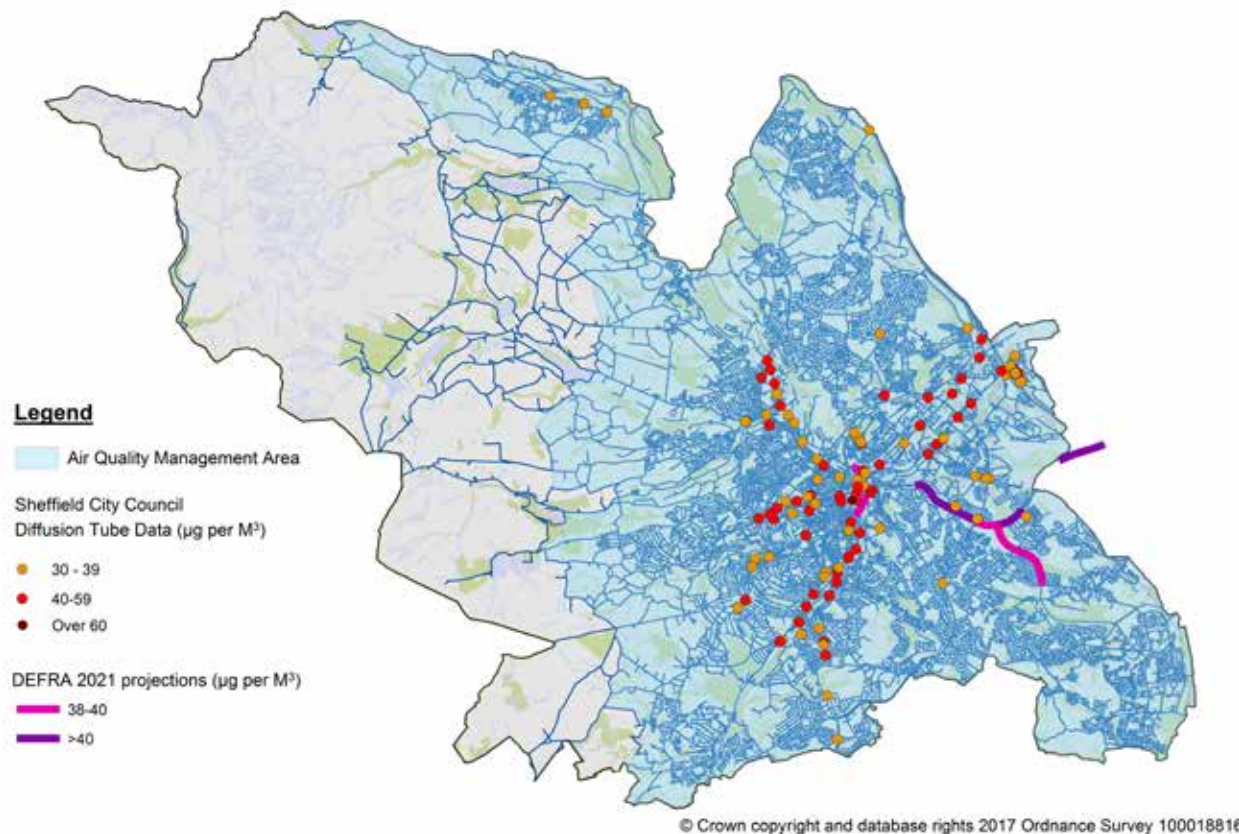
The impact on health and life expectancy is more significant for some groups of people than others and there is an identified link with deprivation. The challenge here is not only to mitigate our existing impacts on air quality, but to also accommodate the increased demand for housing and jobs whilst minimising the additional impact created by these increases. Sheffield's Clean Air Strategy sets out actions required to meet that challenge in a fair way.

There are significant opportunities to reduce the energy use and carbon footprint of transport in the Sheffield City Region. There can however be a significant difference between how cost effective and how carbon effective measures are. By far the most carbon effective types of measures identified by the Mini-Stern Review (12) are those which relate to hybrid and electric vehicles, for which take up continues to rise. In contrast, park and ride schemes were the most cost effective, but their contribution to carbon savings is much less.

Climate change will have a significant impact on the city and transport has a key role to play in terms of addressing the causes of climate change and also in being resilient to the impacts of that climate change which is inevitable as a consequence of emissions to date. Major weather events cause network impacts which in turn impact the economy. We need to make networks much more resilient to climate change effects.

It is important that we consider the availability of security of energy when planning our future transport and infrastructure systems. The cost and supply requirements for energy will change as demand diversifies. The capacity, security and resilience of energy networks will be key to enabling many future transport changes. We must consider the energy generation, supply, storage and distribution capabilities when proposing large scale changes to electrified transport to ensure that any proposals remain deliverable and sustainable. Our city faces a number of environmental issues which have acted as key drivers for the development of this Transport Strategy:

Sheffield City Council Diffusion Tube Data, DEFRA 2021 projections



### Air Quality and Emissions

DEFRA data indicates that Sheffield has roads where the  $\text{NO}_2$  level in 2017 exceeds the legal limit.  $\text{NO}_2$  levels on these roads in 2017 were  $53\mu\text{g/m}^3$  when  $40\mu\text{g/m}^3$  is the legal limit (11). Our local data indicates that air pollution is in fact worse and more widespread than DEFRA data suggests.



### Climate Change

As a result of climate change, our climate is changing more rapidly than at any time in the past 125 years (13) and projections show that by 2050 we will have higher temperatures on average, reduced summer rainfall and increased winter rainfall.



### Energy

Trends show that energy prices are likely to increase over the period to 2034, which may worsen current issues in Sheffield such as fuel poverty, and increase some transport costs.



### Open Space and Quality of Life

Rebalancing available space between vehicles and people, including better use of public open space, can have significant benefits in enhancing our quality of life. A key challenge is maintaining our public spaces against a backdrop of continued austerity and cuts to funding.

Transport is the single most significant contributor to Sheffield’s air quality issues. Combined with the significant impact of climate change upon the city, the Transport Strategy has to effectively contribute to these basic quality of life concerns. In addition to Sheffield’s Clean Air Strategy, local transport policies are therefore now proposed as follows.

#### City Region policies

- 7. Actively improve air quality, especially in designated Air Quality Management Areas
- 8. Deliver a low carbon transport network, including a zero carbon public transport network
- 9. Work in tandem with the planning and development community to create attractive places.
- 10. Be at the forefront of transport innovation
- 12. Adopt technology solutions to stimulate change

#### Sheffield’s local policies

- 7A. We will implement our Clean Air Strategy to bring oxides of nitrogen within legal limits.
- 7B. We will continue to intervene even upon meeting legal thresholds, to enable a shift away from modes of transport responsible for emissions of particulates and oxides of nitrogen.

- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 8B. We will aim to achieve a zero carbon public transport network.
- 9A. Our transport system shall complement and enhance the urban and rural fabric of the city, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike.
- 10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.
- 12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.

## HEALTH AND WELLBEING

Transport can make a positive impact on our health and wellbeing; a healthier, happier population will have a greater level of participation and productivity. The quality of the places in which we live and the environment overall, can have a significant impact on our health and personal sense of wellbeing. Issues such as air pollution from vehicle emissions, noise, poor housing and lack of open space can affect us all and our ability to lead an active and healthy lifestyle.

Transport presents lots of opportunities to improve health and wellbeing in areas such as enhancing our already excellent outdoor activity facilities, further developing our cycle infrastructure and encouraging greater use of low or zero emission vehicles and public transport. Home or remote working can provide a means of mitigating the demand for travel and its adverse impacts. Good digital connectivity is key to this. Home working may not reduce trips (as people do other things with the time saved) but it benefits the peak demand.

Reduced traffic can lower emissions and improve our air quality and better connectivity can improve the prospects and wellbeing of those who are the most deprived within our communities. The levels of deprivation across the city vary considerably, with persistent inequalities between areas of the city as well as between groups of people within those areas.

Sheffield has committed to a Fairness Framework which includes principles to ensure that fairness is citywide and long-term (14). It is acknowledged that transport is one of the barriers to accessing services, education and employment opportunities. In particular, meeting the needs of

our children and young people is crucial if we are to make Sheffield a place where they feel safe and want to stay.

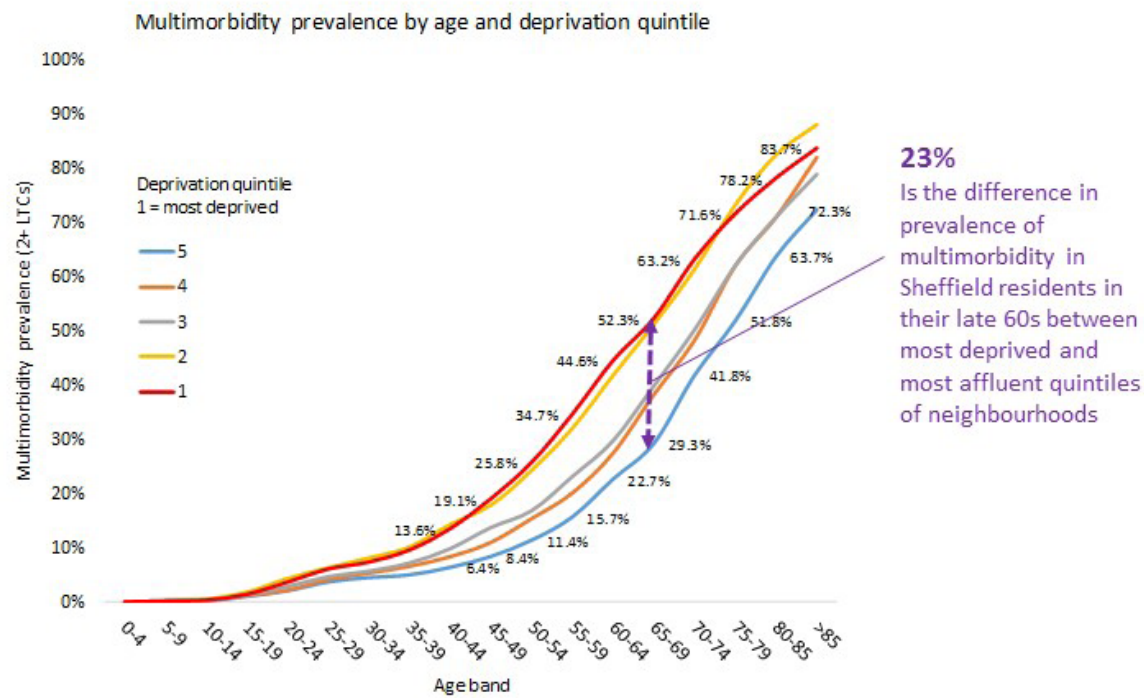
For older people, having multiple illnesses is now more common than single illness, creating demand on health care provision and leading to early deaths. It is, however, more common in people of working age than those in retirement. There are therefore significant economic impacts – lost productive time, ill health retirement and early deaths. It also poses challenges for social care in later life, as most social care is required because of illness.

Prevalence of multiple illnesses (multimorbidity) is not equally spread across the city. In the poorest parts of Sheffield the age at onset is 10-15 years younger than the most affluent. Increasing the amount of activity we all do in our daily lives is acknowledged as a key part of improving the health of the population, both physically and mentally (15). Enabling more people to make journeys by walking or cycling can contribute significantly to this (16). The benefits to our health are multiplied when we consider the impact on air quality if fewer journeys are made by car.

The relative cost of public transport is one of the factors influencing travel behaviour. Bus users and non-users amongst young people, for example, count value for money as their most desired improvement according to Transport Focus (17).

The differing requirements of affordability and value for money on public transport need to be recognised; achieving these meaningfully requires a transparent and intelligible fares regime that the passenger can trust.





Any fares subsidy would need to be carefully considered alongside other factors making public transport more attractive, such as frequency of service and quality of vehicle.

Sheffield faces a number of health and wellbeing issues which have acted as key drivers in the development of this Transport Strategy:

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**Life Expectancy**

Sheffield has an average life expectancy for men of 78.1 years and for women of 81.8 years (18), which is less than the national averages of 79.6 and 83.2 years respectively. Figures for healthy life expectancy show a greater gap with the national average figures of 60.8 years for men and 60.3 years for women which are 2.6 and 3.7 years less than the national average respectively.



**Ageing population**

Projections show that, in future, there will be more elderly people and an increase in the health conditions associated with old age



**Health**

Obesity rates are predicted to increase in future. Currently it is estimated that around 20% of deaths per year in Sheffield could be prevented, with direct causes including factors such as obesity, lack of physical activity (19) as well as the environment.



**Air Pollution**

Without changes in how we travel around Sheffield air pollution may increase, particularly along the main transport corridors such as the Lower Don Valley. (20) Many of these key corridors are expected to be more heavily congested in future if changes are not made.



Sheffield still has a significant difference between the health of those people living in the most and least deprived communities, with people born in the most deprived areas expected to live 13 years less than those born in wealthier parts of the city. (21)

The Council has legal duties under the Equality Act 2010 to actively advance equality of opportunity to people who share a protected characteristic of age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Each of these groups, and people within those groups, has specific needs the transport system must respond to.

The relative cost of public transport influences behaviour, both in terms of how people travel, and whether they travel at all. An inability to afford public transport is a barrier for some in accessing jobs and services.

We must ensure then that our transport infrastructure supports people of all ages to feel safe when travelling by public transport, walking or cycling. Only when these modes are seen as an everyday, simple and safe choice for the population generally, will significant levels of people increasingly choose them for their journeys.

To create attractive streets and spaces that give people this sense of safety and well-being, the following local policies are proposed.

**Sheffield's local policies**

4A. We will develop our transport system to encourage active and healthier lifestyles and reduce noise and air quality impacts.

4B. We will assess our schemes against their performance in respect of health outcomes.

5A. We will adopt the 'Sustainable Safety' approach to support the safety and convenience of pedestrians and cyclists. This will ensure provisions are made that respond directly to the level of threat posed by motorised traffic to vulnerable users.

5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.

6A. We will maximise the opportunities presented by our parks and green spaces. We will improve access to these and minimise the harms posed by transport to them.

**City Region policies**

4. Make our streets healthy places where people feel safe

5. Enhance our multi-modal transport system which encourages sustainable travel choices and is embedded in the assessment of transport requirements for new development, particularly for active travel.

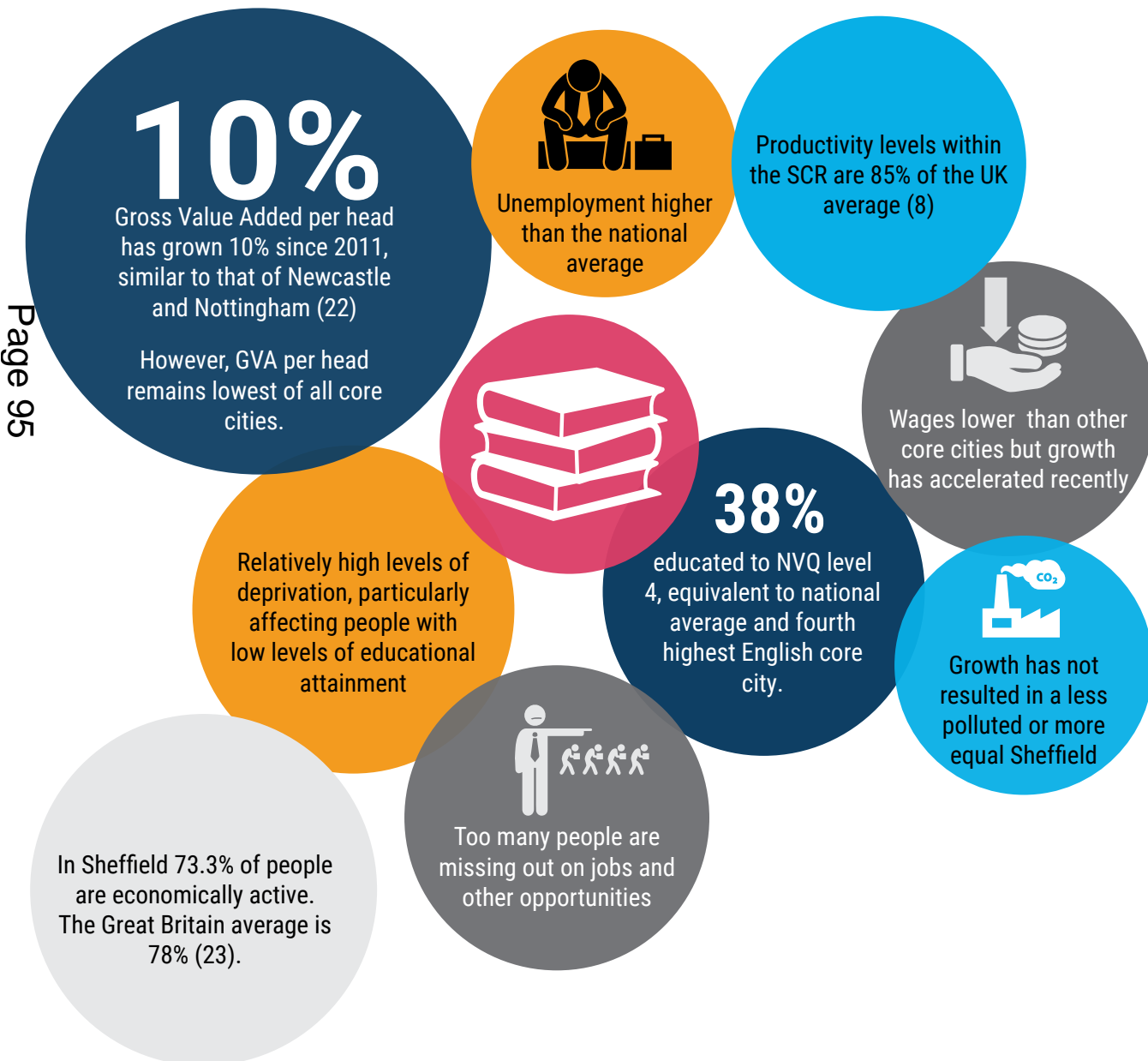
6. Improve sustainable and inclusive access to our green and recreational spaces.

# ECONOMY

Sheffield is a key driver of the City Region economy, with significant inclusive economic growth aspirations. A key enabler of this growth will be transport.

Connections with our neighbouring towns, particularly Rotherham, must continue to be strengthened, in support of local and City Region economies. We must deliver a transport system for Sheffield with the connectivity and accessibility needed to support and enable our growing and thriving economy.

Sheffield still faces a number of economic issues including:



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Despite these challenges there are real opportunities and strengths for us to build on. These include:

- A growing advanced manufacturing sector and the continued development of the Advanced Manufacturing Innovation District offering significant employment, training and economic opportunities involving internationally prominent companies, as well as providing opportunities to strengthen and improve the transport links between Sheffield and Rotherham to continue to support this growth area.
- A central location at the heart of the UK with multi-modal connectivity to other key markets, including international access from airports at Manchester and Doncaster.
- Two universities with a major student population of around 60,000 providing a significant boost to the local economy.
- An active leisure economy and a growing reputation as 'The Outdoor City'.
- Access to high quality green spaces which is a distinctive asset, attracting visitors and residents.
- Accessible and well-connected spaces for new firms to locate.
- A recognised centre for creative and digital industries.

We need to enable more movement regionally to stimulate wider growth in jobs as proposed by SCR. The challenge here is to improve journey times and the reliability of existing links and to improve regional connectivity. We need to build upon the work which has already begun to strengthen our regional links, including the tram-train trial between Sheffield and Rotherham, and development work on the Sheffield City Region Innovation Corridor. This includes the need to align with pan northern and regional

strategies (including Transport for the North's Strategic Transport Plan, Sheffield City Region's draft Transport Strategy, the Department for Transport's Major Road Network proposals, etc.) in order to maximise the opportunities arising from the significant investment in our region, including HS2 connectivity and development opportunities. These larger scale interventions will be key to the creation of higher skilled jobs – some 30,000 of the 70,000 total – as envisaged by SCR.

At a more local level we need to maximise the journey time savings to be delivered by HS2 and, more importantly Northern Powerhouse Rail. Transport has a significant role to play, in providing access to opportunities and enabling greater levels of participation (in education and employment). Interventions must address the impact that deprivation and inequality of access have on transport choices.

Retaining talent and attracting new people to our workforce is also important. One of Sheffield's great attractions for those considering coming to or staying in the city is our reputation as The Outdoor City. So we must ensure we have excellent links to these outdoor hubs as part of a first class transport network, if we are to encourage people to stay.

Our economic aspirations require improved connectivity and faster and more reliable journeys, between businesses within Sheffield and with cities and businesses in the wider north and beyond. By their nature, these journeys will predominantly be by motorised modes and largely by road. But this cannot come at the expense of the city's environmental, health and inclusion goals and must be deliverable with the urban and rural fabric of the city. This leads us to the following policies.



**City Region policies**

- 1. Improve access to jobs, markets, skills and supply chains.
- 2. Enhance productivity by making our transport system faster, more reliable and more resilient
- 3. Invest in integrated packages of infrastructure to unlock growth and support local plans.
- 11. Enable different solutions to create a fully integrated and inclusive transport services.

**Sheffield's local policies**

1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.

1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.

2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.

2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.

2C. We shall ensure our actions in respect of the economy recognise and address the impact of poor health, well-being and inclusion on economic productivity.

3A. Our transport system will enable the city to support a larger population and greater economic activity.

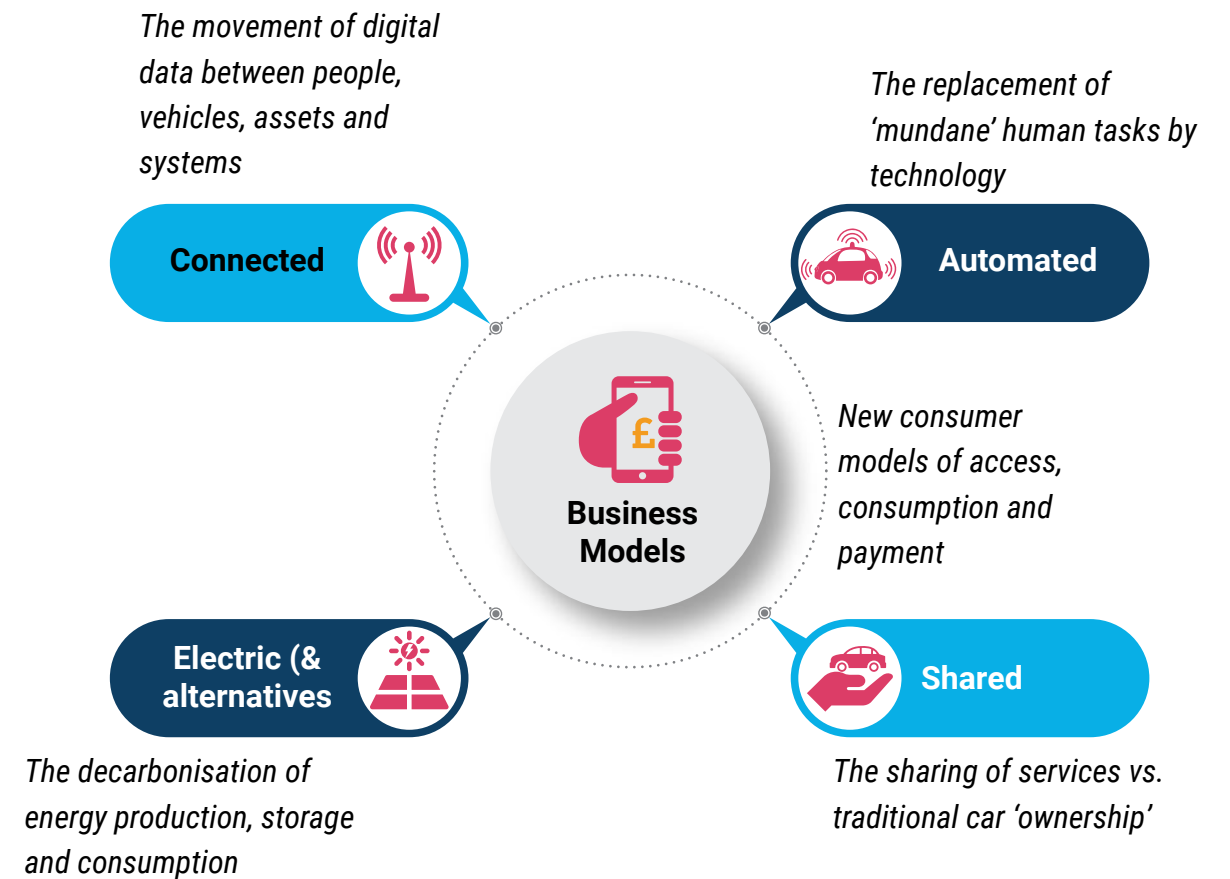
11A. We shall ensure all transport modes and services are integrated and inclusive, such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.

# FUTURE TECHNOLOGY AND MOBILITY

Transportation is on the cusp of a revolution with new technologies and services offering improved access to a range of mobility options including some new types of service not seen before in Sheffield. Increasingly the internet will have a major role to play with 'digital as a mode' allowing those that can to work from home for some of the time, thus avoiding the commute.

The rate of technological change is rapid and some aspects of it are uncertain, but the principles described below are all happening now and as such we must ensure the Sheffield Transport Strategy is 'future ready' for those that live, work and visit here and we must be agile to the changes and opportunities ahead.

Future technology will not only improve how we travel and the choices we have, it will also help improve the places we go to and the communities across our City.





Digital connectivity is enabling many of the things we do, how we shop, how we stay in touch with friends and how we pay for things. It underpins much of what many of us do. This digital revolution is beginning to impact the transportation sector with connectivity of vehicles enabling access to services on the move, the sharing of real time information and real time journey planning for example. Digital connectivity will help make our highway network safer and more efficient and provide customers and users with more accurate travel information, travel choices and methods of payment. However, we recognise that 'digital exclusion' should not be allowed to disadvantage those who either can't access such services, or choose not to use them.

Automation and robotics will transform not only how we travel but how road and rail networks are maintained. Autonomous vehicles, whilst in their infancy, are developing rapidly and should simplify driving for existing car drivers, making the experience less stressful and potentially more productive. It should also open up mobility for people presently excluded, particularly the young, the aging and disabled. The use of robots will help us to manage our networks more safely and effectively taking people out of hazardous environments. We will need to consider the automated agenda to make sure that our infrastructure is ready for these developments.

There are already over 600 electric vehicles on the streets of Sheffield and this number is expected to grow rapidly. Electric bikes, cars, vans, buses and trucks will help improve air quality and reduce noise in Sheffield. With other advances being made in hydrogen fuels, we need to plan for charging and refuelling infrastructure at home, at key destinations and at work, so we are ready for a clean future.

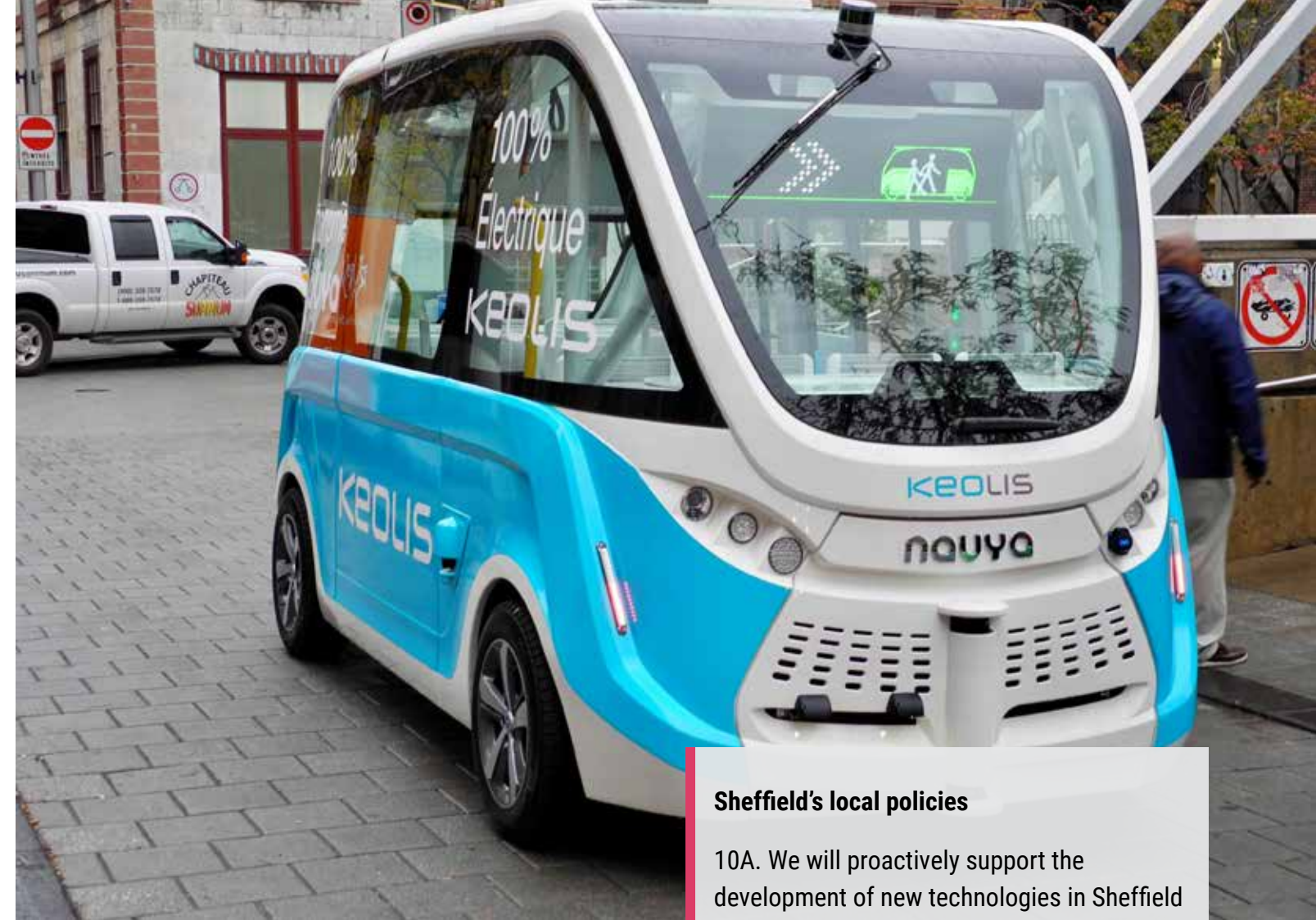
Bike sharing, car sharing, car pooling and on-demand buses are all new ways of getting from A to B without 'owning' a car. New providers are offering on-demand services which can be booked and paid for via a smartphone app. These new services offer alternatives to traditional bus, rail and tram which could improve access for some people in some parts of the City.

The changes outlined above could lead to new ways to use and pay for transport. Mobility as a Service (MaaS) could offer tailored journey planning and pay-as-you-go or bundled transport across all modes, working in a similar way to smartphone data contracts. We need to look at how best we can encourage people to make the most of the transport choices they have and to simplify access and payment.

Changing transport technology and mobility technology will present us with some great opportunities as well as some challenges. Some of these changes will be hard to predict and might be of benefit to some more than others. At their worst, they could widen inequality, which we cannot allow to happen.

Becoming an early adopter of technology can be costly and disruptive if the systems in development are not suitable for our needs or robust in their application. However, transport mobility and connectivity technology will present us with some great opportunities, some which of are currently hard to predict.

It is for these reasons that we will continue to explore the future, and investigate evidence about future trends in line with the Government's adopted approach of Horizon Scanning. This allows policies and approaches to evolve over time, in response to future changes.



#### Sheffield's local policies

10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.

10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.

12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.

12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.

12C. We will remain alive and agile to developments in technology to ensure that the opportunities these present are exploited and any threats they might present are managed.

#### City Region policies

10. Be at the forefront of transport innovation

12. Adopt technology solutions to stimulate change



# CONSULTATION ON THE SHEFFIELD TRANSPORT VISION

Following the production of a draft “Vision” document (24), the Council undertook a public consultation exercise in January and February 2018. Just under 2000 people responded to this, 75% via the Council’s on-line “Citizen Space” site and 25% via on-street surveys commissioned to get a more representative sample in terms of age and ethnicity and to reach people who do not usually engage with such consultations.

Answers to the street survey showed people were less clear about the need for action with the most common responses being that only some parts of the city need action, or that only small changes were needed. Respondents also showed more concern about affordability of transport, especially buses.

Some of the headlines from the overall consultation were:

- 84% public support for taking action on Sheffield’s transport, with 66% saying that it should be citywide.
- Congestion is the biggest public concern if no action were taken – in terms of its impact on all forms of travel. The effect on business featured strongly within this, followed by frequency of public transport, affordability of travel, safety and air quality.
- By mode, the largest group of people wanting citywide action were those wanting to switch from or to cycling.
- Concerns we didn’t prompt, but received significant responses, included the need for cycling infrastructure and access to public transport.

- Regarding the Vision itself, many liked our emphasis on increasing the priority/support for active travel and public transport, with a smaller but still significant number concerned about the effects this would have on car drivers.
- Some mentioned a need for more ambition, how funding could be a problem and that more detail was needed. Many people took the opportunity to express how public transport services needed improving, with some saying the Vision didn’t give them confidence that this would happen. The need for good cycle infrastructure was a concern for many.
- The feedback gave a flavour of how the public perceive different modes:
  - 42% of respondents apparently don’t currently travel the way they would like to.
  - Many were interested in cycling, but don’t because of safety concerns.
  - Many bus users want to drive but don’t have and/or can’t afford a car.
  - Many car drivers want to switch to the bus but believe buses take too long.
  - Many people wanted to use the tram but don’t have access to it.
- The main reason given for not making local journeys that people would like to was the perceived lack of a transport service that was accessible or affordable.

# REVIEW OF AIMS AND OBJECTIVES

Public feedback on the Vision is seen as broadly supportive. The three proposed broad aims were not challenged and should therefore remain, namely:

Our Aim is that, by 2034, Sheffield’s transport system will		
Underpin sustainable and fair economic growth and a city open for business	Support and enhance the health, wellbeing and quality of life for its residents and visitors	Be inclusive and open up the city’s opportunities to all

The Vision also described a number of ‘Contributory Objectives’ that would inform the prioritisation of investment. These again were not challenged and are therefore proposed to be retained as follows:

## Underpinning Sustainable and Fair Growth:

- Provide the accessibility, capacity and connectivity to the wider city region, to other cities and to ports and airports to support economic growth, prioritised to meet the needs of business and in particular the key growth sectors, to exploit improvements in regional road and rail connectivity.
- Improve the attractiveness, reputation and resilience of the city as a location for investment and living by supporting and enhancing the unique identity, the quality of the cityscape and the city’s transport system.
- Address barriers to participation in the economy of the city, in particular improving access to jobs, training and services.

- Provide good access to residents and visitors to the city’s events, cultural offering and outdoor spaces, in particular in the city centre, supporting expansion of the cultural and evening economy and also to outdoor spaces including the Peak District National Park.
- Be agile to technology change to capitalise on opportunities to realise Sheffield’s city vision.

## Supporting Health and Well-being:

- Improve health, well-being and opportunity for the city’s most disadvantaged by providing interventions that improve access to services and opportunities for them.
- Safeguard and create neighbourhoods, streets and places that people enjoy being in and that are conducive to active travel.
- Improve local air quality across the city and reducing the contribution towards and negative impacts of, climate change.

## Being Inclusive:

- Enable access to social and economic opportunities to improve people's lives, reduce barriers to participation and to support economic growth through improved productivity, across the city and beyond.
- Be safe and accessible for all addressing, amongst other things, road and personal safety, air quality and incorporating measures to improve the service provided to those with characteristics protected under the Equality Act 2010.



# OUR POLICIES

- Be inclusive
- Underpin sustainable growth
- Support health & well being
- Cross cutting themes

## 1. Improve access to jobs, markets, skills and supply chains.

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.

## 2. Enhance productivity by making our transport system faster, more reliable, and more resilient

- 2A. We will act to enable more efficient use of the transport system by reducing the reliance of the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 2C. We shall ensure our actions in respect of the economy recognise and address the impact of poor health, well-being and inclusion on economic productivity.

## 3. Invest in integrated packages of infrastructure to unlock growth and support Local Plans.

- 3A. Our transport system will enable the city to support a greater population and greater economic activity.

## 4. Make our streets healthy places where people feel safe

- 4A. We will develop our transport system to encourage active and healthier lifestyles, and reduce noise and air quality impacts.
- 4B. We will assess our schemes against their performance in respect of health outcomes.

## 5. Enhance our multi-modal transport system which encourages sustainable travel choices, and is embedded in the assessment of transport requirements for new development, particularly for active travel.

- 5A. We will adopt the a proactive approach to pedestrian and cycle provisions to ensure the safety and convenience of pedestrians and cyclists are respond directly to the level of threat posed by motorised traffic.
- 5B. We will intervene proactively to ensure our public transport system, and non-motorised modes, are where suitable, competitive with the private car in terms of speed, cost and ease of use.



## 6. Improve sustainable and inclusive access to our green and recreational spaces.

- 6A. We will maximise the opportunities presented by our parks and green spaces. We will improve access to these, and minimise the harms posed by transport on these.

## 7. Actively improve air quality, especially in designated AQMAs

- 7A. We will implement our Clean Air Strategy to address exceedance of legal limits in respect of oxides of nitrogen.
- 7B. We will continue to intervene even upon the meeting of legal thresholds, to enable shift away from modes of transport responsible for emissions of particulates and oxides of nitrogen.

## 8. Deliver a low carbon transport network, including a zero carbon public transport network

- 8A. We will intervene to enable shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 8B. We will aim to achieve a zero carbon public transport network.

## 9. Work in tandem with the planning and development community to create attractive places.

- 9A. Our transport system shall complement and enhance the urban and rural fabric of the City, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.

## 10. Be at the forefront of transport innovation

- 10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.
- 10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.

## 11. Enable different solutions to create a fully integrated and inclusive transport services.

- 11A. We shall ensure all transport modes and services are integrated and inclusive such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.

## 12. Adopt technology solutions to stimulate change

- 12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.
- 12C. We will remain alive and agile to developments in technology to ensure opportunities these present are exploited, and threats they might present are managed.

# OUR FUTURE PLANS

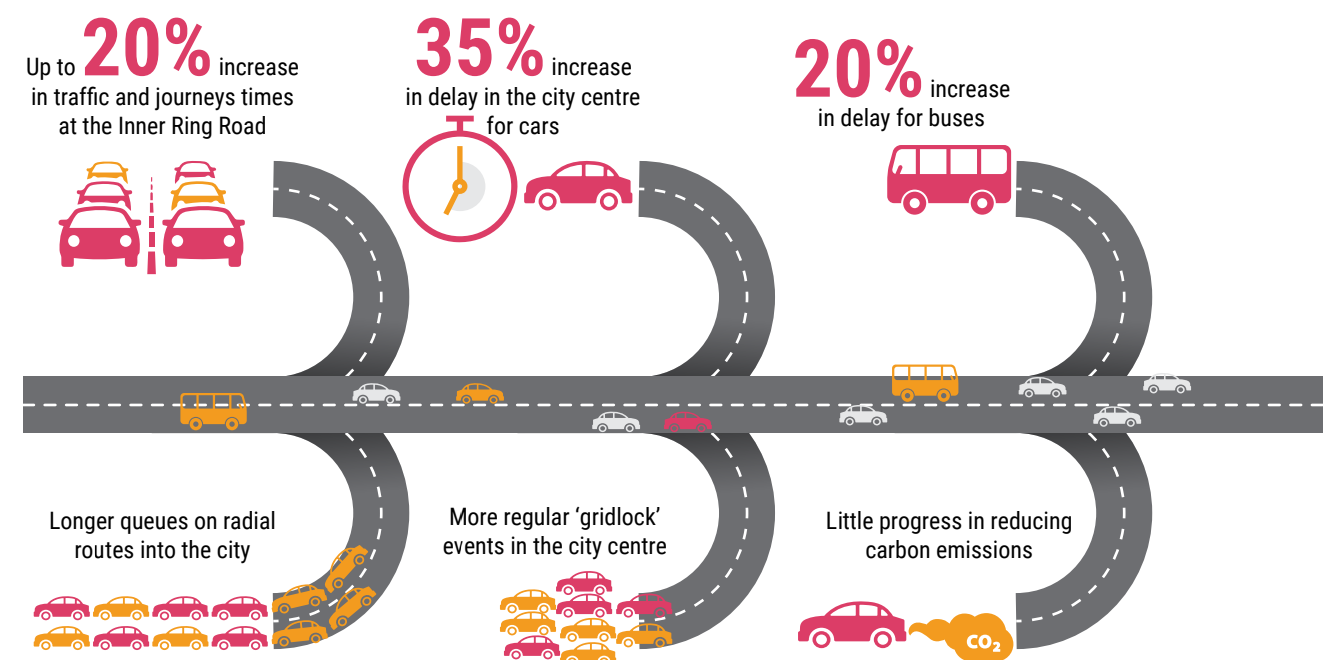
## What we need to achieve

The city's vision for a thriving, vibrant regional centre requires more people to work in, visit and enjoy the city centre. Some of these will be living in the city; many will need to travel from outside – especially if the city is to play its part in the wider Northern Powerhouse.

There are many influences on traffic levels, with economic activity, technology, demographics and public expectations all playing a role. Historically, traffic volumes have fallen since the early 1990s, in particular around the mid-2000s. This is perhaps a reflection of poor economic performance in Sheffield and globally – something that has started to reverse, and we expect will continue. Some of these factors are likely to act as a downward pressure on traffic volumes in future, including changing expectations of younger generations.

However, the scale of our ambition for the city is such that our best information indicates that if we do not intervene, a significant growth in car traffic can be expected and we would anticipate significant congestion, accessibility and environmental consequences associated with this. The overall level of trip making within our local Sheffield forecasts are broadly consistent with nationally available forecasts published by the Department for Transport (DfT) and reflect wider anticipated trends for the future economy, demographics and car ownership.

The graphic below indicates our projection for impacts in the city centre and on the main corridors leading to it.



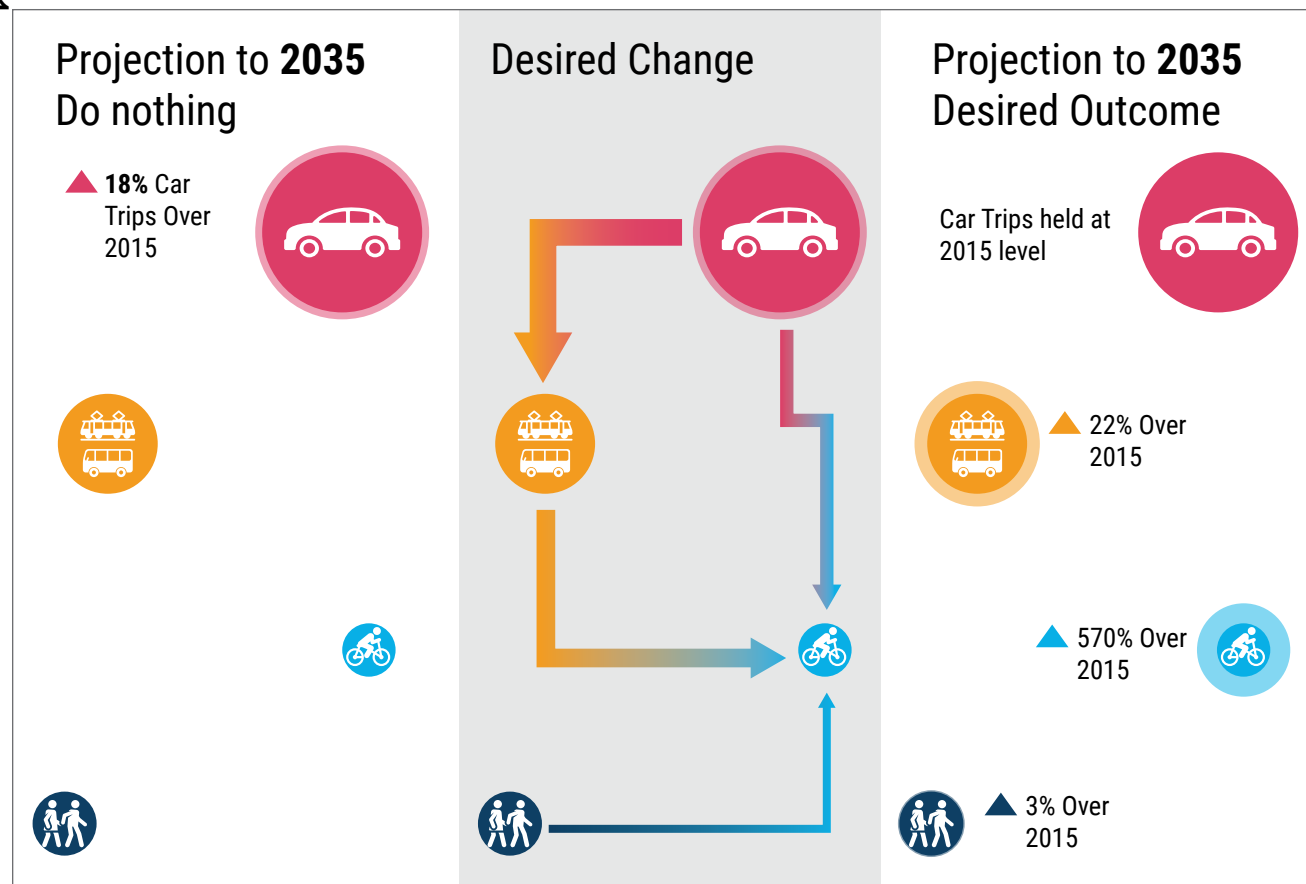
For a safer, cleaner and more inclusive Sheffield, we will need to improve infrastructure and services in a manner that allows people to make their day-to-day trips in an easy, low cost, healthy and sustainable way. Most travel in the city relates to local trips within the Sheffield boundary, with average trip length being just 3¼ miles. Moreover, many of the previously identified exclusion, health, environmental and economic challenges facing the city are felt most by Sheffield's existing residents, particularly in the more deprived parts of the city. We must also enable Sheffield's residents to move about the city and enjoy its opportunities, even if they do not have access to a car.

Notwithstanding the above, a significant component of the growth in traffic is anticipated to arise through increased movement between Sheffield and other centres, supporting economic activity in the city, the wider City Region and as

part of the wider Northern Powerhouse. Whilst we welcome improved rail connectivity across the north between centres, we expect the car will remain the preferred mode for a large proportion of more diverse journeys. At the regional and national connectivity level, we will need to recognise this – both providing for it and mitigating for its adverse consequences.

Our approach, in addition to improving the opportunity and attractiveness of Sheffield, has the additional benefit of freeing up some capacity to balance supporting increased movements between Sheffield and other places, whilst still providing for local movement within the city.

The scale of this challenge is significant – but a number of small changes can make a big overall impact. By way of example, the scale of change we would envisage at the city centre is illustrated below.



## OUR APPROACH

Our overarching approach will be to free up movement, in particular into the city centre and Advanced Manufacturing Innovation District (AMID), located between Sheffield and Rotherham) by the most space-efficient means. Of physical modes, these tend to be the ones with lesser environmental impacts, but this will also include approaches such as exploiting technological innovation to reduce the need for travel (such as improved digital connectivity, or 3D printing enabling products to be manufactured closer to point of use). It will also include making better use of spare capacity outside of peak periods.

This will support our objectives to provide a sustainable, attractive city and importantly, also create capacity for movement of information and ideas, as well as goods and people, within and between the city and the wider City Region and Northern Powerhouse. It also responds to the importance of our streets as places in their own right, and not solely for movement of traffic. Ensuring our transport system is space efficient will enable us to better provide for safe and attractive places that provide a positive setting for activities within the city, even in busier places.

The diverse nature of movement and activity within Sheffield means there is no single solution, or mode, that can provide for all our transport needs. Whilst there are benefits of reducing the reliance on private cars, cars do offer considerable advantages for many trips and so they are expected to remain a significant part of the transport mix. Whilst the manner in which they are used and owned will change over time, we anticipate cars will most likely remain the single most-used mode of transport in the city.

We need to make sure our transport networks are planned in unison – both separated, to ensure each mode does not unduly impede others and integrated, so people may use a variety of modes, to suit the nature of their journey, as well as supporting activity in and around adjacent buildings and land.

To enable this, we propose to deliver future transport projects within the 'Sustainable Safety' framework. This seeks to minimise conflict between different modes of transport and so improve their safety and efficiency. How different modes of transport are provided for within each street are directly linked to its usage (25). In some cases, the usage of streets may need to change to enable the required provisions to be accommodated.

In the urban area, this means streets would ultimately be designated as either:

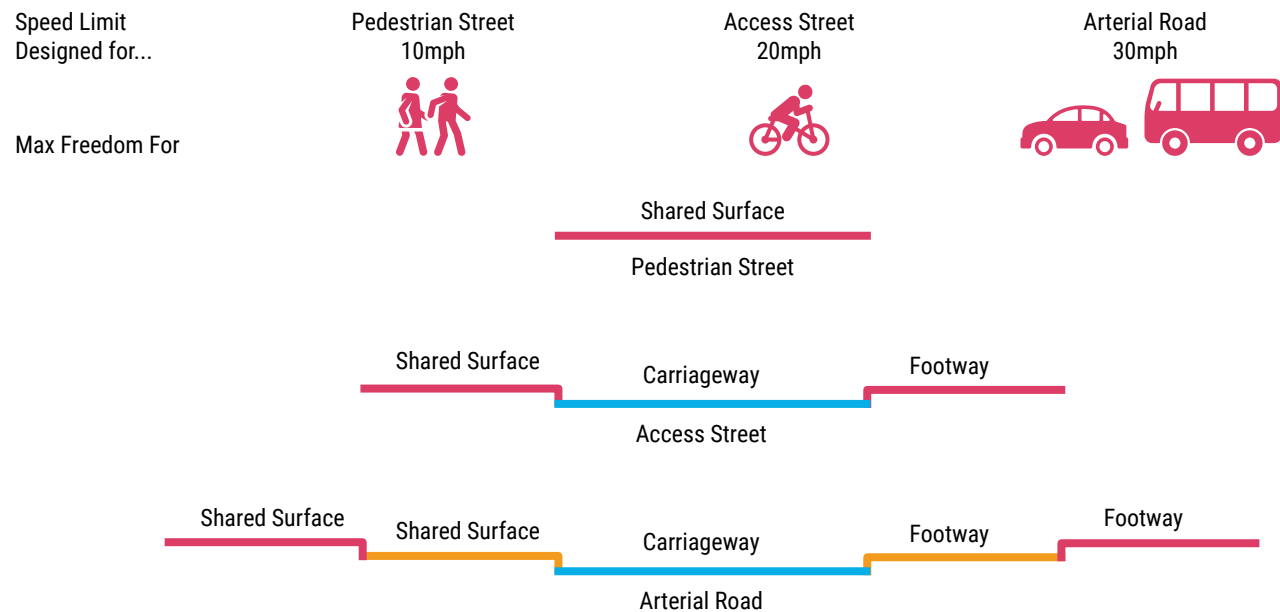
- Access streets – where motor traffic volumes and speeds would be managed to provide a pleasant environment for people in the area. Motor vehicle flows in the busiest hour would not exceed the equivalent of around 400-500 cars, and not more than 6 full-size buses each way. Speeds would be restricted to 20mph building upon our previous programme of changing speed limits, but crucially including changes to the design of streets as required to ensure drivers actually do restrain their speeds to 20mph or less. The priority would be providing for place, accessibility and for movement of non-motorised traffic over the through movement of motor vehicles. These would not form main bus routes, although local services may use these to serve local communities. Main cycle routes would

preferably run on these streets to reduce conflict with motor vehicles; or,

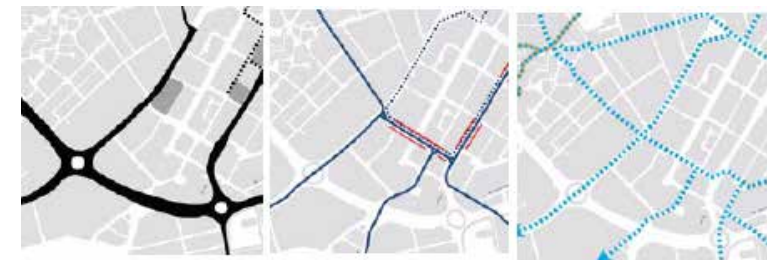
- Arterial roads – busy roads designed to handle large volumes of motor traffic at 30mph (or sometimes faster), where pedestrians and cyclists are each provided with separate paths and crossings for their convenience and safety (or are prohibited where access is not required). These would be more engineered to support movement than access streets, but will also play their role in providing for the access, frontage and environment required to support a thriving, active city. There would be two types:
  - Public transport corridors – streets reserved principally for key public transport services, but still allowing access to local premises and of course to pedestrians and cyclists. These would provide routes by-passing congestion, and avoiding the delays

associated with features required to deal with large volumes of cars (in particular traffic signals); and,

- Distributor roads – streets open to all traffic, forming the main arteries for cars and lorries in the city. Some bus services may use these streets either where separation is not possible, or not necessary.
- In some instances, particularly in the city centre, use of vehicles (including cycles) will be limited and perhaps restricted, enabling the full width of street to be used by pedestrians as a single surface (e.g. on shopping streets such as Fargate). These routes would not carry bus routes or be main cycle routes, nor would they carry more than the equivalent of 100 around cars in the busiest hour.



The intention would be for main traffic routes, public transport routes and main cycle routes to be separated as far as practical, preferably in different streets, but failing that within separate spaces within a street. We recognise the needs, perceptions and priorities of different people using different modes. We want to enable safe, reliable journeys for all. We need to not only reduce collisions, but reduce the possibility that collisions can occur and the belief that they might.



Extract from City Centre Plan – of main motor (black), public transport (blue) and cycle (light blue) routes, and how this leads to street classification

Separation will enable us to deliver places that are safe and feel safe for non-motorised travel and will make walking and cycling more attractive and practicable options for day-to-day travel. This will additionally enable us to create public transport corridors largely free of red lights and other impediments where, much like the tram or a train, buses only need to stop to pick up or set down passengers.

This will not mean that every project will make improvements for all modes – we will focus on projects that meet the overarching objectives for the city and address local challenges.

The purpose is to displace a modest proportion of existing and new short, local car trips onto public transport, foot and bicycle. This will improve the quality of the environment in the city, and also free up capacity for greater numbers of people coming in and out of the city to work or visit, including those coming by car.

On main roads connecting the major economic areas to each other and to other places, we will need to enable fast and reliable trips for both people and goods in cars and lorries. But for local trips, space will need to be taken

from private motor traffic to halt the shift towards car use and enable switch towards public transport, walking and cycling. Some increase in inconvenience will result for car journeys for local trips, at least in the shorter term.

All of the actions included in this document are conditional on being affordable, funded, providing value for money, public and political support and continuing to remain suitable and relevant as circumstances change.



# THE FIRST PART OF THE PLAN (TO 2025)



## National and pan-Northern Connectivity

### Rail

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Planning approval granted for improvements to Hope Valley line</li> <li>• Recent and projected strong growth in rail patronage</li> <li>• Transformational national and regional rail connectivity</li> <li>• Opportunity provided by existing rail infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Push for additional and faster services to Manchester and Leeds</li> <li>• Support HS2 &amp; NPR</li> <li>• Deliver HS2 Growth Plan and Station Masterplan</li> <li>• Lobby for service enhancements as rail franchises renewed</li> </ul>	<ul style="list-style-type: none"> <li>• Improve accessibility by rail</li> <li>• Faster and more frequent rail services</li> <li>• Modal shift away from private car to train and/or tram-train</li> </ul>	<ul style="list-style-type: none"> <li>• Greater agglomeration between Sheffield, other northern economic centres and London</li> </ul>

Railways have been a success story for Sheffield as rail passenger arrivals into the city centre have more than doubled since 2001. However, we know that commuting movements into Sheffield from beyond the city region remain low given Sheffield's size. With developments including Northern Powerhouse Rail (NPR) and High Speed Two (HS2) supported to address this, we expect strong growth in rail patronage to continue into the future and we need this to support the Sheffield and Northern Powerhouse economic aspirations.

We are working and will continue to work with delivery partners to ensure that the benefits of these transformational projects are realised in the city. This will include putting in place the infrastructure and services to connect HS2 and NPR to the wider city and City Region, as outlined in subsequent sections.

The city has secured new services through the new Northern Rail franchise and we continue to push for these to be implemented. We will also seek further improvements to services as franchises come up for renewal. An early example of that will be delivery of improvements on the Hope Valley line and we will push to ensure this additional capacity is utilised by further services between Manchester and its airport, and Sheffield. We will collaborate with Network Rail on priorities under future Control Periods.

We will also work with partners to make better use of existing rail routes for both passengers and freight. In particular on routes to the Advanced Manufacturing Innovation District and South East, and to Doncaster Sheffield Airport, and exploring options for the expansion of tram-train services.



We will **support Northern Powerhouse Rail, and High Speed 2**, to provide faster and more frequent services between Sheffield, its partner cities in the north, London and elsewhere. Specifically, we will work towards the delivery of –

- 6 trains per hour to Leeds, with journey times under 30 minutes;
- 6 trains per hour to Manchester and its airport, with journey times under 30 minutes;
- Two HS2 services per hour to London, with journey times under 1½ hours.

We will push to ensure improvements to the Hope Valley Line and at Dore result in an **additional hourly service between Sheffield and Manchester and its airport by 2024**.

With City Region partners we will **lobby for enhanced services as part of the East Midlands franchise renewal**, including by 2026 –

- Delivery of two trains per hour to London, with journey times under two hours;
- Ensuring new rolling stock delivers on improved speed and reliability, and reduced train emissions in Sheffield;
- Retaining existing connectivity, with improved rolling stock and facilities, to Liverpool and to Norwich;
- Additional stopping services to call at Dore & Totley and Dronfield; and,
- Faster services and extended operating hours on weekends.

We will work with partners in the City Region, Transport for the North, HS2 Limited and Network Rail **to deliver a masterplan for Sheffield Station**. This will cover, amongst other things, the transport infrastructure improvements required in order to accommodate and serve High Speed Rail and Northern Powerhouse Rail, and provide **connectivity to HS2 for local communities and the wider City Region**. This will also consider connectivity for all modes, ranking, waiting and parking provision for cars and taxis, and will **include re-thinking the operation of the Inner Ring Road** in the vicinity of the station.

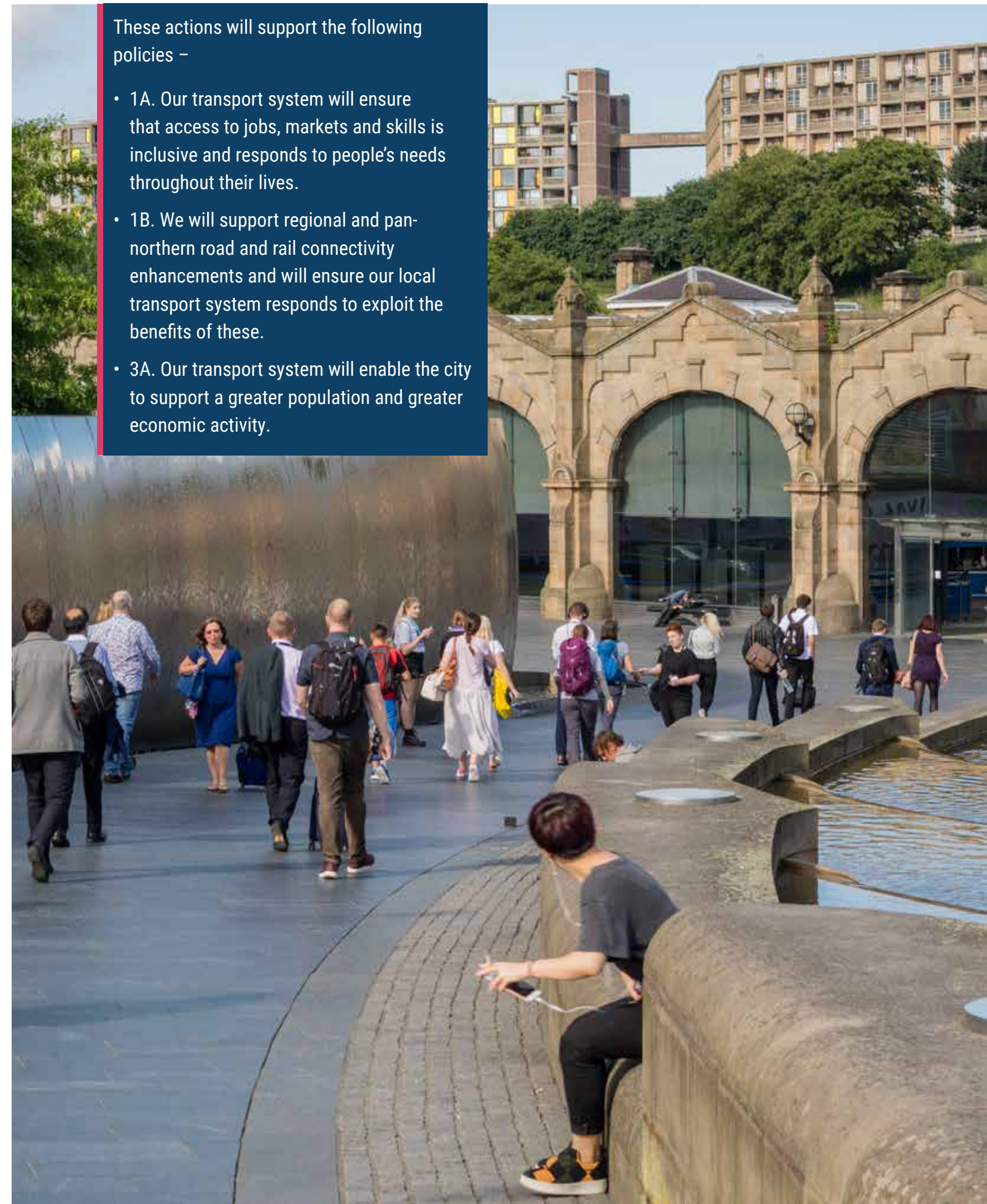
We will continue to push for enhanced services and rolling stock as committed in the new Northern Rail and Trans Pennine Express franchises, **to be delivered by 2024**, including –

- An additional hourly off-peak service to Worksop and Retford, and faster services to Lincoln;
- Faster services between Sheffield and Leeds, including extended services to Bradford;
- Additional Sunday services.

We will work with partners to review **provision for rail freight**, to exploit **opportunities for freight to be moved from road to rail**, improve access to the rail network for manufacturers, and support **improvements to passenger services**.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.







Road

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Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Demand at M1 Junctions 33 and 34 exceeding capacity</li> <li>• Around 40% of traffic passing through these junctions is local i.e. not accessing the M1</li> <li>• Highways England is holding up development of the city because of congestion on the M1</li> <li>• Hazardous, slow and unreliable Trans-Penine connections</li> </ul>	<ul style="list-style-type: none"> <li>• Provide new road link between Sheffield and Rotherham avoiding motorway junctions</li> <li>• Support Trans-Penine Tunnel highway improvement</li> <li>• Provide multi-modal capacity improvements to connect Sheffield to Trans-Penine Tunnel</li> </ul>	<ul style="list-style-type: none"> <li>• Local traffic diverted away from motorway junctions</li> <li>• No objections from Highways England to further development</li> <li>• Improved accessibility between Sheffield and Rotherham, and markets beyond</li> <li>• Faster, safer and more reliable connectivity between Sheffield and Manchester</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity for further development in AMID unlocked</li> <li>• Improved connectivity in the North, supporting growth in key sectors and their high value jobs</li> <li>• Realisation of the agglomeration benefits of a much larger, single Northern economy.</li> </ul>

The M1 motorway provides the road artery connecting Sheffield to the wider City Region, the Northern Powerhouse, the wider UK and to ports and airports. The Strategic Road Network also provides a vital artery for the movement of people and freight across the broader north.

Almost all movements between Sheffield and Rotherham must pass through motorway junctions. These junctions suffer significant congestion at peak hours, and there is little scope for increased capacity at these junctions given physical constraints. Additionally, the number of freight movements through the motorway and its junctions is exacerbated by constraints on the local highway network, notably low railway bridges, which also hinder accessibility and permeability within the Advanced Manufacturing Innovation District, raising a serious challenge for the city. (27)

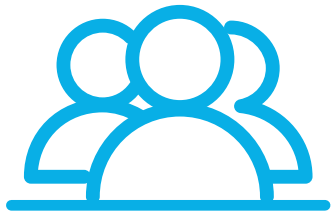
The operators of the motorway, Highways England (HE), now routinely object to and hold up planning applications, due to adverse impacts on the national Strategic Road Network. This capacity constraint will need to be eased if the growth of the city is to be achieved. Collaboration will be required between Sheffield and Rotherham councils, and HE, to ensure the solution addresses both Highways England's concerns and the city's need to support growth in a sustainable and equitable manner.

The X1 Sheffield to Rotherham to Maltby SteelLink bus service, started in September 2016 and the Sheffield to Rotherham tram-train service due to commence later in 2018, should help improve public transport connectivity, but this is not expected to be sufficient to address the issue in itself.

In the longer term, the City Council supports the Northern Powerhouse vision for improved connectivity across the north, including proposals for improved trans-Pennine connectivity between the northwest, Sheffield, Hull and the Humber ports. (5)

Improved connectivity will bring great economic advantages to Sheffield and the north of England. We must ensure that local transport infrastructure and services in Sheffield provide for the 'last mile' between the Strategic Road Network and growth areas, to lock in these benefits. Given the most promising option for this improved connectivity is for a new, partially tunnelled route in the Woodhead Pass corridor, we envisage that our focus for improvements will be on the A61 Penistone Road corridor.

**You said:** The impact of transport issues on Sheffield's attractiveness for business and investment was the second most raised concern. 580 (30%) of respondents had this in their top three concerns.



**We did:** Address the most significant transport constraint on investment in Sheffield, which is Highway's England's holding objection to planning applications in the city centre and Lower Don Valley.



Working with the Department for Transport, Highways England and Rotherham MBC, we will bring forward the SCR Innovation Corridor project as part of the Government's Large Local Major Projects programme. This will provide a new road to relieve motorway junctions of local traffic and so resolve Highways England's objections to growth in the city, and to improve access to and within AMID, particularly for commercial vehicles.

We will support Highways England and Transport for the North in delivering improved trans-Pennine road links between Sheffield and Manchester. We will work with them and our partners in the City Region, to identify and deliver local multi-modal connectivity and capacity improvements, to support and lock in the benefits of this project.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements, and will ensure our local transport system responds to exploit the benefits of these.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.

# CITY REGION CONNECTIVITY

## Local rail

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Opportunities offered by rail improvements to better connect central Sheffield to other centres</li> <li>• Need this improved connectivity to be accessible to and enjoyed the wider City Region</li> </ul>	<ul style="list-style-type: none"> <li>• Explore options for better utilisation of existing rail infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Improve accessibility by rail</li> <li>• New local rail services</li> <li>• Modal shift away from private car to train and/or tram-train</li> </ul>	<ul style="list-style-type: none"> <li>• Benefit of national and Northern Powerhouse rail improvements enjoyed beyond the city centre</li> <li>• Realisation of the agglomeration benefits of a much larger, single Northern economy</li> </ul>

For the benefits of improved rail connectivity to be realised, we must ensure that the transformational improvements to services at Sheffield station can be accessed from the wider city and City Region. To this end, we will explore opportunities afforded by existing infrastructure to improve local rail connectivity between central Sheffield, the wider district and to our partner districts in the City Region.

Work by Network Rail to understand future rail capacity is underway. Early findings include that increased demand for rail travel between Sheffield, Barnsley and Leeds will likely result in more passengers standing by 2024. This section of line provides a key public transport route, connecting Chapeltown, Meadowhall (and its associated park & ride sites) and the city centre.

Existing rail infrastructure may also be of use in improving connectivity within the district. Where existing, use of railways will be considered as part of our mass transit studies (see the Mass Transit section).

We will work with Network Rail to identify required capacity improvements on local rail routes (in particular to Leeds via Barnsley), and we pursue these through Transport for the North and the Department for Transport.

We will look to support these with accessibility and parking improvements at and around Chapeltown and Meadowhall stations.

We will **work with Network Rail** to identify required **capacity improvements on local rail routes** (in particular to Leeds via Barnsley), and we pursue these through Transport for the North and the Department for Transport.

We will look to **support these** with accessibility and parking improvements at and around **Chapeltown and Meadowhall** stations.



We will, with Network Rail and partners in the City Region, initiate a **study of rail provision on the Sheffield to Lincoln and Rother Valley lines**. This will seek to explore options for **improved rail connectivity** between the city centre and Waverley and the Advanced Manufacturing Park, Beighton, Sothall and, in liaison with Rotherham MBC, Aughton and Killamarsh.

The review will **explore options for new stations and new local services**, perhaps including further roll-out of tram-train services. It will also consider **access to existing and potential stations**, including park & ride, and cycle routes.

We will, with partners, **initiate a similar study in respect of the lines to Wakefield**, including exploring opportunities for additional services and stops **in the Lower Don Valley, Rotherham and the Dearne Valley**.

These actions will support the following policies –

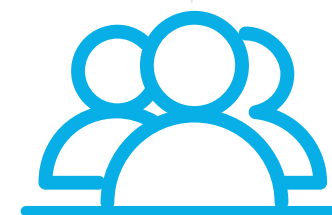
- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people’s needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.

### Securing the tram system

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Existing infrastructure reaching end of useful life</li> <li>• Inter-peak service cuts owing to traffic congestion</li> <li>• Age and limitations of existing infrastructure and rolling stock are existential threat to Supertram</li> </ul>	<ul style="list-style-type: none"> <li>• Secure existing tram network with capital maintenance</li> <li>• Strengthen tram priority</li> <li>• Create a City Public Transport Partnership, including Supertram.</li> </ul>	<ul style="list-style-type: none"> <li>• Tramway infrastructure fit for operation</li> <li>• Faster and more reliable tram journeys in inter-peak periods</li> <li>• Lower operating costs</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain accessibility by public transport</li> <li>• Improved business case for future public transport improvements</li> </ul>

Our most pressing challenge is that the Supertram system requires extensive maintenance. Vehicles and infrastructure are reaching the end of their economic life and require extensive maintenance, only affordable with central Government support (28). Should the city fail to secure funding for these maintenance works, the failure of Supertram would be a major setback, ruling out future tram extensions and posing challenges as to how (or if) people currently travelling by tram would travel into the city and undermining the improvements in connectivity between Sheffield and Rotherham afforded by tram-train. Avoiding this is our first public transport priority.

**You said:** Of car drivers, 19% indicated they would prefer to take the tram if this were viable for them. Other than continuing to drive, this was the most popular preference. Not having access to the tram and the length of journey times, were cited as the most common obstacles for those who would like to make the change to tram.



**We will:** Secure the existing tramway, and provide a platform to provide additional and improved tram services. We will act to improve the speed of tram services in the city.



We will support South Yorkshire Passenger Transport Executive in delivering the refurbishment and **security of the existing Supertram system** as part of the Department for Transport's Large Local Major Schemes programme.

We will **learn from the experience of delivering the Sheffield to Rotherham tram-train pilot and its impact** and will apply this knowledge to future mass-transit schemes.

With SYPTE, we will explore options to expand **park and ride** sites on the Supertram system, to meet demand at Meadowhall, Middlewood and Halfway.

To show the city's commitment to the retention and extension of Supertram and to maximise its economic benefit, we will strengthen tram priority including during inter-peak periods, in particular reversing the relaxation of the Hillsborough tram gates. We will work with Supertram to **reverse service cuts in the inter peak periods**.

We will **work in partnership with Stagecoach Supertram** in the same manner as with bus operators. As a first step, we will invite Stagecoach Supertram to join the Sheffield Bus Partnership, **to create a City Public Transport Partnership**.

These actions will support the following policies –

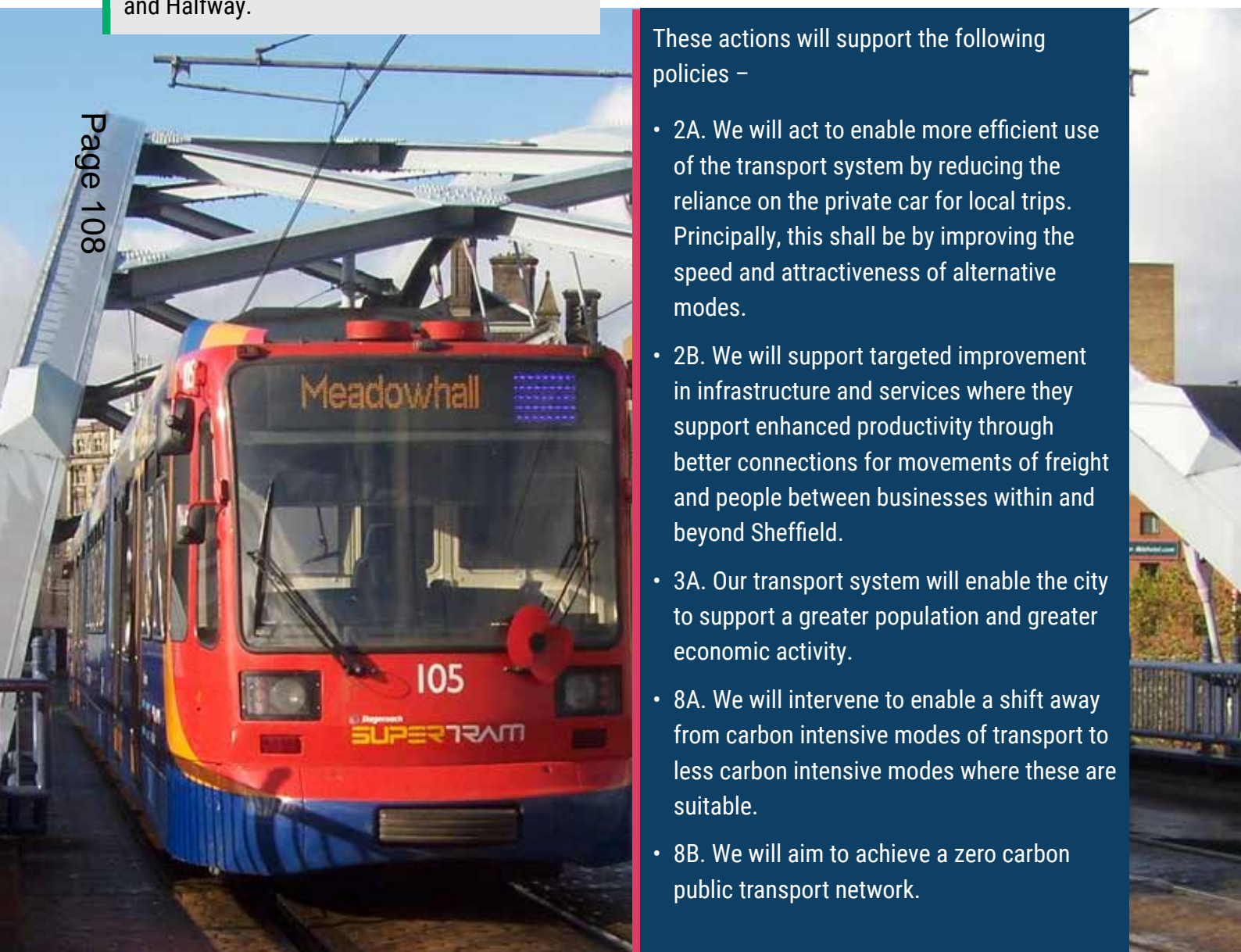
- 2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 8B. We will aim to achieve a zero carbon public transport network.

## New mass transit corridors

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Existing high levels of car usage from suburbs (and beyond) into city centre</li> <li>• Uncompetitive bus journey times to suburbs</li> <li>• Increased demand associated with more homes and jobs in the city</li> <li>• Need to provide connectivity between enhanced rail services at Midland Station, growth areas (such as AMID) and Doncaster Airport.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop new high speed, high frequency mass transit corridors</li> <li>• Provide park &amp; ride to support interchange between car and mass transit routes</li> </ul>	<ul style="list-style-type: none"> <li>• Improved public transport uptake in suburbs</li> <li>• Provide connectivity to employment areas</li> <li>• Suppression of growth in car trips to city centre, and so reduce congestion.</li> </ul>	<ul style="list-style-type: none"> <li>• Improve accessability by public transport</li> <li>• Maintain and improve accessability to city centre by road</li> </ul>

The growth of the city (both in its physical size and the in the numbers of people living and working here) and the need for public transport to become more complete, leads us to identify a need for new mass transit routes. To compete with private car travel these will need to provide fast, prioritised, limited stop services from the city's outer suburbs, which together with Park & Ride services, will enable those arriving at the city by car to avoid bringing their cars into the city centre.

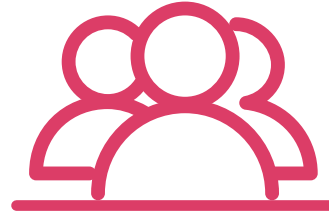
These projects will be a significant undertaking. Any bus-based mass transit would take upwards of five years to deliver; a tram would take ten years or more and we must first undertake studies to prioritise and develop schemes for our key corridors.



**You said:** A third of car drivers would prefer to use public transport if it met their needs. Of respondents to the Transport Vision questionnaire, the greatest openness to use improved public transport services instead of the car was reported by residents in the north of the city, Stocksbridge and Chapeltown



**We will:** Secure the existing tramway, and provide a platform to provide additional and improved tram services. We will act to improve the speed of tram services in the city.



We will develop and bring forward proposals for **new high speed and frequent mass transit routes**, possibly tram or tram-train extensions, or rail where lines exist. These will incorporate **park & ride** on key gateways to the city. We would envisage these would form **dedicated public transport** corridors, also improving journey speed and reliability on existing services.

Our first priority is to investigate **mass transit opportunities between Sheffield, AMID and Rotherham**. A study is ongoing and should identify a preferred option by Summer 2018.

Our next areas for exploration are services along the following corridors -

- The Upper Don Valley – with possible routes from Sheffield to Stannington, Wisewood, Stocksbridge and Grenoside;
- From Chapeltown and High Green to Sheffield via Meadowhall, Northern General Hospital and/or Hillsborough;
- Meadowhead to City (to support a potential park & ride site near Bowshaw Roundabout);
- A north orbital service, connecting Hillsborough to Northern General Hospital, Meadowhall and AMID;
- A new service to the south east, providing faster connections into the city from Handsworth, Woodhouse and Beighton, possibly with a spur to Aston and Aughton including a new park and ride site to serve the A57; and,
- Improved direct services between the West and South West, the city centre and the Lower Don Valley and Meadowhall (which might form an extension of the route(s) to serve AMID).

In partnership with Sheffield City Region, we will integrate our local mass transit proposals with proposals for onward routes to connect to other parts of the city region. Our priority corridors align with potential onward mass transit routes from Sheffield:

- To Rotherham, Doncaster and Robin Hood airport;
- To Hoyland and Barnsley; and,
- To Dronfield and Chesterfield.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people’s needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are where suitable, competitive with the private car in terms of speed, cost and ease of use.



## Road

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>All junctions on Inner Ring Road over capacity by 2024</li> <li>Congestion on Inner Ring Road delays public transport</li> <li>Ring road creates severance for pedestrians and for cyclists</li> <li>Poor safety record</li> <li>Circa 50% of movements on the Inner Ring Road is cross-city traffic</li> <li>Poor performance of the Inner Ring Road encourages traffic to cut across the city centre</li> </ul>	<ul style="list-style-type: none"> <li>Major improvements to junctions on the Inner Ring Road</li> <li>Improved highway links between Upper Don Valley, Lower Don Valley and Inner Ring Road</li> </ul>	<ul style="list-style-type: none"> <li>Additional highway capacity</li> <li>Faster, more reliable public transport</li> <li>Fewer collisions</li> <li>More pleasant and expedient conditions for walking and for cycling</li> <li>Through traffic between Upper and Lower Don Valley and Sheffield Parkway is diverted away from the City Centre and Inner Ring Road</li> <li>Less traffic using cutting across the city centre to avoid the Inner Ring Road</li> </ul>	<ul style="list-style-type: none"> <li>Improved accessibility to city centre by road</li> <li>Improved accessibility to Upper Don Valley and parts of Lower Don Valley by road</li> <li>Improved accessibility to city centre by public transport</li> <li>Modal shift away from cars</li> <li>Improved perceptions of safety</li> <li>Maintain walking modal share</li> </ul>

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As described previously, road connectivity is vital in enabling economic activity in the city. Road transport is and will likely remain, the majority mode for transport of freight, and for passenger travel between Sheffield, the wider City Region, and beyond.

Responding to this need, the Department for Transport is in the process of identifying a Major Road Network (MRN) nationally. These economically important routes will be eligible for targeting funding from central Government to reduce congestion and support economic and housing growth. This network will be the

focus of our efforts to keep traffic moving. This will include both highway improvements and also reducing the degree to which capacity is utilised by local trips that could be made by more efficient means.

Just as local traffic can pose issues compromising the operation of the Strategic Road Network this cannot be allowed to happen to the MRN which needs to provide fast, reliable connectivity between businesses within and beyond Sheffield.

We would therefore not wish to implement measures that would induce growth in the use of private cars for local trips at the expense of more efficient modes. Except where required to mitigate for the impact of local developments, it is therefore unlikely we will entertain highway capacity improvements away from the MRN, and links between this and the main employment areas.

The Inner Ring Road is key to our plans for the development of the city centre. Its operation is key to creating a more pleasant and attractive environment in the city centre whilst providing access to it (particularly for visitors to the city). It and congestion on it, also acts as a barrier to the movement of people travelling by public transport, foot or bicycle, and to freight. These are all modes we need to support and enhance to supply the city centre with the people and goods that will support its growth.

Already, most junctions are full to capacity in peak hours, and public transport is delayed in the resulting congestion. Minor junction improvements, such as that proposed at Bridgehouses, will help for some time to support early developments, but cannot in themselves address the scale of the challenge the city faces.

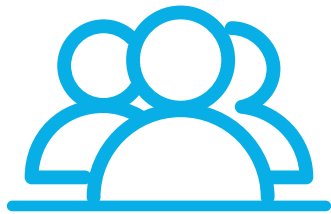
Furthermore, in its current form the Ring Road acts as a constraint to the benefits of economic growth reaching neighbouring districts. Connectivity across the ring road and in parts the environment along it, are poor. Previous limited interventions, such as at Sheaf Square and the University have demonstrated that many of the negative impacts can be mitigated.

If we do nothing, we anticipate journey times on the Inner Ring Road to increase by around 25% (29). More problematically than that, existing capacity issues combined with a lack of resilience in junction and traffic signal control design on the Inner Ring Road do, on occasion during busier parts of the year, result in gridlock events and standing traffic throughout the city centre, which in turn causes severe delays and disruption to all transport networks. Deliveries and bus services will become more difficult and time consuming to provide, resulting in a less attractive city for investment, and requiring more commercial vehicles to do a similar job. If we do not address the capacity issue we expect these gridlock events will become more frequent, severely undermining our development and environmental aspirations.

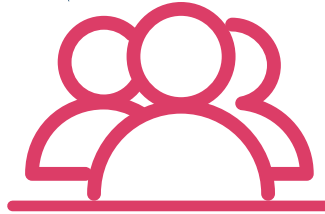
We will develop a programme of major improvements on the Inner Ring Road, not only to increase capacity, speed up public transport and improve resilience, but also to mitigate for the severance and adverse environmental impacts it and the traffic on it, creates.

We are mindful that, due to Sheffield's geography and consequential lack of a complete Outer Ring Road, there are major traffic movements across the city centre via the Inner Ring Road, in particular to growth areas in the Upper and Lower Don Valleys. About half of all traffic on the Inner Ring Road has neither origin nor destination in the city centre, a pattern we broadly expect to continue into the future.

**You said:** Congestion was the top concern, with 1,201 (62%) of respondents listing this in their top three.



**We will:** Progress capacity improvements at our most problematic locations on the Major Road Network where this will support economic and housing growth and provide both more capacity and better options for more sustainable modes of travel.



We will construct the highway improvement on the Inner Ring Road at Bridgehouses, to quickly provide capacity for development in the West Bar and Kelham Island areas.

We will develop and bring forward the next phases of improvements to the Inner Ring Road. These will be multi-modal improvements; securing additional capacity, quicker and more reliable bus journeys and safe attractive crossings for people on foot or bicycle. These priority areas will be Shalesmoor, and the **roundabouts at Moore Street and Bramall Lane.**

We will work with the Department for Transport to identify a Major Road Network for Sheffield, providing connectivity between areas of economic importance and the outside world. With the City Region and in line with the overall Sustainable Safety approach, we will develop schemes to -

- Improve capacity and reliability on the Major Road Network.
- Reduce and mitigate harms to local communities and vulnerable road users caused by the MRN and traffic using it.

We will investigate the potential for **improved road links between the Upper Don Valley, Lower Don Valley and Sheffield Parkway,** to facilitate movement between these key economic areas and infrastructure without routing traffic through the city centre / Inner Ring Road and to open up new land for development.

In the interests of preserving the functionality of the Major Road Network, **we will avoid bringing forward highway schemes that might encourage greater use of private cars for short local trips.**

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.



# CITY REGION CONNECTIVITY

## The city centre

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>Capacity for 20,503 additional jobs in city centre by 2024</li> <li>12,469 additional homes in city centre by 2024</li> <li>Existing and projected congestion issues</li> <li>Need for attractive environment to attract investment</li> <li>Focus of movements in city</li> </ul>	<ul style="list-style-type: none"> <li>Rolling programme of highway works to improve public realm and permeability and accessibility of city centre</li> <li>Review of traffic restrictions in city centre to support this</li> </ul>	<ul style="list-style-type: none"> <li>High quality and distinctive environment</li> <li>Safe, more convenient streets for walking and cycling</li> <li>Improved and more resilient access to city centre businesses</li> </ul>	<ul style="list-style-type: none"> <li>More investment into Sheffield City Centre</li> <li>Foundations laid for wider walking &amp; cycling improvements</li> </ul>

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The city centre forms the driver for growth in Sheffield and the wider city region, with potential to accommodate around one quarter of the City Region's jobs growth aspiration of around 70,000 new jobs by 2024 (20). As such, the city centre needs not only to provide for the transport needs of people coming into it and living within it, but needs to perform as a destination in its own right.

We will need to continue our work on improving the quality of environment in the city centre, to make it an attractive place in which to work, live and visit. Our approach to managing traffic in the city centre is described in more detail in the City Centre Plan – the focus will be on seeking to manage traffic volumes to provide a safe,

pleasant environment whilst minimising the need for heavily engineered and/or inflexible solutions.

This will enable our vision to be achieved in a manner that allows us to provide good accessibility to the city centre for goods and people, whilst also allowing us to adapt to changing circumstances, provide the best use of public space, and to deliver co-ordinated improvements to the quality of the urban environment.

Our proposals in respect of the Inner Ring Road and the new Public Transport Box (detailed later) will be key in enabling this vision to be achieved whilst supporting good access to the City Centre and ease of movement around and across it.



We will deliver a **rolling programme of public realm improvements** in the city centre. These will provide **an attractive environment**, enabling safe and convenient movement by sustainable modes, and **sustainable access** to existing and new developments.

We will **review traffic restrictions** to manage volumes of motorised traffic in the city centre in support of this, whilst also **maintaining reliable access to local businesses and homes** for people and goods and provide the **flexibility and resilience** to enable the city centre to function during its redevelopment.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 9A. Our transport system shall complement and enhance the urban and rural fabric of the City, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.

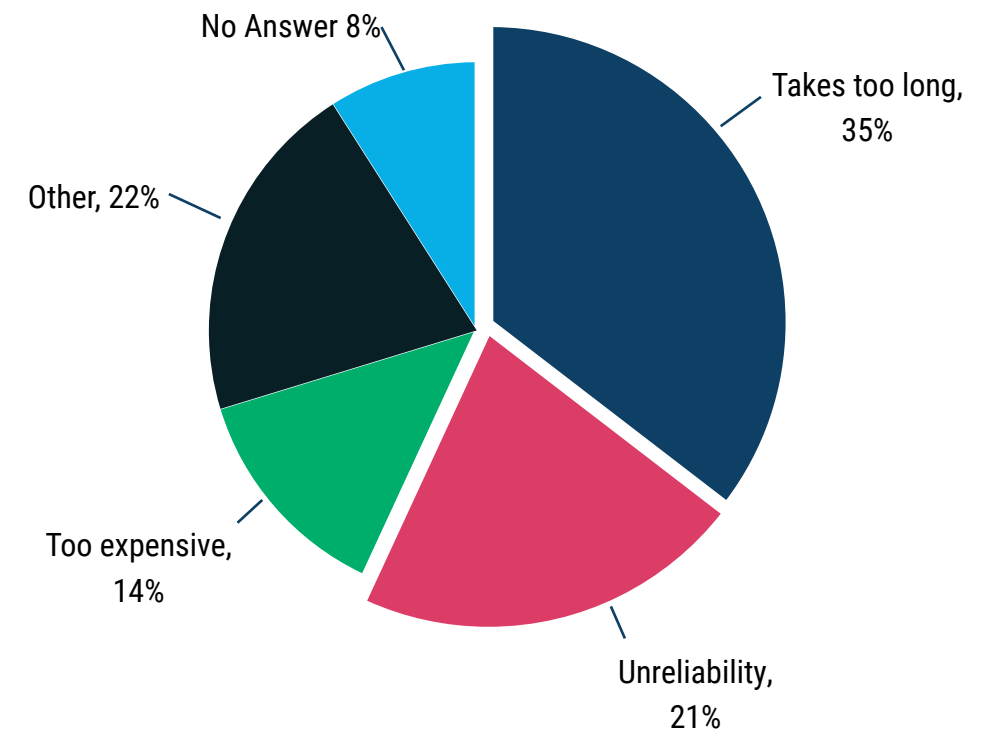


## Bus

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>Falling bus patronage</li> <li>Poor and worsening bus speeds</li> <li>Buses expected to be caught in severe city centre congestion</li> <li>Congestion at bus stops in the city centre</li> <li>Opportunities under Bus Services Act 2017</li> <li>Lack of ease of use of buses compared to cars</li> <li>Complex ticketing and network</li> </ul>	<ul style="list-style-type: none"> <li>Provide extra priority for buses</li> <li>Reviewing city centre stopping arrangements for buses, including reviewing the future of Pond Street interchange</li> <li>Review operating model for buses, to achieve integration and simplification of services, timetabling, ticketing, and infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Faster, more reliable bus services</li> <li>Reduced operating costs</li> <li>Mode shift from car to bus, and so slower traffic growth</li> </ul>	<ul style="list-style-type: none"> <li>Maintain and improve accessibility by public transport</li> <li>Improved business case for future public transport improvements</li> <li>Maintain accessibility by road</li> </ul>

As in any large city, public transport is vital to the functioning of Sheffield. But in Sheffield's case, the system is in decline; suffering a trend of worsening journey times and falling patronage.

Whilst the tram is the flagship system, the bus is most significant by proportion of passengers moved. 17% of passenger movements into the city centre are by bus, the most of any mode except by car and about three times the number made by tram. However, this mode shows long-term decline and bus journey speeds are showing a decline. Recent national research has demonstrated a clear link between bus speeds and bus usage (30) and we know car journey speeds are often notably greater than bus journey speeds, even in congested periods. Response to the Transport Vision consultation supported the idea that buses need to be faster. As a first step we need to maximise the attractiveness of the bus service using the infrastructure, vehicles and operating model we have now, but recognise this could change.



We also recognise that understanding the huge variety of bus and tram services, tickets and timetables available in Sheffield is difficult for some service users. We don't believe that it will be enough to simply make the bus faster. We need to make it simple to understand and use, and therefore, more attractive.

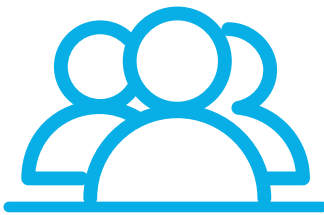
Whilst recent work has sought to improve the provision of bus services in this regard, we think a step-change is required to reverse the decline and to make buses and trams as easy to use as cars, both to attract people away from cars and on to bus services, but also to encourage existing bus passengers not to abandon the bus for the car. There are new business models emerging in the field of public transport. Whilst many of these could only be delivered in partnership with public transport operators, we will consider the opportunities these models could provide to enable new and improved services. We will act to enable these opportunities and will lobby Government for additional powers where this would help improve public transport outcomes.

The boundaries between private cars, taxis and public transport, are expected to shift and become blurred as technology allows for and makes it easier to provide a wider range of

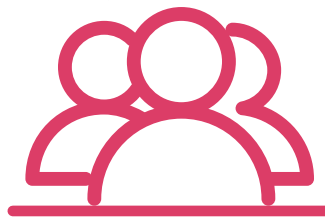
operating and business models. Our policies and practices will need to adapt to this change, to make sure that we make the most of the new opportunities and to make sure these changes support and do not undermine the city's transport system. An example is the role of taxis. These have been regarded as part of the public transport system and have been admitted to bus lanes. However, growth in ride share services could reach a point where this becomes impracticable. Given differences in use of road space, a stronger case might be made for prioritising demand-responsive mini-buses, than for individually hired vehicles.

Some of these new transport models and technologies represent a threat to bus services, as do some of our transport proposals (for example our cycling proposals). Therefore, all modes can be expected to compete for bus passengers and revenues. We will need to ensure the bus, as part of the wider public transport system, is financially sustainable and provides the mass transit and accessibility functions the city and its people require. To achieve this, we need to ask fundamental questions as to how the bus service operates in Sheffield and how it will operate in the future.

**You said:** 16% of car drivers responding indicated they would like to be able to use the bus. 57% of these indicated that faster or more reliable journeys would help enable them to use the bus. But 14% of existing bus users indicated they wished to abandon the bus for the car, with most citing lack of access to, or inability to afford, a car.



**We will:** Make the bus more attractive by introducing additional measures to speed up buses and help them run to time.



We will **introduce additional bus priority, including new bus lanes** on existing key bus routes, to not only protect buses from congestion but also to **proactively improve bus journey times**. This will help to cut operating costs and **enable the provision of new and improved bus services**. Other priority measures will include **traffic signal control improvements**, realigned to **proactively speed up buses**, rather than merely bringing late running buses back to timetable.

We will **extend the hours of operation of existing bus lanes** throughout the city to include weekends and daytime periods, to ensure bus journey times and reliability are maintained throughout the day and to reduce the costs of operating public transport in the city. To improve bus speeds, we will also **review our policy on admission to bus lanes**, considering whether permitting taxis, motor cycles and pedal cycles to use bus lanes remains appropriate in light of this strategy.

We will **introduce a new 'Public Transport Priority Box** in the city centre. This will form a ring of streets in the heart of the city centre, where buses are prioritised and other motor traffic restricted, to enable the faster movement of buses and simplify and rationalise the routing and stopping of buses. This will include prohibiting cars and lorries from some sections of street to facilitate bus movement. Although not finalised, this priority box could be formed of the following streets –

- Arundel Gate / Eyre Street
- Cumberland Gate / Fitzwilliam Street
- West Street / Church Street

Working with the City Region, we will review the operating, business and regulatory model for public transport services in the city, to provide the best platform from which we can maintain and improve public transport services in the manner that best meets Sheffield's needs. The review will explore:

- How bus services are procured, regulated and co-ordinated.
- How hackney carriage and private hire vehicles (taxis) are licenced, regulated and accommodated.
- The fitness of bus and taxi fleets for purpose. For example, providing a safe convenient and accessible journey for passengers and minimising harm, particularly air pollution.
- The integration of public transport services with each other, infrastructure and network operation, including provision of stops, stands and ranks.
- Introduction of an 'Oyster card' style smart, prepaid ticket, automatically offering passengers the cheapest fair, enabling travel across modes and operators and reducing the time buses are waiting at stops.
- How public subsidy can be best used to support a faster, cost competitive and high quality bus network.
- How different operating models and/or technologies can ensure resources are used in a more efficient and co-ordinated manner.
- How demand for transport may change into the future, to ensure public transport is fit for purpose.

The aim would be to remove barriers to using more efficient forms of transport, ensure cost effectiveness, ease of use, and reduce barriers to travel for all citizens.

These actions will support the following policies –

- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 11A. We shall ensure all transport modes and services are integrated and inclusive such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.

## Active Travel

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>Existing high levels of car usage from some suburbs near city centre</li> <li>Concerns regarding the safety of cycling</li> <li>Perceived lack of credibility for cycling as an important part of the transport mix for the general public</li> </ul>	<ul style="list-style-type: none"> <li>Improve infrastructure for cycling in city centre, and areas where there is greatest opportunity to relieve city centre of car trips</li> <li>Offer schemes to improve access to electric-assist cycles</li> <li>Support dockless bike hire scheme and explore options for supply of electric bike</li> <li>Work with City Region Combined Authority and Local Enterprise Partnership, and with local communities, to sell the benefits of cycling</li> </ul>	<ul style="list-style-type: none"> <li>Modal shift away from private car to bicycle for some short trips</li> </ul>	<ul style="list-style-type: none"> <li>Maintain and improve accessibility by road</li> <li>Increased cycling rates</li> <li>Small contribution to improved air quality</li> </ul>

With support from the Department for Transport and the City Region, Sheffield will be amongst the first cities in the country to develop a Local Cycling and Walking Infrastructure Plan (LCWIP), which will be produced during 2018. This will prioritise and plan for infrastructure improvements to support walking and cycling in the City Region.

Sheffield will prioritise improvements in the areas where there is greatest opportunity for ordinary members of the public to cycle short trips into the city centre and where this would be instead of making car trips. The first priority will be the

areas connecting the city centre with and suburbs in the Broomhill, Highfield, Sharrow and Nether Edge areas; development work on later priorities will continue in parallel.

We know from travel patterns in Sheffield and from experience elsewhere that these cannot be isolated 'superhighways'. If cycling is to be a credible option for more people in Sheffield, we will need to intervene on an area-wide basis to provide for the journey door-to-door, not only for access to the city centre but also local schools and services.

This level of accessibility would also be needed if the city were to exploit the use of cargo bikes, enabling a wider range of personal journeys to be made by bicycle and also potentially opening up opportunities for the last leg of delivery trips to be made by more sustainable means. We need to strive to make cycling an option for people, regardless of their current level of fitness, impairment, or indeed their interest in cycling as a pursuit.

This probably represents the most far-reaching element of our strategy. Success will be contingent on the taking of difficult decisions. We understand it is difficult to believe this pain will be worth it and we know many people reading this do not entertain cycling in Sheffield and may struggle to relate with people who do.

Notwithstanding this, cycling presents a relatively low cost opportunity to relieve the city centre of traffic congestion. We must exploit this fully if we are to achieve growth without gridlock. Peak hour car trips wholly within Sheffield currently have a mean length of around 3¼ miles a distance achievable by bicycle within 25 minutes where topography and infrastructure are right.

By enabling everyday people to cycle, we can relieve the city centre of as much commuter car traffic as arrives into the city in morning peak hour on Sheffield Parkway (31). This is even accounting for our unfavourable topography and is based on achieved real-world behaviours of the general population and not just people identifying themselves as cyclists.

Increasing the amount of cycling is particularly important given the need to facilitate greater motorised vehicle travel between the city and neighbouring economic centres and so that we can play our full role in the Northern Powerhouse.

The response to our consultation, which indicated around 13% of car drivers would prefer to cycle when making their most common trip, is consistent with DfT modelling. A quadrupling of bicycle movements (including a shift of 11% of local car trips i.e. those wholly within Sheffield District) to/from the city centre is realistic, if we focus on meeting the needs of people for whom cycling could become a realistic option.

On the basis of responses to the Transport Vision consultation, the scope for walking to address Sheffield's transport challenges appears to be limited. Only 1% of car drivers indicated they might leave their cars at home if walking were a better option. However, walking remains important to the functioning of the city, as it ensures access to public and to local services. Therefore, whilst our strategic active travel interventions will be focused on cycling, our focus for walking will be on local accessibility in communities and the areas in and around city centre.

Recognising the limitations of Sheffield's size and topography and the opportunity afforded by new technology, we will work to improve access to electric bicycles in the city. We know this technology is not yet sufficiently developed to be viable and affordable for many. We will however conduct further work to make electric bikes more accessible and our work to identify what needs to be done to decarbonise the transport system will further explore this (see also the following Future Ready actions section).

To bring the city with us on this ambition, we will work hard to develop our proposals with local residents, businesses and communities, particularly disadvantaged communities, to ensure our proposals work for the city as a whole.

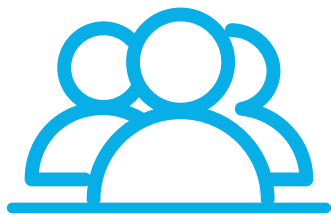


We will prioritise the needs of the general population, for the benefits of cycling are only realised if we bring the city at large with us, and meet the needs of ordinary people, including disadvantaged people.

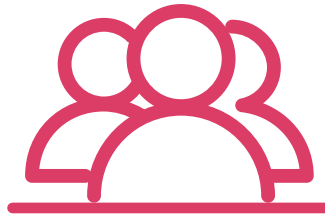
We will focus our active travel initiatives where there is greatest opportunity to relieve congested

parts of the network of car trips, particularly the city centre. Our initiatives will be based on the propensity of the general public to cycle, not only existing cyclists – acknowledging that the population generally will be less inclined to cycle, at least initially, particularly where distance and/or topography are a barrier.

**You said:** 75 (13%) of car drivers responding indicated they would prefer to make their journey by bicycle. Two-thirds reported safety as being the biggest obstacle to them making the change. No existing cyclists indicated a desire to switch mode.



**We will:** Refocus our active travel efforts on people who might be able to cycle but don't currently.



As a first phase, we will deliver enhanced conditions for cycling in the City Centre and suburbs in the Broomhill, Broomhall, Highfield, Sharrow and Nether Edge areas, in line with the City Centre Plan, and the aforementioned 'Sustainable Safety' approach. This is the area where evidence suggests there is greatest scope to relieve the city centre of commuting car trips.

We will work with Sheffield City Region to develop and align the Local Cycling and Walking Infrastructure Plan to meet the city's needs and we will deliver on the findings of that plan where these identify additional priorities.

**We will develop and bring forward cycling proposals for the next priority areas:**

- Middlewood, Wadsley Bridge, Southey Green and Parson Cross, including links to the city centre.
- Around Darnall, Attercliffe, Handsworth and Greenland to link to the city centre, Meadowhall and the Advanced Manufacturing Park.
- In the Mosborough Townships to serve stops on the blue Supertram line.

We will work with hire bike providers to **test and develop electric and cargo bikes**. We will continue to work with partners **offer electric and/or cargo bicycles for short term loan** to residents, employees and businesses in Sheffield, under the Cycle Boost loan scheme.

We will develop cycling proposals **with local communities** to serve not only the city's transport needs, but also the aspirations and needs of the city's people, including its disadvantaged communities. This will help us understand where **best to provide for cycling in a manner that works for local people, meets objectives** and is not unduly led by existing interests and so better supports congestion relief, accessibility and health outcomes.

As part of developing our plans we will work to ensure that our plans are, and are seen to be, in the wider public interest and open up possibilities for people generally, not just cyclists.

We will continue a programme of **pedestrian accessibility improvements**, providing improved footways and crossings to address local issues, in particular **to improve access to local services and public transport**.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs, including as they change.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 4A. We will develop our transport system to encourage active and healthier lifestyles and reduce noise and air quality impacts.
- 5A. We will adopt the 'Sustainable Safety'

approach to support the safety and convenience of pedestrians and cyclists. This will ensure provisions are made that respond directly to the level of threat posed by motorised traffic to vulnerable users.

- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 9A. Our transport system shall complement and enhance the urban and rural fabric of the city, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.

# CROSS-CUTTING

## Air quality

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>Levels of oxides of nitrogen will continue to exceed legal limits</li> </ul>	<ul style="list-style-type: none"> <li>To be identified by Local Feasibility Study into Clean Air Zone</li> <li>Ensure that Workplace Parking Levy and any broader measures that may involve charging are considered holistically</li> </ul>	<ul style="list-style-type: none"> <li>To be identified by Local Feasibility Study into Clean Air Zone</li> </ul>	<ul style="list-style-type: none"> <li>Levels of NOx to be brought within legal limits in shortest possible time</li> </ul>

DEFRA data indicates that Sheffield has roads where the nitrogen dioxide (NO<sub>2</sub>) level in 2017 exceeds the legal limit. The level on these roads in 2017 was 53µg/m<sup>3</sup> when 40µg/m<sup>3</sup> is the legal limit. Our local data indicates that air pollution is in fact worse and more widespread than DEFRA data suggests (11).

By the end of 2018, we will have already completed the Local Feasibility Study into a Clean Air Zone in partnership with Rotherham Council. This study will identify what the City must do to meet our legal obligations to improve air quality in the shortest possible time.

This will consider a broad range of interventions to meet this challenge, including introducing Clean Air Zones, potentially involving charging the most polluting vehicles to actively deter their use (32) (33).

Where charging options may be required to achieve our Clean Air ambitions, these along with any other measures that may involve charging (e.g. Workplace Parking Levy, see page 77) will be considered for both for their contribution towards improved air quality but also their potential wider social and transport impact.

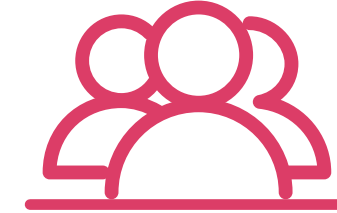
The Clean Air Strategy identifies a number of early actions in respect of Transport, the majority of which represent the conclusion or perpetuation of existing programmes. Our plans for walking, cycling and Supertram are detailed in the relevant sections above.

However, our work to date suggests that our existing programmes, modal shift away from cars and the 'natural' adoption of cleaner (e.g. electric) vehicles will not be sufficient to meet our legal obligations in the timescales required.

For example, fully exploiting cycling's potential to reduce car use in the city might achieve just one sixtieth of the improvement in air quality required. The Clean Air Zone study will detail the steps we will need to take to meet our obligations.

**You said:** Only 122 (6%) respondents to the transport vision consultation considered this a top three issue.

**We will:** Continue our work to improve air quality as our legal obligations still require us to address levels of nitrogen oxides (NOx), even though the Transport Vision consultation suggests limited public concern



We will implement the findings of the **Clean Air Zone** study in accordance with DEFRA's framework, and **update our statutory Air Quality Action Plan** accordingly. This study will consider measures to **bring air quality within legal limits within the shortest possible time**, and before January 2021, and to **keep them within legal limits as the city grows into the future**.

Our focus will be on measures resulting in **upgrade and replacement of older, more polluting buses, taxis and goods vehicles**. These vehicles are responsible for a disproportionate share of NOx emissions in the city, and we have the greatest opportunity to effect change within our existing powers.

Should our studies find this necessary, we will **introduce a Clean Air Zone** in line with DEFRA's framework. This may include **introducing a charge to use polluting vehicles**. In line with the national framework, our initial focus will be on commercial vehicles with private cars charged only if necessary.

We will **lobby Government to ensure that support for air quality improvements does not cease** once compliance in respect of NOx is achieved and that there is ongoing support to deliver a sustainable transport system in Sheffield, including **addressing the further challenges of carbon and particulate emissions**.

These actions will support the following policies –

- 7A. We will implement our Clean Air Strategy to bring oxides of nitrogen within legal limits.
- 7B. We will continue to intervene, even upon meeting legal thresholds, to enable a shift away from modes of transport responsible for emissions of particulates and oxides of nitrogen.

## Carbon & Climate Change

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Around 80% reduction in CO2 equivalent required by 2050</li> <li>• Around 90% of potential local transport CO2 equivalent savings are from vehicle propulsion technologies</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and enact roadmap to decarbonisation of motorised transport</li> </ul>	<ul style="list-style-type: none"> <li>• Transition away from fossil-fuel powered motor vehicles</li> </ul>	<ul style="list-style-type: none"> <li>• Dramatic reduction in Sheffield's transport CO2e emissions</li> </ul>

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One of the greatest challenges we aspire to meet is the reduction of carbon emissions from the city's transport system. We know from the Mini-Stern Review (12) for Sheffield City Region that modal shift to more sustainable modes, whilst cost effective, only makes a very small contribution to the required saving in carbon emissions.

To achieve climate change objectives, whilst expanding mobility as envisaged under the Northern Powerhouse (or even maintaining it at present levels), we will need to take make a radical change that will likely take years to deliver, but requires prompt work now, particularly in the areas of demand management and vehicle propulsion technology.

With support from partners in Government, research and industry, we will produce and enact a **roadmap to decarbonisation** of motorised transport in the city, and in particular will identify interventions to support low carbon motor vehicle propulsion technologies. This study will also consider **opportunities for further reductions in emission of other pollutants** beyond existing legal requirements.

Central government have already committed to outlawing the sale of new fossil-fuelled vehicles by 2040. However, we believe low and zero-carbon motor vehicles will need to be in widespread use before then if we are to deliver on both growth and decarbonisation. We will need to identify the best path, focusing on new propulsion technologies (notably electric vehicles), including where new or improved types of vehicle (electric bicycles, personal transporters) might support or enable this.

Decarbonising the transport system will be a huge undertaking that will require major work across a large number of organisations. We first need to better understand this so we can focus our action accordingly

These actions will support the following policies –

- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 8B. We will aim to achieve a zero carbon public transport network.
- 10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.
- 12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.

## Policy, operations and local issues

Our vision for the city requires more effective management of parking and use of kerbside space. We recognise that the space needed for new developments, better transport services, infrastructure and building a quality urban environment, will reduce the amount of kerbside parking that we can provide. In managing this, we will maintain good access to homes and businesses, and try to reduce the amount of avoidable congestion from traffic circulating seeking a parking space.

- We will continue the 'Streets Ahead' programme until 2037, ensuring the benefits of the core investment period are enjoyed into the future. We will take opportunities to align maintenance activity and highway schemes where these arise.

The 'Streets Ahead' programme of road maintenance, which commenced in 2012, has seen the majority of roads in Sheffield brought up to an improved standard. This highway maintenance programme has helped improve the comfort and safety of road users, and should reduce future disruption to the network from reactive maintenance that might have been required otherwise.

To ensure these benefits are locked in, there will be ongoing maintenance of the highway network under the Streets Ahead contract until 2037. Whilst this programme operates on a 'like-for-like' basis, the Council will continue to take opportunities to align schemes to better the transport system with this maintenance programme, to minimise cost and disruption.

We will implement the **Sheffield Parking Strategy (34)**, to ensure that our parking space is effectively and efficiently managed. We will **review this regularly** to ensure that it remains relevant, as development in the city, technology, and expectations of these, progress. Our priority actions will be:

- Introducing a programme of new Controlled Parking Zones, with the priority being uncontrolled areas adjacent the city centre.
- Review existing Controlled Parking Zones to ensure that these manage availability of space in an efficient manner providing good access for residents, business and visitors alike.
- Developing a pricing policy that responds to demand. Ensuring that the supply of and demand for parking can be balanced out and to provide an influence on parking prices in the private sector in line with the need to manage the demand for car trips.
- A review of eligibility for parking permits, including considering reducing the number of permits issued to households in areas of excess residential demand.

These actions will support the following policies –

- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 11A. We shall ensure all transport modes and services are integrated and inclusive such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.

Similarly, the Council's Network Management and Urban Traffic Control practises will need to be updated to reflect changing needs. These have, to date, tended to result in intervention on an ad hoc basis, focused on trying to reduce delays for motorised traffic and prioritise buses only to keep them to time.

Our strategy of seeking to minimise local car trips requires a much better service to be provided by public transport. In order to be competitive with cars, we consider that buses should preferably not have to stop for signals at all, a level of priority currently only afforded to Supertram. A similar step change is required for non-motorised users, who have historically have tended to receive only minimum provisions. We will ensure that the needs of these users are given much more active consideration to provide an attractive environment for walking and for cycling.

Equally, maintaining access to the wider City Region will remain important. Whilst local car trips will have to take a lower priority, there will still be a need to minimise delays on key connections between Sheffield and the wider region. We will set out how this tension should be managed and how different considerations are prioritised in different locations.

This strategy will also identify where investment in infrastructure is required, to enable Intelligent Transport Systems (ITS) tools to be used to support the overall Transport Strategy.

We will develop a Network Management Strategy which will include policies to support public transport, walking and cycling and give them a greater priority. This will be developed to ensure that our network management operations, urban traffic control & ITS systems are aligned to the objectives and approach of this Transport Strategy and are ready for future opportunities afforded by improvements in information and computing technology.

These actions will support the following policies –

- 2A. We will act to enable more efficient use of the transport system by reducing the reliance on the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2C. We shall ensure our actions in respect of the economy recognise and address the impact of poor health, well-being and inclusion on economic productivity.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 4A. We will develop our transport system to encourage active and healthier lifestyles, and reduce noise and air quality impacts.
- 4B. We will assess our schemes against their performance in respect of health outcomes.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 8A. We will intervene to enable a shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 11A. We shall ensure all transport modes and services are integrated and inclusive such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.

To ensure the safe and efficient operation of the improved transport infrastructure and services we wish to introduce, we need effective, clearly understood and enforceable traffic restrictions. At present, our ability to enforce some restrictions is constrained by the Government.

At present, national regulations severely limit the council's ability to enforce traffic restrictions. The police, who hold many of these responsibilities, are not in a position to treat matters of delay or efficiency as a priority. Therefore, the efficiency and safety of the road network sometimes suffers. For example, where drivers block yellow boxes, or make unlawful turns.

This means we cannot ensure our interventions are as effective as we'd like. This can have negative consequences for many road users that might be avoided if we had a broader range of enforcement options open to us. We will continue to seek enhanced powers from Central Government to address these issues.



We will develop and review our parking and traffic enforcement policy, and will lobby for the Sheffield to be granted powers to enforce moving traffic offences under the decriminalised enforcement regime.

These actions will support the following policies –

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive, and responds to people's needs, including as they change.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.

These actions will support the following policies –

- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 9A. Our transport system shall complement and enhance the urban and rural fabric of the City, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.
- 10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.

Freight and distribution is important to an intensified urban centre and retail offer and to the success of manufacturing in the city. Without efficient freight movement business in the city will suffer. There will be a need to minimise the impact of local deliveries and consolidation will become more important at a business and personal level. We will also need to respond to changing behaviours, particularly in respect of retailing where the move towards on-line shopping might be expected to result in less need for traditional heavy goods vehicles, but a notable growth in vans and light goods vehicles. In particular, the delivery sector might be expected to be an early adopter of new technologies.

We will revise and expand the city's HGV strategy to form a **new freight strategy**. This will seek to **enable freight movements** to meet the needs of local people and businesses, whilst minimising harm associated with goods vehicles. This will **respond to changes in retailing and technology** and will link to the work on **rail freight opportunities**.

Particular areas for further investigation will be **consolidation and management** of deliveries, both to businesses and homes, including supporting **less intrusive solutions for the last leg** of deliveries. In particular, we will work with larger organisations, including the two Universities and the NHS, to better handle freight movements into the city.

This Transport Strategy is, by its nature, focused on the 'bigger picture' and higher level strategic challenges facing the city. However, we know that many of these issues that affect local people are not at this level, but more are local level things. For example, the speed of traffic in local neighbourhoods, parking creating an obstruction and the ease of walking and crossing roads.

Whilst much of this does not individually pose a direct challenge to the success of the city as a whole, they do have real impacts on people and communities and their cumulative effect is a less attractive, less accessible city. Therefore, addressing these is important if we are to create an attractive city in which people want to live and can access local services and opportunities (including transport services).

Transport has major implications for public health. Transport itself can directly result in adverse health outcomes, through accidents and pollution, for example. There are also the indirect consequences of less healthy people as a consequence of lack of exercise as people choose to stay indoors or avoid active travel because of traffic and pollution. Active modes, even walking to the bus stop, should play a role in addressing the city's health challenge.

We will progress a **rolling programme of local safety and accessibility** schemes, to improve **local access to jobs, services, public transport and parks**. These schemes will be bought forward to align with the Transport Strategy and will **prioritise areas suffering deprivation poor health and/or recorded injuries** resulting from traffic collisions, as well as areas that **are anticipated to suffer adverse impacts as a direct consequence of local housing or employment growth**.

A tension between transport, health and inclusion objectives is that many interventions are aimed at providing alternatives to car use. The less-affluent parts of the city are often generating only relatively low volumes of car trips, whilst the wealthier areas create the larger part of the problem. So we need to specifically target less affluent communities to ensure the Transport Strategy takes into account the additional disbenefits they suffer from and not leave them behind.

The relative cost of public transport is one of the factors influencing travel behaviour. Bus users and non-users amongst young people, for example, count value for money as their most desired improvement according to Transport Focus (17).

The differing requirements of affordability and value for money on public transport need to be recognised. Achieving these meaningfully requires a transparent and easily understood fares regime that the passenger can trust. Any fares subsidy would need to be carefully considered alongside other factors making public transport more attractive, such as frequency of service and quality of vehicle.

As outlined above, we will **adopt the Sustainable Safety approach** to ensure streets accommodate active modes in a safe convenient manner.



We will assess all transport schemes in terms of the health impact, and will **prioritise schemes that bring about health benefits**. We will **not bring forward schemes that are expected to result in worsened health outcomes**.

Within the Sustainable Safety approach, we will **assess our schemes against** the ten 'Healthy Streets' themes of:

- Pedestrians from all walks of life.
- Easy to cross the road.

- Shade & shelter.
- Places to stop.
- People choosing to walk and cycle.
- Not too noisy.
- People feel safe.
- Things to see and do.
- People feel relaxed.
- Clean Air.

These actions will support the following policies –

- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.
- 2C. We shall ensure our actions in respect of the economy recognise and address the impact of poor health, well-being and inclusion on economic productivity.
- 4A. We will develop our transport system to encourage active and healthier lifestyles, and reduce noise and air quality impacts.
- 4B. We will assess our schemes against their performance in respect of health outcomes.
- 5A. We will adopt the 'Sustainable Safety' approach to support the safety and convenience of pedestrians and cyclists. This will ensure provisions are made that respond directly to the level of threat posed by motorised traffic to vulnerable users.
- 5B. We will intervene proactively to ensure that our public transport system and non-motorised modes are, where suitable, competitive with the private car in terms of speed, cost and ease of use.
- 6A. We will maximise the opportunities presented by our parks and green spaces. We will improve access to these, and minimise the harms posed by transport to them.
- 9A. Our transport system shall complement and enhance the urban and rural fabric of the City, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.

## Demand management

Context	Action	Outcomes	Impact
<ul style="list-style-type: none"> <li>• Scale of growth too big to mitigate adequately with new infrastructure and services alone</li> <li>• Need for local funding to pay for transport interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Investigate a Workplace Parking Levy</li> <li>• Investigate other demand management measures</li> </ul>	<ul style="list-style-type: none"> <li>• Modal shift away from cars to other modes as necessary</li> <li>• Encourage travel outside of peak times as necessary</li> <li>• Provide income to pay for other interventions</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain accessibility by road</li> <li>• Improved business case for other investments</li> </ul>

The scale of our ambition for Sheffield's future transport system is very significant. Our modelling work suggests that it will be difficult to maintain access between the city centre and markets beyond if we only attempt to provide more services and infrastructure to accommodate this and so we may need to actively intervene to manage demand for car travel around the city centre.

Our transport ambition requires a massive uplift in investment at a time when Government and other funding sources are dwindling and subject to competition from other cities. If we are to deliver we will need to raise income locally to fund schemes and to provide local contributions to projects supported by external funding partners.

The council is also starting work on considering the possibility of introducing a Workplace Parking Levy in Sheffield (34), as has been introduced in Nottingham to fund their new tramways, and other transport initiatives. This entails levying a charge per space on employers, who provide off street parking spaces for their staff. Smaller employers are exempt from the charge and many

of the employers who are subject to the levy, pass the cost on to the employees who enjoy the benefit of the parking spaces.

Our plans outlined in this strategy are ambitious, in cases potentially controversial and require significant funding. The congestion challenge posed by the city's aspirations is very significant.

As part of our work to address the challenge posed by poor air quality, we will be required by DEFRA to test the implications of a Clean Air Zone charge, amongst other things. Any charging scheme will be considered holistically with any other measures that may involve charging (e.g. Workplace Parking Levy).

We will review this position should it prove necessary in order to achieve compliance with Air Quality legislation, to fund transport improvements, or mitigate for congestion where the interventions we are able to afford are found to be inadequate, or if changes in technology result in increased traffic volumes. Our intention is to deliver transport improvements that render a congestion charge unnecessary and to secure funding for these improvements from other sources.



We will bring forward new **mechanisms to provide local funding for transport projects**, including potentially the introduction of a **Workplace Parking Levy**.

Should our interventions prove insufficient to address traffic congestion, or if funding cannot be found to deliver these where they prove necessary, we will investigate the introduction of **congestion charging** in Sheffield city centre. Our intention is to deliver transport improvements that render a congestion charge unnecessary and to secure funding for these improvements from other sources.

We will bring forward mitigations for the city's air quality situation as identified by the Clean Air Zone Feasibility study, which may include the introduction of charges for the use of more polluting vehicles in the city in line with Government direction.

We will work with the City Region in the **development of their digital strategy**, to ensure it identifies and supports **the use of digital connectivity to reduce the need to travel**.

These actions will support the following policies –

- 3A. Our transport system will enable the city to support a greater population and greater economic activity.
- 7A. We will implement our Clean Air Strategy to bring oxides of nitrogen within legal limits.
- 10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.

## FUTURE READY



As outlined earlier, this is a time of great social, economic, demographic and technological change (35). These can be expected to change the way people go about business and travel into the future. Many of these changes might be significant, others are highly uncertain.

But the future will bring about its changes and these will present threats and opportunities to the transport system and how this supports the city. We will need to be responsive to these and review and update our plans accordingly to exploit the opportunities and to mitigate against the threats. To help us in this we will develop and continually update a register of threats and opportunities posed by likely and potential future changes and we will use this to inform our decision making, including what elements we might actively seek to address and/or support and those we might passively monitor.



Our approach to future technologies should always refer back to the wider vision for the city and its transport system and our activity should be focused on achieving outcomes rather than interventions. Some of our outcomes require advancement in technology. For example, decarbonisation of the transport system in which we will need to be proactive during its advancement. Others, such as our public transport improvements might be achievable within existing circumstances, but will be impacted by change (potentially positively and/or negatively), to which we must be agile and responsive. More generally, the threats and opportunities posed by change will themselves change over time, as these external influences and our understanding of them, develops. We must be aware of these changes and respond to them to best meet the city's needs.

With support from partners in research and industry, we will produce and maintain a **register of threats and opportunities to the transport system** presented by external factors, including demographic, social, economic, technological and climatic, and keep this updated to inform our decision making. This will enable us to be **agile to, and encourage, change** to deliver improved outcomes for all.

These actions will support the following policies –

- 10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.
- 10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.
- 12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.
- 12C. We will remain alive and agile to developments in technology to ensure that the opportunities these present are exploited and any threats they might present are managed.

## THE SECOND PART OF THE PLAN (2025 – 2035)

### Sheffield in 2025

Sheffield can expect to see some significant changes by 2025. We anticipate that –

- Around twenty thousand new dwellings will provide a range of high quality homes for new arrivals in the city, as well as providing for our aging population.
- Around 30,000 additional jobs created in the city, providing greater opportunity for Sheffield's residents and playing our part in delivering the Northern Powerhouse.
- We will have addressed our most pressing issue of air quality, having introduced a Clean Air Zone.
- Much more of the city centre will have been regenerated. The Heart of the City 2 project will be nearing completion, and much of the city centre around will have been transformed.
- The Innovation Corridor will have been completed, unlocking development opportunity in the Lower Don Valley.
- Supertram will be renewed, securing the system for the next generation and providing a platform for expansion.
- The significant improvement to bus journey speeds and reliability, and the first of our new high speed, high frequency bus routes will be delivered, halting the decline of public transport in the city.
- Bus patronage will have stabilised and be recovering for the first time in nearly four decades, with a single integrated public transport network and payment method at its heart.

- Working with local people and communities, we will have completed the first of our area-wide walking and cycling treatments, demonstrating cycling can be viable as a mode of transport for ordinary people and freeing the city centre and Inner Ring Road of up to a thousand two-way commuting car movements.

Transport will have started to play its part in improving the environment, reducing inequality and supporting growth. However, whilst much will have been done, we will expect to have a number of challenges as follows:

- Although much of the Inner Ring Road will have been improved difficulties in respect of severance and congestion will remain, most notably at Brook Hill.
- Whilst we hope to manage congestion to minimise the impact of traffic growth on the accessibility of the city and in particular the city centre, we would expect congestion in peak hours to have worsened on local routes, although we hope to be doing much better in enabling public transport to get past the queues.
- Technological innovation will have moved on apace with electric propulsion, autonomous control systems and digital connectivity all likely to have a greater role in how vehicles and transport services are operated.



- Whilst we will have made much progress on identifying what the city's low-carbon transport future looks like and taken some early steps to achieving this, the transition will have to accelerate dramatically if the city is to make its contribution to avoiding dangerous climate change.

More positively, we will have in place the plans for the next and more ambitious phase from 2025 and crucially the means of funding them.

### Actions

By 2025, much will have changed. We will have a better understanding of how our interventions

impact on the city in practice. Much of the development proposed in the city may have been achieved. Demographics, technology and economy may result in significant changes in how we travel and do business, which may address some issues but also create new challenges.

This level of change means we cannot predict with certainty this far ahead. We must acknowledge this and allow for the Transport Strategy to be revised reflecting the new situation and the pace of change and growth.

We will, in 2025, **review the transport strategy** to ensure it is fit for the next ten years, having regard to changes in external factors and lessons learnt from the first part of the strategy.

- In the city centre, our biggest task will be the infrastructure works to enable the arrival of HS2. This is anticipated to include improvements to the eastern side of the Inner Ring Road.
- We would hope to construct the next round of Bus Rapid Transit routes, and the first tram extensions, arising from the mass transit study. We will continue to build on our work to secure and enhance fast public transport journeys.
- We would anticipate having identified a programme of works to support and link to Transport for the North's Trans-Pennine road improvement proposals and would expect works for local supporting infrastructure to be undertaken in this period. It may be that early phases of the trunk road scheme are opened towards the end of this period.
- We will continue roll-out of walking and cycling works improving connectivity to employment areas, local services and public transport interchanges.
- We will be adapting to and exploiting the benefits of new technologies, including to reduce the need to travel and we will adapt our approaches to meet the opportunities and challenges these present.
- We will be putting in place measures which may include regulatory measures to secure the decarbonisation of the transport system in line with our roadmap. We will seek to be more ambitious than Government targets, not only phasing out the sale of new fossil-fuelled vehicles by 2040 but having largely phased out their use by that point.

# MONITORING, EVALUATION AND REPORTING

It is vital that the delivery of the strategy through its "Delivery Plan" can be monitored, measured and evaluated. This is partly to demonstrate the effectiveness of individual projects, and partly to show how each project delivers at a programme level against broader objectives. It also allows feedback from project implementation to inform future programmes through the lessons learned.

## Monitoring & Reporting

The Council already reviews a number of transport related measures in its Corporate Performance Monitoring process. These measures include:

- The number of people killed or seriously injured.
- The percentage of journeys made by public transport.
- The percentage of journeys made by walking.
- The percentage of journeys made by cycling.
- Total number of bus passengers.
- Overall satisfaction with traffic levels and congestion.
- The number of recording stations where the standard for Nitrogen Dioxide levels are exceeded.

In addition to these it is felt that additional performance measures are needed that are accessible and understandable to the general public and can be readily monitored or captured from existing data or surveys without the need for expensive extra monitoring. As described above, these should be forecastable so that when developing new transport projects, their likely contribution to overall objectives can be determined. This is seen as increasingly important in securing funding.

Measures will include outcome based indicators and those that capture the users' experience of and satisfaction with the transport network. In addition to measuring outcomes, as part of projects we will conduct before and after surveys 'on the ground' as an integral part of individual projects. Together with the view of partner organisations, this will help us better understand the experiences of the public generally and inform our future work.

The Council recognises the uncertainty prevalent at the launch of new Strategies and Delivery Plans such as this and is therefore proposing to use a number of Conditional Outputs (36) (37). An output is something that the transport system delivers. For instance, a change in the number of accidents, or the time taken to travel from A to B. They are conditional because they will only be achieved if affordable and deliverable projects that have public and political support can be identified and progressed. This links directly to the evaluation process outlined above.

The following set of Conditional Outputs is therefore proposed (all to be achieved by 2035):

<p><b>Maintain car journey times on key parts of Major Road Network</b></p>	<p>We will ensure most (85%) car journeys are at least as fast as they are now on the Inner Ring Road, and on the parts of the Major Route Network connecting the Inner Ring Road with –</p> <ul style="list-style-type: none"> <li>• The A61 at Salt Box Lane, Grenoside</li> <li>• M1 Junction 34 (North and South)</li> <li>• Sheffield Parkway at the city boundary</li> <li>• Meadowhead Roundabout</li> </ul> <p>We will ensure most (85%) car journeys are at least as fast as they are now on the Outer Ring Road between Meadowhead Roundabout and Arena Square</p>
<p><b>Improve access to key employment areas by public transport</b></p>	<p>Increase the number of people within 30 minutes by public transport of...</p> <ul style="list-style-type: none"> <li>• The University of Sheffield – from 0.28 million to 0.36 million</li> <li>• Sheffield Business Park – from 0.07 million to 0.13 million</li> <li>• Advanced Manufacturing Park – from 0.06 million to 0.11 million</li> </ul> <p>Increase the number of people within 60 minutes by public transport of...</p> <ul style="list-style-type: none"> <li>• The University of Sheffield – from 0.99 million to 1.09 million</li> <li>• Sheffield Business Park – from 0.88 million to 0.97 million</li> <li>• Advanced Manufacturing Park – from 0.75 million to 0.83 million.</li> </ul>
<p><b>Meet national air quality regulations</b></p>	<p>In the shortest possible time, reduce the maximum measured concentrations of nitrogen dioxide (NO<sub>2</sub>), achieving 40 µg/mg<sup>3</sup> annual mean, with continued reduction thereafter</p> <p><i>NB: This conditional output will be reviewed to reflect the City's air quality strategy, as it is developed.</i></p>
<p><b>Improve perceptions and usage of active modes of travel</b></p>	<p>Increase the public satisfaction with...</p> <ul style="list-style-type: none"> <li>• Safety on roads from 61% to 66%</li> <li>• Personal safety on the bus from 68% to 72%</li> <li>• Personal safety while waiting at bus stops from 65% to 70%</li> </ul> <p>To reduce numbers of people killed or seriously injured on Sheffield's roads in line with national trends</p>

<p><b>Improve perceptions and usage of active modes of travel</b></p>	<p>Increase the public satisfaction with...</p> <ul style="list-style-type: none"> <li>Safety of walking from 69% to 74%</li> <li>Safety of cyclists from 55% to 60%</li> <li>Safety of children walking to school from 60% to 65%</li> <li>Safety of children cycling to school from 48% to 53%</li> </ul> <p>From 2017 base, increase share of people movements by bicycle across city centre cordon by 370% – from 1.4% to 6.6% in peak hours, and from 0.9% to 4.2% across the 12 hour day.</p> <p>Maintain the share of movements cross the city centre cordon made on foot at 2016 levels</p>
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**Evaluation**

The processes and indicators described above will also become embedded in a Monitoring & Evaluation Plan for each scheme or project, to inform prioritisation of schemes within the overall programme and to ensure the expected impact of individual schemes is fully understood. We will use a multi-criteria approach to evaluate schemes, leading the formation of a balanced programme and one which demonstrates alignment with our objectives and vision.

A Monitoring & Evaluation Report will then follow after scheme implementation is completed to ensure the planned outcomes are achieved and to feed into future reporting and decision making.



# FUNDING, FINANCE AND RESOURCES

This Strategy outlines a series of significant interventions. Our early estimates suggest over a billion pounds of additional funding will be needed over 20 years to deliver these interventions, with an additional £25 million to submit them as funding bids. This is a significant uplift in spending on our transport infrastructure.

Decentralisation of decision making, through devolution, is likely to increase the opportunity for locally agreed financing mechanisms. At a more strategic level the Transport for the North Strategic Transport Plan is finalised and calls for Government and the private sector to explore new and innovative approaches to funding.

Implementation programmes flowing from the Transport Strategy will be specifically designed to deliver sustainable growth and conditional outputs. Capturing the benefits that will be delivered by investment in local transport infrastructure and services will help in making the case for funding from multiple sources. For example, matching central Government funding grants with devolved funding allocations, or locally raised finance. Demonstrating public sector commitment will also help build private sector confidence and investment.

Sheffield must remain ready to respond to the funding opportunities released by Government to ensure investment in early stage scheme design, prioritisation and programming. Preparation for the delivery of schemes, in addition to the consideration of operational and maintenance costs, is just as important as the construction costs themselves. The outcomes of the schemes will be compromised unless a balanced programme, including maintenance, is reached. In addition there is an acknowledged skills gap

in the transport and construction sector that has been acknowledged by Government and needs to be addressed nationally.

Finally, it should be noted that some of the models adopted in London or larger European cities will not work in a Sheffield context, mainly because of the current lower levels of productivity, viability and land values.

Consideration of different methods may include, but will not be exclusive to, some of the following:

- Grant funding from central Government or other sources, ensuring that funds outside transport are considered (e.g. housing, technology, health, etc.).
- Developer Contributions. Fixed or formulaic contributions towards a clearly identified programme of investment, accepting that some of the contributions may be required on a 'pain before gain' basis, as investment is secured in advance of scheme delivery. The benefits of such investment should be clearly understood and any formula, if used, should be clear and transparent.
- Shared and Pooled financing. Drawing on a number of sources to bring together the required levels of funding to deliver more strategic schemes.
- Linking benefits to financial contributions, either through direct contributions or some other fiscal measures (taxation or charging for example). This will need to ensure issues of viability are considered.

- Capture of value uplift following investment (normally applied to land or property values), including consideration of Tax Incremental Financing.
- Return on Asset Value. Using assets to generate revenue which will lead to re-investment.
- Taxation Levies. Using a specific levy on Council Tax, for example, to provide a specific economic or transport investment fund.

## Conclusions

This Transport Strategy focusses on achieving our bold vision and helping Sheffield become the kind of city we all want it to be, ensuring that the transport system supports inclusive economic growth, and the additional journeys associated with planned employment and housing growth, whilst also ensuring health and environmental sustainability.

In addition, the Sheffield City Region is in the process of refreshing its own transport strategy, with a parallel document likely to be published in the future by Transport for the North. It is therefore especially timely to ensure alignment between local and broader strategic transport needs as Sheffield gears up for the arrival of High Speed Rail in 2034.

This process will enable the Council to adopt a clear strategic approach to transport for the next 20 years. The Transport Vision, and this Strategy, will also support the local economy, the developing Sheffield Local Plan, and help influence and inform the refresh of the Sheffield City Region Transport Strategy





# THE NEXT STEPS

This Strategy provides a template for developing a long-term Delivery Plan of projects. Some candidates for early inclusion are described in the future approaches section and the Council is exploring funding sources for enabling this early work to take place.

An important part of this early development process will be ongoing discussion with partners and stakeholders and engagement with the public to air and discuss how projects might be identified, how early schemes might be prioritised, the risks and issues involved, all with a view to setting a clear delivery pathway. Partnership working with the Governments' Department for Transport, Transport for the North and Sheffield City-Region will be particularly important. We will also need to work with major trip generators in the city, including the Universities and the Hospitals, to ensure our projects enjoy the maximum use and benefit.

The views of Sheffield residents are equally important in endorsing how transport can best support the kind of city we want and therefore the need to change some of our travel habits. The Strategy deliberately refers to local matters as well. Resolving local accessibility issues can often contribute to how people make short journeys and therefore impact upon the success of the broader strategy.



# APPENDIX A – SUMMARY OF POLICIES

## 1. Improve access to jobs, markets, skills and supply chains.

- 1A. Our transport system will ensure that access to jobs, markets and skills is inclusive and responds to people's needs throughout their lives.
- 1B. We will support regional and pan-northern road and rail connectivity enhancements and will ensure our local transport system responds to exploit the benefits of these.
- 1C. We will improve our walking, cycling and public transport offer to ensure improved access to jobs and skills is not limited to those who have access to a car.

## 2. Enhance productivity by making our transport system faster, more reliable, and more resilient

- 2A. We will act to enable more efficient use of the transport system by reducing the reliance of the private car for local trips. Principally, this shall be by improving the speed and attractiveness of alternative modes.
- 2B. We will support targeted improvement in infrastructure and services where they support enhanced productivity through better connections for movements of freight and people between businesses within and beyond Sheffield.
- 2C. We shall ensure our actions in respect of the economy recognise and address the impact of poor health, well-being and inclusion on economic productivity.

## 3. Invest in integrated packages of infrastructure to unlock growth and support Local Plans.

- 3A. Our transport system will enable the city to support a greater population and greater economic activity.

## 4. Make our streets healthy places where people feel safe

- 4A. We will develop our transport system to encourage active and healthier lifestyles, and reduce noise and air quality impacts.
- 4B. We will assess our schemes against their performance in respect of health outcomes.

## 5. Enhance our multi-modal transport system which encourages sustainable travel choices, and is embedded in the assessment of transport requirements for new development, particularly for active travel.

- 5A. We will adopt the a proactive approach to pedestrian and cycle provisions to ensure the safety and convenience of pedestrians and cyclists are respond directly to the level of threat posed by motorised traffic.
- 5B. We will intervene proactively to ensure our public transport system, and non-motorised modes, are where suitable, competitive with the private car in terms of speed, cost and ease of use.

## 6. Improve sustainable and inclusive access to our green and recreational spaces.

- 6A. We will maximise the opportunities presented by our parks and green spaces. We will improve access to these, and minimise the harms posed by transport on these.

## 7. Actively improve air quality, especially in designated AQMAs

- 7A. We will implement our Clean Air Strategy to address exceedance of legal limits in respect of oxides of nitrogen.
- 7B. We will continue to intervene even upon the meeting of legal thresholds, to enable shift away from modes of transport responsible for emissions of particulates and oxides of nitrogen.

## 8. Deliver a low carbon transport network, including a zero carbon public transport network

- 8A. We will intervene to enable shift away from carbon intensive modes of transport to less carbon intensive modes where these are suitable.
- 8B. We will aim to achieve a zero carbon public transport network.

## 9. Work in tandem with the planning and development community to create attractive places.

- 9A. Our transport system shall complement and enhance the urban and rural fabric of the City, and shall help provide an environment which is attractive to prospective and existing residents and businesses alike. This shall extend to new and existing developments.

## 10. Be at the forefront of transport innovation

- 10A. We will proactively support the development of new technologies in Sheffield where these enable motorised transport to be less carbon intensive.
- 10B. We will proactively support the development of new technologies in Sheffield where these enable people to go about their business in a manner that requires less or less-harmful travel.

## 11. Enable different solutions to create a fully integrated and inclusive transport services.

- 11A. We shall ensure all transport modes and services are integrated and inclusive such that people and businesses have the flexibility to travel seamlessly in a manner that best meets the differing needs of individuals and those of the city.

## 12. Adopt technology solutions to stimulate change

- 12A. We will adopt and/or encourage the uptake of new technologies that enable motorised transport to be demonstrably less carbon intensive.
- 12B. We will adopt and/or encourage the uptake of new technologies that enable people to go about their business in a manner that requires less or less-harmful travel.
- 12C. We will remain alive and agile to developments in technology to ensure opportunities these present are exploited, and threats they might present are managed.

# APPENDIX B – SUMMARY OF ACTIONS

	Action	Key Partners
Regional rail	<p>We will support Northern Powerhouse Rail, and High Speed 2, to provide faster and more frequent services between Sheffield, its partner cities in the north, London and elsewhere. Specifically, we will work towards the delivery of –</p> <ul style="list-style-type: none"> <li>• 6 trains per hour to Leeds, with journey times under 30 minutes;</li> <li>• 6 trains per hour to Manchester and its airport, with journey times under 30 minutes;</li> <li>• Two HS2 services per hour to London, with journey times under 1½ hours.</li> </ul>	<p>High Speed 2 Ltd Transport for the North Network Rail Sheffield City Region DfT</p>
	<p>We will work with partners in the City Region, Transport for the North, HS2 Limited and Network Rail to <b>deliver a masterplan for Sheffield Station</b>. This will cover, amongst other things, the transport infrastructure improvements required in order to accommodate and serve High Speed Rail and Northern Powerhouse Rail, and provide <b>connectivity to HS2 for local communities and the wider City Region</b>. This will also consider connectivity for all modes, ranking, waiting and parking provision for cars and taxis, and will <b>include re-thinking the operation of the Inner Ring Road</b> in the vicinity of the station.</p>	<p>High Speed 2 Ltd. Transport for the North Network Rail Sheffield City Region DfT</p>
	<p>We will push to ensure improvements to the Hope Valley Line and at Dore result in an <b>additional hourly service between Sheffield and Manchester and its airport</b> by 2024.</p>	<p>Network Rail DfT Trans Pennine Express</p>
	<p>We will continue to push for enhanced services and rolling stock as committed in the new Northern Rail and Trans Pennine Express franchises, to be delivered by 2024, including –</p> <ul style="list-style-type: none"> <li>• An additional hourly off-peak service to Worksop and Retford, and faster services to Lincoln;</li> <li>• Faster services between Sheffield and Leeds, including extended services to Bradford;</li> <li>• Additional Sunday services.</li> </ul>	<p>DfT Trans Pennine Express Northern Rail</p>



	Action	Key Partners
Regional rail	<p>With City Region partners we will <b>lobby for enhanced services as part of the East Midlands franchise renewal</b>, including by 2026 –</p> <ul style="list-style-type: none"> <li>• Delivery of two trains per hour to London, with journey times under two hours;</li> <li>• Ensuring new rolling stock delivers on improved speed and reliability, and reduced train emissions in Sheffield;</li> <li>• Retaining existing connectivity, with improved rolling stock and facilities, to Liverpool and to Norwich;</li> <li>• Additional stopping services to call at Dore &amp; Topley and Dronfield; and,</li> </ul> <p>Faster services and extended operating hours on weekends.</p>	DfT Sheffield City Region
	We will work with partners to review <b>provision for rail freight</b> , to exploit <b>opportunities for freight to be moved from road to rail</b> , improve <b>access to the rail network for manufacturers</b> , and support <b>improvements to passenger services</b> .	Network Rail Sheffield City Region
Strategic Road Network	Working with the Department for Transport, Highways England and Rotherham MBC, we will bring forward the <b>SCR Innovation Corridor</b> project as part of the Government's Large Local Major Projects programme. This will provide a new road to relieve motorway junctions of local traffic and so resolve Highways England's objections to growth in the city, and to improve access to and within AMID, particularly for commercial vehicles.	DfT Highways England Rotherham MBC Sheffield City Region
	We will support Highways England and Transport for the North in delivering <b>improved trans-Pennine road links</b> between Sheffield and Manchester. We will work with them and our partners in the City Region, to <b>identify and deliver local multi-modal connectivity and capacity improvements</b> , to support and lock in the benefits of this project.	Sheffield City Region DfT Highways England Transport for the North
Local rail	<p>We will <b>work with Network Rail</b> to identify required <b>capacity improvements on local rail routes</b> (in particular to Leeds via Barnsley), and we pursue these through Transport for the North and the Department for Transport.</p> <p>We will look to <b>support these</b> with accessibility and parking improvements at and around <b>Chapelton and Meadowhall</b> stations.</p>	Network Rail Northern Rail

	Action	Key Partners
Local rail	<p>We will, with Network Rail and partners in the City Region, initiate a <b>study of rail provision on the Sheffield to Lincoln and Rother Valley lines</b>. This will seek to explore options <b>for improved rail connectivity</b> between the city centre and Waverley and the Advanced Manufacturing Park, Beighton, Sothall and, in liaison with Rotherham MBC, Aughton and Killamarsh.</p> <p>The review will <b>explore options for new stations and new local services</b>, perhaps including further roll-out of tram-train services. It will also consider <b>access to existing and potential stations</b>, including park &amp; ride, and cycle routes.</p> <p>We will, with partners, <b>initiate a similar study in respect of the lines to Wakefield</b>, including exploring opportunities for additional services and stops <b>in the Lower Don Valley, Rotherham and the Dearne Valley</b>.</p>	Network Rail Sheffield City Region
Tram	We will support South Yorkshire Passenger Transport Executive in delivering the <b>refurbishment and security of the existing Supertram system</b> as part of the Department for Transport's Large Local Major Schemes programme.	SYLTE Stagecoach Supertram Sheffield City Region
	To show the city's commitment to the retention and extension of Supertram and to maximise its economic benefit, we will <b>strengthen tram priority</b> including during inter-peak periods, in particular reversing the relaxation of the Hillsborough tram gates. We will work with Supertram to <b>reverse service cuts in the inter peak periods</b> .	Stagecoach Supertram
	We will <b>learn from the experience of delivering the Sheffield to Rotherham tram-train pilot and its impact</b> and will apply this knowledge to future mass-transit schemes.	SYLTE Stagecoach Supertram Sheffield City Region DfT Rotherham MBC
	We will <b>work in partnership with Stagecoach Supertram</b> in the same manner as with bus operators. As a first step, we will invite Stagecoach Supertram to join the Sheffield Bus Partnership, <b>to create a City Public Transport Partnership</b> .	Stagecoach Supertram Buses for Sheffield
	With SYLTE, we will explore options to expand <b>park and ride</b> sites on the Supertram system, to meet demand at Meadowhall, Middlewood and Halfway.	SYLTE

	Action	Key Partners
Mass transit	<p>We will develop and bring forward proposals for <b>new high speed and frequent mass transit routes</b>, possibly tram or tram-train extensions, or rail where lines exist. These will incorporate <b>park &amp; ride</b> on key gateways to the city. We would envisage these would form <b>dedicated public transport corridors</b>, also improving journey speed and reliability on existing services.</p> <p>Our first priority is to investigate <b>mass transit opportunities between Sheffield, AMID and Rotherham</b>. A study is ongoing and should identify a preferred option by Summer 2018.</p> <p>Our next areas for exploration are services along the following corridors -</p> <ul style="list-style-type: none"> <li>• The Upper Don Valley – with possible routes from Sheffield to Stannington, Wisewood, Stocksbridge and Grenoside;</li> <li>• From Chapeltown and High Green to Sheffield via Meadowhall, Northern General Hospital and/or Hillsborough;</li> <li>• Meadowhead to City (to support a potential park &amp; ride site near Bowshaw Roundabout);</li> <li>• A north orbital service, connecting Hillsborough to Northern General Hospital, Meadowhall and AMID;</li> <li>• A new service to the south east, providing faster connections into the city from Handsworth, Woodhouse and Beighton, possibly with a spur to Aston and Aughton including a new park and ride site to serve the A57; and,</li> </ul> <p>Improved direct services between the West and South West, the city centre and the Lower Don Valley and Meadowhall (which might form an extension of the route(s) to serve AMID).</p>	Sheffield City Region Rotherham MBC
	<p>In partnership with Sheffield City Region, we will <b>integrate our local mass transit proposals</b> with proposals for <b>onward routes to connect to other parts of the city region</b>. Our priority corridors align with potential onward mass transit routes from Sheffield:</p> <ul style="list-style-type: none"> <li>• To Rotherham, Doncaster and Robin Hood airport;</li> <li>• To Hoyland and Barnsley; and,</li> <li>• To Dronfield and Chesterfield.</li> </ul>	Sheffield City Region Rotherham MBC Doncaster MBC Barnsley MBC NE Derbyshire DC Chesterfield Council
Major Road Network	We will construct the highway improvement on the <b>Inner Ring Road at Bridgehouses</b> , to quickly provide capacity for development in the West Bar and Kelham Island areas.	Sheffield City Region

	Action	Key Partners
Major Road Network	We will develop and bring forward the next phases of improvements to the Inner Ring Road. These will be multi-modal improvements; securing additional capacity, quicker and more reliable bus journeys and safe attractive crossings for people on foot or bicycle. These priority areas will be <b>Shalesmoor</b> , and the <b>roundabouts at Moore Street and Bramall Lane</b> .	Sheffield City Region
	<p>We will work with the Department for Transport to <b>identify a Major Road Network</b> for Sheffield, providing connectivity between areas of economic importance and the outside world. With the City Region and in line with the overall Sustainable Safety approach, we will develop schemes to -</p> <ul style="list-style-type: none"> <li>• Improve capacity and reliability on the Major Road Network.</li> <li>• Reduce and mitigate harms to local communities and vulnerable road users caused by the MRN and traffic using it.</li> </ul> <p>In the interests of preserving the functionality of the Major Road Network, <b>we will avoid bringing forward highway schemes that might encourage greater use of private cars for short local trips</b>.</p>	Sheffield City Region DfT
	We will investigate the potential for <b>improved road links between the Upper Don Valley, Lower Don Valley and Sheffield Parkway</b> , to facilitate movement between these key economic areas and infrastructure without routing traffic through the city centre / Inner Ring Road and to open up new land for development.	
City Centre	We will deliver a <b>rolling programme of public realm improvements</b> in the city centre. These will provide an attractive environment, enabling safe and convenient movement by sustainable modes, and <b>sustainable access</b> to existing and new developments.	
	We will <b>review traffic restrictions</b> to manage volumes of motorised traffic in the city centre in support of this, whilst also <b>maintaining reliable access to local businesses and homes</b> for people and goods and provide the <b>flexibility and resilience</b> to enable the city centre to function during its redevelopment.	
Bus	We will <b>introduce additional bus priority, including new bus lanes</b> on existing key bus routes, to not only protect buses from congestion but also to <b>proactively improve bus journey times</b> . This will help to cut operating costs and <b>enable the provision of new and improved bus services</b> . Other priority measures will include <b>traffic signal control improvements</b> , realigned to <b>proactively speed up buses</b> , rather than merely bringing late running buses back to timetable.	SYPT Buses for Sheffield

	Action	Key Partners
Bus	We will <b>extend the hours of operation of existing bus lanes</b> throughout the city to include weekends and daytime periods, to ensure bus journey times and reliability are maintained throughout the day and to reduce the costs of operating public transport in the city. To improve bus speeds, we will also <b>review our policy on admission to bus lanes</b> , considering whether permitting taxis, motor cycles and pedal cycles to use bus lanes remains appropriate in light of this strategy.	
	<p>We will <b>introduce a new 'Public Transport Priority Box</b> in the city centre. This will form a ring of streets in the heart of the city centre, where buses are prioritised and other motor traffic restricted, to enable the faster movement of buses and simplify and rationalise the routing and stopping of buses. This will include prohibiting cars and lorries from some sections of street to facilitate bus movement. Although not finalised, this priority box could be formed of the following streets –</p> <ul style="list-style-type: none"> <li>• Arundel Gate / Eyre Street</li> <li>• Cumberland Gate / Fitzwilliam Street</li> <li>• West Street / Church Street</li> </ul>	

	Action	Key Partners
Bus	<p>Working with the City Region, <b>we will review the operating, business and regulatory model for public transport services in the city</b>, to provide the best platform from which we can maintain and improve public transport services in the manner that best meets Sheffield's needs. The review will explore:</p> <ul style="list-style-type: none"> <li>• How bus services are procured, regulated and co-ordinated.</li> <li>• How hackney carriage and private hire vehicles (taxis) are licenced, regulated and accommodated.</li> <li>• The fitness of bus and taxi fleets for purpose. For example, providing a safe convenient and accessible journey for passengers and minimising harm, particularly air pollution.</li> <li>• The integration of public transport services with each other, infrastructure and network operation, including provision of stops, stands and ranks.</li> <li>• Introduction of an 'Oyster card' style smart, prepaid ticket, automatically offering passengers the cheapest fair, enabling travel across modes and operators and reducing the time buses are waiting at stops.</li> <li>• How public subsidy can be best used to support a faster, cost competitive and high quality bus network.</li> <li>• How different operating models and/or technologies can ensure resources are used in a more efficient and co-ordinated manner.</li> <li>• How demand for transport may change into the future, to ensure public transport is fit for purpose.</li> </ul> <p>The aim would be to remove barriers to using more efficient forms of transport, ensure cost effectiveness, ease of use, and reduce barriers to travel for all citizens.</p>	
Active travel	As a first phase, we will <b>deliver enhanced conditions for cycling in the City Centre and suburbs in the Broomhill, Broomhall, Highfield, Sharrow and Nether Edge areas</b> , in line with the City Centre Plan, and the aforementioned 'Sustainable Safety' approach. This is the area where evidence suggests there is greatest scope to relieve the city centre of commuting car trips.	
	We will work with Sheffield City Region to develop and align the Local Cycling and Walking Infrastructure Plan to meet the city's needs and we will deliver on the findings of that plan where these identify additional priorities.	Sheffield City Region DfT



	Action	Key Partners
Active travel	<p>We will <b>develop and bring forward cycling proposals for the next priority areas:</b></p> <ul style="list-style-type: none"> <li>• Middlewood, Wadsley Bridge, Southey Green and Parson Cross, including links to the city centre.</li> <li>• Around Darnall, Attercliffe, Handsworth and Greenland to link to the city centre, Meadowhall and the Advanced Manufacturing Park.</li> <li>• In the Mosborough Townships to serve stops on the blue Supertram line.</li> </ul>	Stagecoach Supertram
	<p>We will develop cycling proposals <b>with local communities</b> to serve not only the city's transport needs, but also the aspirations and needs of the city's people, including its disadvantaged communities. This will help us understand where <b>best to provide for cycling in a manner that works for local people, meets objectives</b> and is not unduly led by existing interests and so better supports congestion relief, accessibility and health outcomes.</p> <p>As part of developing our plans we will work to ensure that our plans are, and are seen to be, in the wider public interest and open up possibilities for people generally, not just cyclists</p>	Local communities
	<p>We will work with hire bike providers to <b>test and develop electric and cargo bikes</b>. We will continue to work with partners <b>offer electric and/or cargo bicycles for short term loan</b> to residents, employees and businesses in Sheffield, under the Cycle Boost loan scheme.</p>	
	<p>We will continue a programme of <b>pedestrian accessibility improvements</b>, providing improved footways and crossings to address local issues, in particular <b>to improve access to local services and public transport</b>.</p>	Local communities Buses for Sheffield

	Action	Key Partners
Air Quality	<p>We will implement the findings of the <b>Clean Air Zone</b> study in accordance with DEFRA's framework, and <b>update our statutory Air Quality Action Plan</b> accordingly. This study will consider measures <b>to bring air quality within legal limits within the shortest possible time</b>, and before January 2021, and to <b>keep them within legal limits as the city grows into the future</b>.</p> <p>Our focus will be on measures resulting in <b>upgrade and replacement of older, more polluting buses, taxis and goods vehicles</b>. These vehicles are responsible for a disproportionate share of NOx emissions in the city, and we have the greatest opportunity to effect change within our existing powers.</p> <p>Should our studies find this necessary, we will <b>introduce a Clean Air Zone</b> in line with DEFRA's framework. This may include <b>introducing a charge to use polluting vehicles</b>. In line with the national framework, our initial focus will be on commercial vehicles with private cars charged only if necessary.</p> <p>We will <b>lobby Government to ensure that support for air quality improvements does not cease</b> once compliance in respect of NOx is achieved and that there is ongoing support to deliver a sustainable transport system in Sheffield, including <b>addressing the further challenges of carbon and particulate emissions</b>.</p>	DEFRA DfT Rotherham MBC
Climate change	<p>With support from partners in Government, research and industry, we will produce and enact a <b>roadmap to decarbonisation</b> of motorised transport in the city, and in particular will identify interventions to support low carbon motor vehicle propulsion technologies. This study will also consider <b>opportunities for further reductions in emission of other pollutants</b> beyond existing legal requirements.</p>	DEFRA DfT Office for Low Emission Vehicles
Highways Maintenance	<p>We will <b>continue the 'Streets Ahead' programme until 2037</b>, ensuring the benefits of the core investment period are enjoyed into the future. We will take opportunities <b>to align maintenance activity and highway schemes</b> where these arise.</p>	Amey
Network Management	<p>We will develop a <b>Network Management Strategy</b> which will include policies to <b>support public transport, walking and cycling</b> and give them a greater priority. This will be developed to <b>ensure that our network management operations, urban traffic control &amp; ITS systems</b> are aligned to the objectives and approach of this Transport Strategy and are ready for future opportunities afforded by improvements in information and computing technology.</p>	
Enforcement	<p>We will develop and <b>review our parking and traffic enforcement policy</b>, and will lobby for the <b>Sheffield to be granted powers to enforce moving traffic offences</b> under the decriminalised enforcement regime.</p>	DfT

	Action	Key Partners
Freight	<p>We will revise and expand the city's HGV strategy to form a <b>new freight strategy</b>. This will seek to <b>enable freight movements</b> to meet the needs of local people and businesses, whilst <b>minimising harm</b> associated with goods vehicles. This will <b>respond to changes in retailing and technology</b> and will link to the work on <b>rail freight opportunities</b>.</p> <p>Particular areas for further investigation will be <b>consolidation and management</b> of deliveries, both to businesses and homes, including supporting <b>less intrusive solutions for the last leg</b> of deliveries. In particular, we will work with larger organisations, including the two Universities and the NHS, to better handle freight movements into the city.</p>	
Localities	<p>We will progress a <b>rolling programme of local safety and accessibility</b> schemes, to improve <b>local access to jobs, services, public transport and parks</b>. These schemes will be brought forward to align with the Transport Strategy and will <b>prioritise areas suffering deprivation poor health and/or recorded injuries</b> resulting from traffic collisions, as well as areas that <b>are anticipated to suffer adverse impacts as a direct consequence of local housing or employment growth</b>.</p>	Local communities
Design & appraisal	<p>We will <b>adopt the Sustainable Safety approach</b> to ensure streets accommodate active modes in a safe convenient manner.</p>	
Design & appraisal	<p>We will assess all transport schemes in terms of the health impact, and will <b>prioritise schemes that bring about health benefits</b>. We will <b>not bring forward schemes that are expected to result in worsened health outcomes</b>.</p> <p>Within the Sustainable Safety approach, we will <b>assess our schemes against</b> the ten '<b>Healthy Streets</b>' themes of:</p> <ul style="list-style-type: none"> <li>• Pedestrians from all walks of life.</li> <li>• Easy to cross the road.</li> <li>• Shade &amp; shelter.</li> <li>• Places to stop.</li> <li>• People choosing to walk and cycle.</li> <li>• Not too noisy.</li> <li>• People feel safe.</li> <li>• Things to see and do.</li> <li>• People feel relaxed.</li> <li>• Clean Air</li> </ul>	SCC Public Health NHS

	Action	Key Partners
Demand management & income generation	<p>We will bring forward new <b>mechanisms to provide local funding for transport projects</b>, including potentially the introduction of a <b>Workplace Parking Levy</b>.</p>	SCC Public Health NHS
	<p>We will bring forward mitigations for the city's air quality situation as identified by the Clean Air Zone Feasibility study, which may include the introduction of charges for the use of more polluting vehicles in the city in line with Government direction.</p>	DEFRA DfT Rotherham MBC
Demand management & income generation	<p>Should our interventions prove insufficient to address traffic congestion, or if funding cannot be found to deliver these where they prove necessary, we will investigate the introduction of <b>congestion charging</b> in Sheffield city centre. This will be considered alongside the review of the public transport operating model, to explore the possibility that charges for road use could form part of the same system.</p>	
	<p>We will work with the City Region in <b>the development of their digital strategy</b> to ensure it identifies and supports <b>the use of digital connectivity to reduce the need to travel</b>.</p>	Sheffield City Region Creative Sheffield
Future ready	<p>With support from partners in research and industry, we will produce and maintain a <b>register of threats and opportunities to the transport system</b> presented by external factors, including demographic, social, economic, technological and climatic, and keep this updated to inform our decision making. This will enable us to <b>be agile to, and encourage, change</b> to deliver improved outcomes for all.</p>	
Review	<p>We will, in 2025, <b>review the transport strategy</b> to ensure it is fit for the next ten years, having regard to changes in external factors and lessons learnt from the first part of the strategy.</p>	

# APPENDIX C - REFERENCES

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This document can be supplied in alternative formats.

Sheffield City Council  
Transport Planning  
Tel: 0114 273 45467 Email: [transport@sheffield.gov.uk](mailto:transport@sheffield.gov.uk)

**Sheffield**



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**Author/Lead Officer of Report:** Helen Phillips-Jackson – Strategic Commissioning Manager for Substance Misuse

**Tel:** 0114 20 53926

**Report of:** *Jayne Ludlum*  
**Report to:** *Cabinet*  
**Date of Decision:** *20<sup>th</sup> June 2018*  
**Subject:** *Sheffield Drug Strategy 2018-2022*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input checked="" type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>Health and Social Care</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Healthier Communities and Adult Social Care</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? <b>Reference 259</b>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<p><i>“The (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>		

**Purpose of Report:**

This report sets out the work undertaken by the Sheffield Drug and Alcohol Co-ordination Team (DACT) to develop a citywide drug strategy for Sheffield covering the period 2018-2022.

The report includes background on former plans for addressing drug use in Sheffield, the current context for the strategy, and how it will be implemented.

This report seeks approval of the final version of the Sheffield Drug Strategy 2018-2022 and approval for implementation by Sheffield DACT and partners.

The report also seeks approval to extend for 6 months the Opiate (£1.25m) and Non-Opiate (£292,500k) Services contracts. These contracts were awarded in 2014 for a period of 3 years with an option to extend for 2 years. The contract was extended for 2 years in October 2017. The contract is delivered by Sheffield Health and Social Care (SHSC) who won the contract through an open procurement process.

**Recommendations:**

It is recommended that Cabinet:

Approves the Drug Strategy attached to this report as a statement of the Council’s strategic approach to addressing drug use in the city.

Subject to an approval of the appropriate waiver by the Director of Finances and Commercial Services, approves an extension of the Opiate and Non-Opiate Services contract for 6 months from 1<sup>st</sup> October 2019 to 31 March 2020 to bring it in line with the alcohol and criminal justice contracts which expire on 31 March 2020 and to allow for a whole system re-tender.

Notes that the implementation of any of the proposed actions in the Drug Strategy may be subject to further decision making in accordance with the Leader’s Scheme of Delegation.

**Background Papers:**

**Sheffield Drug Strategy 2018-2022**



FINAL\_Sheffield Drug Strategy 2018\_

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Liz Gough
		Legal: Louise Bate
		Equalities: Ed Sexton
<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>	Jayne Ludlam
3	<b>Cabinet Member consulted:</b>	Cllr Jackie Drayton Cllr Chris Peace
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	

<b>Lead Officer Name:</b>  Helen Phillips-Jackson	<b>Job Title:</b>  Strategic Commissioning Manager: Substance Misuse
<b>Date: 21<sup>st</sup> June 2018</b>	

## 1. PROPOSAL

*(Explain the proposal, current position and need for change, including any evidence considered, and indicate whether this is something the Council is legally required to do, or whether it is something it is choosing to do)*

- 1.1 This report proposes that the Sheffield Drug Strategy 2018-2022 is agreed at Cabinet on 20<sup>th</sup> June 2018 for implementation overseen by Sheffield DACT.

The strategy sets out clearly the current situation in Sheffield in regards to drug use and misuse, achievements in addressing them, and the challenges that we continue to face and how we will work to overcome them.

The Government published a new national drug strategy in summer 2017, which informs the local strategy and made it an opportune time to develop it.

The work captured in the local strategy is ongoing, and is implemented on a daily basis by the commissioners and providers in the city.

Formerly, plans to address drug use in the city have been presented in the form of 'treatment plans' (when overseen by the National Treatment Agency), and more recently in commissioning plans when overseen by Public Health England. These have provided a reasonable structure for capturing the work, however, do not allow for the important context in which planned actions sit to be explained.

The city's first drug strategy will capture in one document both the context and the action needed. It also acknowledges the difficult narrative that can surround drug use and people who use drugs in the media and among the public, and aims to challenge that, providing a pragmatic and compassionate response to drug use as well as a robust approach to prevention among all ages.

The strategy is based on a significant evidence base including the national strategy, and local and national data on drug misuse and its impact. The strategy is particularly committed to the ongoing provision of evidence based and effective prevention, support, and recovery interventions.

A local drug strategy is not a legal requirement, the LA is choosing to capture the current and future work in the form of a public facing strategy which should provide information on the issues and resolutions, and reassurance that all is being done that can be done to address it.

- 1.2 This report also proposes a 6 month extension of the Opiate and Non-Opiate Services contract to allow for a whole system re-tender for a proposed 5 year contract, with a minimum of an option to extend for 3 years, to start on 1 April 2020.

The Opiate and Non Opiate Services are currently in contract until September 2019. The Council intends to extend the contract by 6 months, to run alongside the alcohol and criminal justice contracts until 31st March 2020. This will be the first time that all substance misuse contracts have had the same end date, and will allow the Council to carry out a full system competitive tender process. This will give the Council the freedom to design the next phase of treatment and support in the city with stakeholders and service users, maximising the opportunities to implement any changes required, meet need within resource, and ensure its vision for the Drug Strategy 2018-2022 is captured via

commissioned provision.

## 2. HOW DOES THIS DECISION CONTRIBUTE?

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

### 2.1 The strategy will contribute to the Corporate Plan as follows:

- **An in touch organisation**

The strategy is the first one for Sheffield City Council and the document is the product of wide consultation including stakeholders and service users: it has been developed by listening to those that it will impact upon the most, and connects together the current and future work and direction of travel in how we prevent and respond to drug use as a city. It captures current successes and challenges, and proposes innovative ideas and developments for the future. It seeks to understand the diverse needs of Sheffield residents, both those using drugs and those not but who may be impacted by drug use, and at the core of the strategy is the empowerment of people who do/ may use drugs to not begin using drugs, to remain safe when in active use, and to recover.

- **Strong economy**

Drug use impacts the economy in a number of ways. It costs public services significant amounts of money each year to respond to. The strong evidence base for the return on investment for services to address drug use shows that the investment in those services provides value for money and prevents further cost to the wider system. It also impacts upon smaller local businesses both in central Sheffield and the localities where public drug use may lead to anti-social behaviour that could discourage new business ventures or impact on the success of existing businesses. To minimise the likelihood of this occurring, robust action as laid out in this document is necessary. Sheffield is increasingly becoming an attractive prospect for visitors with the city-centre developments progressing, and similarly, visible drug use and associated issues is not helpful. Supporting people to recover from drug use increases the likelihood of employment for those individuals, and returning to/joining the competitive employment market where drug use has prevented this. It is in the interests of the economy that an effective drug strategy is in place.

- **Thriving neighbourhoods and communities**

Drug use impacts individuals, families and communities. The level of the impact of drug use on specific communities varies across Sheffield, with some communities being disproportionately affected. This strategy



captures a whole-city prevention approach, while acknowledging that some socially deprived communities are more vulnerable to drug use than others and recommending an enhanced approach where those existing vulnerabilities exist. Drug use can impact upon and change the atmosphere of communities and neighbourhoods in numerous ways: for example anti-social behaviour, offending, litter and drug dealing. By implementing the strategy we will work to support communities to prevent and respond to drug use effectively, not only through providing targeted action and enforcement, but also by promoting recovery in communities and sharing the message that recovery is both possible, and often contagious.

- **Better health and wellbeing**

Drug use influences an individual's physical, mental and emotional wellbeing. Using drugs can cause a myriad of physical health issues beyond the more commonly reported overdose/deaths from the contracting of blood borne viruses via sharing of injecting equipment, to countless less serious, but important, health issues. Drug use is more common among those experiencing mental ill health. Drug related deaths are increasing nationally, which is mirrored locally. Contributing reasons for this have been the culmination of chronic physical health conditions as a result of long term drug use. The cost of drug use, both to organisations treating the health problems associated with them, and to the individuals suffering them and their families, can be extreme. The strategy prioritises prevention of these health problems occurring, and proposes effective responses to reduce the harm from drug use, promoting recovery.

- **Tackling inequalities**

The strategy identifies particular vulnerabilities in both young people and adults which make them more susceptible to using drugs including inequalities and adverse experiences (mainly in youth but also in adults) which influence this. Drug use is more likely in socially deprived communities, and among individuals who have multiple adverse experiences or support needs. For young people, this can be being a care leaver or having experienced adverse childhood experiences (trauma). For adults, they may have experienced the same issues as young people, and/or have mental health issues, be homeless or vulnerably housed, or a veteran. These are all groups that evidence suggests are more vulnerable to drug use. The drug strategy seeks to set these issues out and proactively work to address them supporting those whose experiences have led them to use drugs.

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

*(Refer to the Consultation Principles and Involvement Guide. Indicate whether the Council is required to consult on the proposal, and provide details of any consultation activities undertaken and their outcomes.)*

#### **3.1**

In developing an inclusive and relevant strategy the following consultations have been carried out in line with the Government's Consultation Principles and Involvement Guide:

We have consulted with a number of groups of individuals to whom the strategy is of particular relevance:

- Sheffield Young Advisors
- Current users of adult drug treatment services
- Ex users of adult drug treatment services
- Individuals in recovery from drug use
- Individuals currently actively using illicit drugs

This consultation was carried out prior to the writing of the strategy to ensure it was informed by the views of the most relevant individuals. Quotes from those individuals are interspersed among the main text of the strategy and priorities they identified are drawn out in the document and will be in the action plan for implementing the strategy.

**The following events were held:**

- Service User consultation session at Kickback Recovery – Archer Project on 31<sup>st</sup> January 2018
- Service user consultation session at Addaction CJIT service on 7<sup>th</sup> March 2018.
- Young advisors consultation on 6<sup>th</sup> March 2018.

**Consultation was also sought via survey:** A large scale schools, stakeholder, and service user survey was undertaken relating to Spice use in Sheffield which is a specifically emerging drug use trend. The outcome of this work has been included in the drug strategy as it gave key information on the need for action surrounding the use of this substance.

**Consultation on draft version of strategy:**

Once the document had been draft and Cabinet Member for Health and Wellbeing briefed, the strategy has been taken to the following stakeholder meetings and boards for discussion and sign off:

- Substance Misuse Provider and Referrer Group (16/03/2018)
- Public Health Team Meeting (20/03/2018)
- PPRG (18/04/2018)
- People SLT (24/04/2018)
- E mail consultation with Place PLT members – April 2018
- Hidden Harm Implementation Board (27/04/2018)
- Safer and Sustainable Communities Partnership Board (22/05/2018)
- YP Health and Wellbeing Transformation Board (23/05/2018)
- Service User Recovery Reference Group (31/05/2018)

A draft consultation version of the strategy was also sent out via e mail on 20<sup>th</sup> March 2018 for a 4 week consultation period to commissioned and non-commissioned stakeholders.

The consultation responses are embedded below:



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

### **4.1 Equality of Opportunity Implications**

4.1.1 The strategy is focussed on the elimination of discrimination and, as such, directly supports the council's Public Sector Equality Duty. People using drugs are often discriminated against and experience multiple and complex disadvantages. The strategy aims to ensure compassionate, individualised support at the right time for people using drugs. It also seeks to prevent drug use starting among those particularly at risk, (e.g. through adverse childhood experiences).

4.1.2 A thorough Equality Impact Assessment (reference 259) has been undertaken. It considers how the strategy would potentially benefit groups with protected characteristics, including age, disability and sex; and its wider impacts on health, poverty and other issues. .

### **4.2 Financial and Commercial Implications**

4.2.1 High level financial information is contained within the strategy.

The cost of the proposed contract extensions for 6 months is £1.25m (opiate services) and £292,500 (non-opiate services).

The implementation of any of the actions set out in the Strategy will be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the financial and commercial implications will be considered fully at that time.

Delivering the Strategy will potentially help to make savings to health and social care budgets. Such savings will be examined in more detail in any future executive reports.

### **4.3 Legal Implications**

4.3.1 Implementation of the Sheffield Drug Strategy 2018-2022 will assist the Council in meeting its relevant legal duties and exercising its appropriate legal powers:

Duty to improve public health – s2B of the National Health Act 2006 (as amended) states that the Council must take such steps as it considers appropriate for improving the health of the people in its area. The steps that

may be taken include:

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

Duty to formulate and implement strategies – s6 of the Crime and Disorder Act 1998 states that the Council must formulate and implement

- a) A strategy for the reduction of crime and disorder in the area (including anti-social and other behaviour adversely affecting the local environment);
- b) A strategy for combatting the misuse of drugs, alcohol and other substances in the area; and
- c) A strategy for the reduction of re-offending in the area.

Duty to safeguard and promote the welfare of children – s11 of the Children Act 2004 states that the Council must ensure that

- a) Its functions are discharged having regard to the need to safeguard and promote the welfare of children; and
- b) Any services provided by another person pursuant to arrangements made by the person or body in the discharge of their functions are provided having regard to that need.

Homelessness duty – The Council has a duty under Part VII of the Housing Act 1996 to provide advice and assistance (and in certain circumstances accommodation) to eligible persons who are homeless or threatened with homelessness. Advice and information about homelessness and the prevention of homelessness must be available free of charge to any person in the area.

The Council has a power under section 11A of the Housing Act 1985 to provide welfare services in connection with the provision of accommodation of social housing.

Public Sector Equality duty – s149 of the Equality Act 2010 states that the Council must, in the exercise of its functions have regard to the need to:

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

These duties and powers have been taken into account when drafting the Sheffield Drug Strategy 2018-2022.

#### 4.4 Other Implications

*(Refer to the Executive decision making guidance and provide details of all relevant implications, e.g. HR, property, public health).*

4.4.1 All other implications have been captured in the processes above.

### 5. **ALTERNATIVE OPTIONS CONSIDERED**

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

5.1 The 'do nothing' option would be to not have a drug strategy in place. However, as referenced in the introduction to the strategy it is timely to put one in place following the National Strategy published in summer 2017 which was the first one published since 2010. The Sheffield strategy gives an opportunity to capture in one place the achievements of and plans for the city in relation to drug use and gives it cohesion and structure.

The plans could have been captured via previous methods such as 'treatment plans' or 'commissioning plans' however, these are too narrow in focus concentrating on commissioning approaches only, whereas an all ages city strategy captures all strategic direction and approaches and provides a much more holistic and co-ordinated approach.

### 6. **REASONS FOR RECOMMENDATIONS**

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

6.1

Implementing a city-wide drug strategy is timely for the reasons described above. It will allow SCC the opportunity to capture its high level strategic aims with relation to all age drug use which provides clarity and direction. The strategy will inform an implementation plan. The strategy will cover the period from 2018-2022. This includes the period when drug services will be due to be retendered, and the timing of this strategy allows us to implement our strategic vision for the city via commissioning arrangements. The strategy prioritises partnership approaches to drug use and seeks to maximise the effectiveness of these partnerships across the three themes of the strategy: reducing demand, restricting support, and recovery.

The proposed strategy has been written in line with robust national and local evidence. It reflects current evidence bases, issues and concerns among professionals working with individuals using or misusing over the counter, prescribed, or illegal drugs, and proposes a pragmatic and compassionate response.

Drug use and its impact are often featured in both national and local media, requiring services and commissioners to respond to requests for information and effectively



communicate Sheffield's approach through short statements: the strategy captures the whole city approach.

There is no direct/additional financial commitment required to implement this strategy, though there are aspirational actions included which may, at some point during the implementation process, lead to funding requests/applications or the need for partnership work to seek further funding opportunities.

Once the strategy has been to Cabinet it will be implemented led by the Sheffield Drug and Alcohol Co-ordination Team (DACT).

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**Author/Lead Officer of Report: Amy Buddery,  
Health Improvement Principal, People Services**

**Tel: (0114) 273 5482/07791 320636**

**Report of:** *Jayne Ludlam, Executive Director, People Services  
& Greg Fell, Director Of Public Health*

**Report to:** *Cabinet*

**Date of Decision:** *18<sup>th</sup> July 2018*

**Subject:** *Procurement of Sexual Health Services*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? People Services		
Which Scrutiny and Policy Development Committee does this relate to? Children, Young People and Families Support		
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? 275		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<p><i>“The (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>		

<p><b>Purpose of Report:</b></p> <p>To seek Cabinet approval and authorisation to undertake a procurement exercise for Sexual Health Services for Sheffield.</p>
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**Recommendations:**

It is recommended that, to the extent not already delegated by the Leader's Scheme of Delegations, Cabinet:

- (i) Delegates authority to the Director of Finance and Commercial Services in consultation with the Director of Public Health and the Executive Director of People Services Portfolio to procure the provision for Sexual Health Services including undertaking market testing and determining the final procurement strategy.
- (ii) Delegates authority to the Director of Public Health and the Executive Director of People Services Portfolio in consultation with the Director of Finance and Commercial Services to award the contracts for Sexual Health Services, in line with this report.
- (iii) Delegates authority to the Director of Finance and Commercial Services in consultation with the Director of Legal and Governance to take all necessary steps to negotiate and enter into the contracts which will commence on 01<sup>st</sup> April 2019, in line with this report.

**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>Liz Gough</i>
	Legal: <i>Henry Watmough-Cownie</i>
	Equalities: <i>Bashir Khan</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>Jayne Ludlam/Greg Fell</i>
3	<b>Cabinet Member consulted:</b> <i>Cllr Jackie Drayton</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Amy Buddery</i>
	<b>Job Title:</b> <i>Health Improvement Principal</i>
<b>Date:</b> 5 <sup>th</sup> July 2018	

## 1. PROPOSAL

- 1.1 The sexual health commissioning landscape is complex with responsibility divided across local authorities, Clinical Commissioning Groups (CCGs) and NHS England. Since 2013 Sheffield City Council (SCC) has held a statutory responsibility for commissioning the majority of sexual health services as outlined in the 2012 Health and Social Care Act. This includes the commissioning of comprehensive and integrated sexual health services including contraception, Sexually Transmitted Infections (STIs) testing and treatment and specialist services including HIV prevention. By law SCC must ensure provision of open access sexual health services for everyone in the area to control infection prevent sexually transmitted Infections outbreaks and reduce unintended conceptions.

Sexual health services in Sheffield, over recent years, have gone through a rapid process of integration and re-design. This has been in response to a move laid out nationally by the Department of Health, to integrate Genitourinary Medicine (GUM) and contraception services. The need for change is now being driven by evolving and emerging needs, a need to re-design a service model to further develop preventative approaches and increase access to services for people across the city. In Sheffield, SCC commissioned sexual health services are currently provided by Sheffield Teaching Hospitals Foundation Trust, General Practice, Community Pharmacy and the VCF Sector.

The intention is, through the commissioning process, to achieve a citywide service model which reduces duplication and fragmentation across care pathways, making it easier for people to reach and use services. This will impact positively on the patient experience and ensure that services are more visible and accessible.

Re-specifying and procuring a new service model presents an opportunity to shape a model based on detailed needs assessment and consultation, which will be based on what matters most to people. Access and equity of service is central to a well-functioning sexual health system. The new service model will be informed by an assessment of transport links and clinic locations, and will pay particular attention to service provision for those who might find it more difficult to access services.

Due to the level of anticipated spend, SCC has a legal obligation as outlined in the 2015 Public Contract Regulations to undertake a formal procurement for these services. Although the services in question fall under the new 'Light Touch Regime' which allow flexibility of approach, there are still statutory rules that must be followed and any procurement exercise must ensure a fair and open competition.



## 2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 During 2018/19 intends to undertake a formal procurement of sexual health services with the intention of having providers in place delivering a re-designed service model from 1<sup>st</sup> April 2019. Market testing will be carried out to understand the extent of provider/market interest. The outcomes from this will be used to determine the shape of the procurement strategy.

The re-designed model aims to:

- improve patient experience and sexual health outcomes
- increase access to sexual health services through a variety of approaches and methods, to include the availability of drop in clinics and bookable appointments and ensuring that services are available closer to people's homes
- ensure services and interventions are cost effective and clinically effective
- prioritise preventative approaches across all service models
- strengthen and increase capacity across the sexual health workforce
- reduce sexually transmitted infections and unwanted pregnancies
- ensure that the sexual health needs of those most at risk are prioritised and therefore impacting on reducing health inequalities by providing targeted support for people with protected characteristics
- support the development of a women's sexual and reproductive health offer which promotes access and improves outcomes for all women
- improve and increase collaborative working across providers and community organisations to reduce duplication and fragmentation of services

Key components of the Procurement Strategy will be based on:

- assessment of needs, being shaped by users via consultation and by taking an all age/life course approach
- prioritising prevention, early intervention and promoting self-care to better manage supply and demand, to include the increased availability of contraception and opportunities to access self testing kits for sexually transmitted infections (STIs)
- Increased focus on locality working to develop community based provision through the CCG neighbourhood model/SCC locality model

and to include city centre location and access

- partnership and collaborative working to make the best use of resources to improve outcomes
- ongoing review to ensure provision is meeting population need, whilst ensuring financial rigour to meet the challenge of reduced budgets
- allowing and supporting flexibility to innovate across service models including the use of social media and digital and online services
- Supporting workforce development and capacity to educate and train the current and future workforce
- Development of care pathways to improve the patient journey and ensure rapid access to sexual health services, abortion services and maternity services

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

3.1 A range of consultation has been undertaken which includes:

- Citywide online questionnaire aimed at those who have and haven't used a sexual health service in Sheffield
- Online questionnaire aimed at young people
- Face to face questionnaires with young people
- Focus groups with lesbian, gay, bisexual and transgender (LGBT) and black, Asian, minority ethnic and refugee (BAMER) young people
- Questionnaires in GP Practices with high proportion of black and minority ethnic (BME) patients
- Consultation with the sexual health services workforce (inc sexual health service staff, GPs and Practice Nurses and Pharmacists)
- A 'Sexual Health Conversation' event held with representatives from the Equality Hubs

Outcomes from the consultation will be used to inform the future service model and service specifications.

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

#### **4.1 Equality of Opportunity Implications**

Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 (1) of the Equality Act 2010. As part of documenting the meeting of the requirements of the duty, we have carried out an Equality Impact Assessment. Section 149 (1) identifies the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act

- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it

The Equality Act 2010 Section 149 (7) identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief; sex and sexual orientation.

An EIA has been completed and highlights impacts across many of the characteristics assessed. There are impacts on young people, a particularly relevant issue in Sheffield due to the higher than average number of students living in the city; Black, Asian, Minority Ethnic and Refugee (BAMER) communities where various cultural differences and norms exist in relation to sexual health; a range of access and understanding issues for people with disabilities and learning difficulties; mother and unborn baby where STI's have been detected; the sensitivities and challenges involved in providing sexual health services to faith groups; women are more likely to access services than men; the prevalence of HIV is increasing at a higher rate nationally in men who have sex with men (MSM); the relationship between deprivation and poor sexual health outcomes and a link between unplanned teenage conceptions, levels of educational attainment and subsequent outcomes.

There have been ongoing reductions to the Sexual Health budget since 2013-14 which has led to service re-configuration. Further re-design is required to ensure that the future service model best meets everybody's sexual health needs. The contract links to other Public Health contracts.

Consultation will include an online questionnaire; detailed and focused insight and consultation work with young people and a 'Sexual Health Conversation' is planned to take place with the Equality Hubs in September. Detailed consultation has already been carried out with LGBT and BAMER young people.

- 4.1.1 Formal procurement presents a fair and transparent process for potential providers of sexual health services by giving each an equal opportunity to bid for contracts.

#### 4.2 Financial and Commercial Implications

- 4.2.1 Undertaking a procurement exercise for the provision of sexual health services ensures that SCC meets its commercial obligations featured in procurement regulations. Establishing future year's contract values as part of the procurement reduces any financial risk to SCC in relation to spend on sexual

health services.

#### 4.3 Legal Implications

- 4.3.1 Under s2B of the National Health Service Act 2006 a local authority must take such steps as it considers appropriate for improving the health of the people in its area. This can be achieved by:
- (a) providing information and advice
  - (b) providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way)
  - (c) providing services or facilities for the prevention, diagnosis or treatment of illness
  - (d) providing financial incentives to encourage individuals to adopt healthier lifestyles;
  - (e) providing assistance (including financial assistance) to help individuals to minimise any risks to health arising from their accommodation or environment;
  - (f) providing or participating in the provision of training for persons working or seeking to work in the field of health improvement
  - (g) making available the services of any person or any facilities

SCC has to comply with 2015 Public Contract Regulations, although this particular service would be categorised under the 'Light Touch Regime' there are still statutory regulations that must be followed ensuring fair and open competition across the EEU. Compliance with the Council's Contracts Standing Orders should achieve the required legal obligations.

#### 4.4 Other Implications

##### Public Health

- 4.4.1 Re-design and development of a new service model will improve public health and wider health and care outcomes through provision of a needs led model. This will aim to provide an equitable model promoting access for all including those who may need additional support.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

### **5.1 Option to remain with current service model**

This option would not ensure value for money nor bring about the level and pace of change required. Undertaking a procurement exercise for sexual health services is considered to be the fairest and most transparent option for SCC to achieve the intended service model at this stage given the extent of re-design and reshaping of existing services.

## **6. REASONS FOR RECOMMENDATIONS**

6.1 A procurement exercise is recommended to facilitate the level of change and transformation required to secure the intended service model. This option provides an opportunity to design services based on need which are shaped by what matters most to people when using sexual health services.

*Intended outcomes include:*

1. Increased access to sexual health services through mobilisation of a citywide model
2. Reduction in unwanted pregnancy and unintended teenage conceptions
3. Reduction in prevalence of sexually transmitted infections
4. Reduction in late diagnosis of HIV
5. Improved patient satisfaction and experience
6. Reduction in health inequalities
7. Provision of cost effective and clinically effective service



**Author/Lead Officer of Report:** Dave Phillips,  
Head of Strategic Finance

**Tel:** 0114 273 5872

**Report of:** *Eugene Walker*

**Report to:** *Cabinet*

**Date of Decision:** *19<sup>th</sup> July 2018*

**Subject:** *Revenue and Capital Budget Monitoring 2018/19 –  
As At 31<sup>st</sup> May 2018*

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




<p><b>Purpose of Report:</b></p> <p><i>This report provides the Q1 monitoring statement on the City Council's Revenue and Capital Budget for 2018/19.</i></p>
<p><b>Recommendations:</b></p> <p><b>Recommendations</b></p> <p>1. Cabinet are asked to:</p> <p>(a) Note the updated information and management actions provided by this report and attached appendices on the 2018/19 Revenue Budget</p>



Outturn.

- (b) In relation to the Capital Programme, note the forecast Outturn position described in **Appendix 6**.

**Background Papers:**

Lead Officer to complete:-			
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.		
	Finance: <i>Dave Phillips</i>		
	Legal: <i>Sarah Bennett</i>		
	Equalities: No		
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>			
2	<b>EMT member who approved submission:</b> <i>Eugene Walker</i>		
3	<b>Cabinet Member consulted:</b> <i>Councillor Olivia Blake Cabinet member for Finance and Resources</i>		
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.		
	<table border="1"> <tr> <td><b>Lead Officer Name:</b> <i>Dave Phillips</i> </td> <td><b>Job Title:</b> <i>Head of Strategic Finance</i></td> </tr> </table>	<b>Lead Officer Name:</b> <i>Dave Phillips</i> 	<b>Job Title:</b> <i>Head of Strategic Finance</i>
<b>Lead Officer Name:</b> <i>Dave Phillips</i> 	<b>Job Title:</b> <i>Head of Strategic Finance</i>		
	<b>Date:</b> 8 <sup>th</sup> June 2018		

**1. PROPOSAL**

- 1.1 This report provides the Q1 monitoring statement on the City Council's Revenue and Capital Budget for 2018/19.

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

- 2.1 To formally record changes to the Revenue Budget and gain Member approval for changes in line with Financial Regulations.

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

3.1 *No*

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

### **4.1 Equality of Opportunity Implications**

4.1.1 There are no specific equal opportunity implications arising from the recommendations in this report.

### **4.2 Financial and Commercial Implications**

4.2.1 The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2017/18, and as such it does not make any recommendations which have additional financial implications for the City Council.

### **4.3 Legal Implications**

4.3.1 There are no specific legal implications arising from the recommendations in this report.

### **4.4 Other Implications**

4.4.1 Although this report deals, in part, with the Capital Programme, it does not, in itself, contain any property implications, nor are there any arising from the recommendations in this report.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

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

## **6. REASONS FOR RECOMMENDATIONS**

6.1 To record formally changes to the Revenue Budget and the Capital Programme.

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## REVENUE BUDGET & CAPITAL PROGRAMME MONITORING AS AT 31<sup>st</sup> MAY 2018

### Purpose of the Report

1. This report describes the budget monitoring position on the City Council's Revenue Budget and Capital Programme as at Month 2.

### REVENUE BUDGET MONITORING

#### Summary

2. The Council's revenue budget is displaying a forecast overspend of £14.9m. The position split by Portfolio is summarised in the table below.
3. It should be noted that this position represents an early forecast of the year-end position if action is not taken successfully to improve the position. Most of the overspend position is within Social Care budgets, reflecting nation-wide and much publicised demand and cost pressures within that particular sector. The cumulative effects of funding cuts due to the national austerity programme, combined with emerging social care pressures and the challenges of securing funding from Central Government or Health, who are themselves under pressure, are making the Council's current financial predicament extremely difficult.
4. In particular the Council is seeking to improve services for patients and assist the NHS with its pressures by speeding up and increasing access to the Council's home care provision. This reduces Delayed Transfers of Care (DToCs) – ie people who remain in hospital after they are medically fit to be discharged. However reducing DToCs requires additional services, in particular home care places, to be available in the community, and these additional services are resulting in cost pressures of £3.8m, as individuals are coming to social care earlier than previously and are receiving care packages for longer. In addition the incidents of individuals receiving Continuing Health Care has been reduced in Sheffield and costs are either being picked up by the individual or SCC, in 18/19 this is forecast as a pressure of £1.5m to SCC. Joint transformation plans with the CCG for delivering better outcomes and subsequent budget savings for people receiving Mental Health services are currently forecasting to under deliver by £1m.
5. We have Improvement and Recovery Plans in place to challenge all of these cost pressures, and are working with local health bodies to adopt a system-wide approach, which will protect services, whilst allowing the funding to follow the service provided. This year's position should be seen in this wider context.

6. It is therefore to be expected that this position improves over the course of the year as measures to control demand and spending begin to have an effect, so we expect to see a month on month improvement.

Portfolio	FY Outturn £000s	FY Budget £000s	FY Variance £000s
PEOPLE	231,155	216,157	14,998
PLACE	190,352	190,952	(600)
POLICY, PERFORMANCE & COMMUNICATION	2,277	2,131	146
RESOURCES	39,291	38,821	470
CORPORATE	(448,168)	(448,062)	(106)
<b>GRAND TOTAL</b>	<b>14,908</b>	<b>-</b>	<b>14,908</b>

7. In terms of the forecast outturn position of £14.9m overspend, the key reasons are:

- **People** are forecasting a £15.0m overspend. The key reasons for this position are:
  - An overspend of £6.8m against Children & Families budgets; mainly due to £4.0m delays in anticipated savings in Placements and Health Strategy (£3.1m and £930k respectively), £1.7m of staffing-related costs in Fieldwork Services to deal with high social worker caseloads, and £825k of unmitigated costs as a result of the removal of mandatory leave deductions.
  - An overspend of £6.9m in Care and Support, due to £1.6m of increased supported living costs, £853k of unachievable savings, and increased activity in home care provision costing £4.2m following improvement to pathway flows.
  - There are a number of smaller movements within this position. **Appendix 1** provides a fuller picture on a service-by-service basis.
- The **Place** Portfolio is forecasting to be £599k under budget at Month 2. The key reasons for this forecast outturn position are slippage in the delivery of planned budget savings on Place Change Programme and Housing General Fund, offset by one-off and sustainable reductions in expenditure budgets e.g. office accommodation, which will not affect service delivery.

- The **Resources** Portfolio is forecasting an overspend of £470k. The key reasons for this are:
  - An overspend of £506k within Human Resources due to £276k of pay-related pressures, an increase of demand within Occupational Health of £105k and costs associated with the insourcing of a contract of £80k.
  - An overspend of £366k within Corporate Contracts & Discounts due to a savings target of £400k being forecast as un-deliverable in 2018/19.
  - An overspend of £264k in Customer Services as budget savings are forecast to not be delivered.
  - A reduction in spend of £509k in Central Costs due to a reduction against Former & Current Employee Pension Costs of £314k and a £149k reduction in spend following recalculation of Corporate Democratic Charges.
- **Policy, Performance & Communication** is forecasting an overspend of £146k due to a forecast overspend on elections.
- **Corporate** are reporting an underspend of £104k. This is due to income received as a result of investing cash balances that are earmarked for use later in the year to finance the capital programme.

8. Fuller details of all reductions in spend and overspends within can be found in **Appendix 1**.

### **Public Health**

9. Services funded by Public Health grant are showing a £224k reduction in expenditure against the original approved budget. Further details of the outturn position on Public Health are reported in **Appendix 2**.

### **Housing Revenue Account**

10. The HRA income and expenditure account provides a budgeted contribution towards funding the HRA capital investment programme of £4.9m. As at Month 2 the account is forecasting a £78k adverse variance from this budgeted position.

11. Further details of the Housing Revenue Account can be found in **Appendix 3**.

### **Collection Fund**

12. As at Month 2, the local share of the Collection Fund income stream is forecasting an overall in-year surplus of £0.9m, made up of a £0.7m surplus on Council Tax and a £0.2m surplus on Business Rates. This position is discussed in more detail within **Appendix 4**.



## Corporate Risk Register

13. The Council maintains a Corporate Financial Risk Register which details the key financial risks facing the Council at a given point in time. The most significant risks are summarised in **Appendix 5** along with any actions being undertaken to manage each of the risks.

## Capital Summary

14. The approved capital programme budget for 2018/19 at 31 May 2018 was £253.1m. The overall outturn of expenditure against this approved budget is forecast to be £239.0m, representing a variance of £14.1m.
15. Further monitoring of the Capital Programme is reported in **Appendix 6**.

## Implications of this Report

### Financial implications

16. The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2018/19, and it does not make any further recommendations that have additional financial implications for the City Council.

### Equal opportunities implications

17. There are no specific equal opportunity implications arising from the recommendations in this report.

### Legal implications

18. There are no specific legal implications arising from the recommendations in this report.

### Property implications

19. There are no other property implications arising from the recommendations in this report this report.

## Recommendations

20. Cabinet are asked to:
  - (a) Note the updated information and management actions provided by this report and attached appendices on the 2018/19 Revenue Budget Outturn.
  - (b) In relation to the Capital Programme, note the forecast Outturn position described in **Appendix 6**.

## Reasons for Recommendations

21. To record formally changes to the Revenue Budget and the Capital Programme.

**Alternative options considered**

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

**Dave Phillips**  
**Head of Strategic Finance**

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## PORTFOLIO REVENUE BUDGET MONITORING

### AS AT 31<sup>ST</sup> MAY 2018

#### People Portfolio

##### Summary

1. As at Month 2, the Portfolio has a full year forecast outturn of overspends of **£15.0m** on **Cash Limit budgets** and of **£1.5m** on **DSG budgets**. The key reasons for the outturn position on the cash limit are:

##### **Business Strategy (underspend of £290k)**

- The main reasons for the business strategy forecast underspend of £290k is a combination of a forecast reduction in staffing costs, overachievement of income targets across the service and an offsetting pressure of £130k due to the removal of mandatory leave.

##### **Care & Support (overspend of £6.9m)**

- Purchasing LD is showing an overspend of £2.4m, made up of £1.6m of increased supported living costs due to market rates, pressures and TUPE costs but also unachievable savings of £853k. Non-purchasing LD is showing an overspend of £272k, reflecting an overspend on In-House Provider Services relating to short breaks and supported living.
- Long Term Care is showing an overspend of £4.2m. This is mainly due to increased activity in home care provision owing in part to improved pathway flows including reduced Delayed Transfers of Care and reduced length of stay in STIT, and also changes to the method of planning home care visits that better reflect the provision of care to service users. This causes an increase in costs where more staff and resources are needed to fulfil more overall contact time. There is also a £321k pressure for the mandatory leave which is currently being offset by vacancies within the whole service area.
- Care and Support Commissioning is forecasting an overspend of £291k. This overspend is mainly due to a risk share agreement with the CCG relating to the British Red Cross Equipment contract. There has been additional investment of specialist staff to triage equipment allocation with the intention of ensuring the right equipment is issued to support the individual's needs. It is expected that this approach will address some of the overspend issues.
- Access & Prevention is forecasting a reduction in spending of £127k. This position is mainly due to vacancies across the service although some recruitment has taken place so it is anticipated that this underspend will reduce.

- Safeguarding and Practice Development is forecasting a reduction in spend of £206k. This is due to legal charges being lower than budget on Safeguarding and the secondment to a project of the team leader on Practice Development with no backfill arrangements being required at this time.

### **Children & Families (over spend of £6.8m)**

- Placement budgets are forecast to overspend by £3.5m due to a savings currently assessed as undeliverable of £3.1m and £460k full year impact of the 2017/18 overspend.
- Fieldwork Services are forecast to overspend by £2.1m. This is mainly due to a £1.7m forecast overspend on staffing costs, due to additional staffing requirements to deal with increased caseloads. There is also a forecast overspend of £237k in non-staffing budgets, due to increased transport costs and contact time for children in care.
- The Health Strategy service is forecast to overspend by £930k due to a delay in anticipated savings on Short Breaks and Direct Payments.
- There is also a £640k forecast overspend for Children and Families as a result of the mandatory leave pressure.

### **Community Services (overspend £456k)**

- Library Services are currently forecast to overspend £81k due to increased rates, increased salary costs, increased supplies and services costs and reduced income. Budget savings across the service have been identified to reduce the effect of these pressures.
- The Family and Community Learning service is forecast to overspend £361k. This is mainly due to delayed implementation of an MER saving assumed to be 50% of £212k, and income shortfalls on Non Levy Apprenticeship of £110k and Adult Education Budget (AEB) of £98k. These overspends are partly offset by additional income of £115k within 16-18 Traineeships. There is a new pressure from Sheaf training this month of £56k due to additional Education Health and Care Package (EHCP) clients over the 75 places allocated.
- There is a £185k pressure for the mandatory leave which contributes to the above pressures.

### **Commissioning Inclusion and Learning Service: (overspend of £1.1m)**

- Commissioned Mental Health Services are forecasting a £1m overspend. This is due to a prudent, worst-case assessment of the risk of unachieved savings across all purchased provision of £1m agreed between SCC and the CCG.

## Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
BUSINESS STRATEGY - PEOPLE	11,411	11,701	(290)
CARE & SUPPORT	113,246	106,384	6,862
CHILDREN & FAMILIES	71,069	64,255	6,814
COMMUNITY SERVICES	9,121	8,665	456
COMM'G INCLUSION&LEARNING SERV	26,308	25,152	1,155
<b>GRAND TOTAL</b>	<b>231,155</b>	<b>216,157</b>	<b>14,998</b>

## DSG

2. The following is a summary of the position on DSG budgets at month 2:

	FY Variance £000
Business Strategy	287
Children and Families	98
Commissioning, Inclusion and Learning Services	1,088
Community Services	0
<b>Total</b>	<b>1,473</b>

3. The key reasons for the forecast outturn position on the DSG position are:

- In the Business Strategy Service, an overspend of £312k in relation to continued increases in demand and costs within Home to School Transport.
- In the Children & Families Service, Children with Disabilities placements is forecasting an overspend of £136k due to increased demand. This is partially offset by small forecast underspends elsewhere in the service.
- Within Commissioning, Inclusion and Learning Services, there is increase in demand for special school places leading to a £786k overspend for the SEND Growth Fund. There is also staffing overspend forecast in SEN Early Years Team (£72k) and a forecast overspend of £97k relating to the mandatory leave pressure.

## Place Portfolio

### Summary

4. The Place Portfolio is forecasting to be £600k under budget at Month 2. The key reasons for this forecast outturn position are:

- **Business Strategy & Regulation** is broadly balanced, such that slippage in the delivery of planned savings on 'Place Change Programme 1' (£491k) are being offset by a number of planned Place-wide mitigations.



- **City Growth** is £424k overspent largely due to slippage in the delivery of planned savings on 'Place Change Programme 1' (£472k).
- **Culture & Environment** is £1.5m under budget, largely arising from Streets Ahead contract cost reductions (£1.3m).
- **Housing General Fund** is £770k overspent, largely arising from slippage in the delivery of planned budget savings (£750k).
- **Transport & Facilities Management** is £238k under budget due to a relatively small forecast cost reduction in the running costs of key office accommodation.

## Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
BUSINESS STRATEGY & REGULATION	27,491	27,556	(66)
MAJOR PROJECTS	80	89	(9)
CULTURE & ENVIRONMENT	90,722	92,201	(1,480)
HOUSING GENERAL FUND	2,889	2,120	768
CITY GROWTH	27,408	26,983	424
TRANSPORT AND FACILITIES MGT	41,764	42,002	(238)
<b>GRAND TOTAL</b>	<b>190,352</b>	<b>190,952</b>	<b>(600)</b>

## Resources Portfolio

### Summary

- As at Month 2 the Resources Portfolio is forecasting a full year outturn of an overspend of £470k. The key reasons for the forecast outturn position are:
  - An over spend of £366k on Contract Rebates and Discounts. This is mainly due to the Early Payment Discount Project which budgeted a £400k contribution to the savings target but on current forecasts is not expected to deliver in 18/19. The project has been delayed by technical problems with the software and suppliers are now being brought on board. Work is on-going to mitigate the overspend.
  - An overspend of £264k on Customer Services as full year budget savings are not expected to be delivered in 2018/19. This is mainly due to payroll pressures which are most apparent on Customer Contact Centre (£129k over spent) and Revs, Bens & Cashiers (£119k overspent) due to the need to meet operational KPI's. A staff reduction programme has been launched which will create a part year saving to mitigate this overspend.
  - An overspend of £506k on Human Resources. The forecast includes additional employee resources to implement the essential replacement of the existing HR

Systems and 2019 pay projects (£140k), demand pressures on the Occupational Health Contract (£105k) which reflect last year's costs and current demand levels. Funding solutions are being investigated for both of these expenditure items and approval will be brought forward to members when complete. Mitigations also need to be found for two other pressures - the full year impact of re-grading Trade Union Conveners to Grade 7 (£136k) but not reducing the number as agreed in the original proposal, and the increased cost of the Resourcelink Contract (£80k).

- A reduction in spend of £509k on Central Costs. This is largely made up of a £314k reduction against Former and Current Employee Pension Costs and a £149k reduction in spend due to the recalculation of recoverable charges from other Council funds.

## Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
BUSINESS CHANGE & INFORMATION SOLUTIONS	1,313	1,404	(91)
CORPORATE REBATES & DISCOUNTS	(1,432)	(1,798)	366
CUSTOMER SERVICES	5,759	5,494	264
FINANCE & COMMERCIAL SERVICES	5,988	5,997	(9)
HUMAN RESOURCES	5,430	4,924	506
LEGAL & GOVERNANCE	3,723	3,766	(43)
RESOURCES MANAGEMENT & PLANNING	183	197	(14)
<b>TOTAL</b>	<b>20,963</b>	<b>19,984</b>	<b>979</b>
CENTRAL COSTS	18,172	18,681	(509)
HOUSING BENEFIT	156	156	0
<b>GRAND TOTAL</b>	<b>39,291</b>	<b>38,821</b>	<b>470</b>

## Policy, Performance and Communications Portfolio

### Summary

- At Month 2 the Portfolio is forecasting an overspend of £146k. The key reason for the forecast outturn position is an overspend of £146k on Policy, Performance and Communication mainly due to a forecast overspend on Elections. Election costs vary from year to year and are equalised through a reserve. A constant annual budget is paid into the reserve each year and election costs are drawn down. The fund has been used to fund additional costs incurred by the Council on electoral registration as voter numbers have increased. The level of electoral activity has been higher over the last few years resulting in increased draw down of funds from the reserve. Equalities &

Involvement is currently working on a paper to identify the on-going pressures so mitigating options can be considered.

## Financial Results

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
POLICY, PERFORMANCE & COMMUNICATION	2,322	2,176	146
PUBLIC HEALTH	(45)	(45)	(0)
<b>GRAND TOTAL</b>	<b>2,277</b>	<b>2,131</b>	<b>146</b>

## Corporate Transactions

### Summary

7. As at Month 2, the Corporate portfolio is showing a £106k underspend. The Corporate budget is made up of the following.
  - Corporate expenditure: Council wide budgets that are not allocated to individual services, including capital financing costs and the provision for redundancy and severance costs.
  - Corporate income: Revenue Support Grant, locally retained business rates and Council Tax income, some specific grant income and contributions to/from reserves.
8. The principal reason for the £104k underspend is increased income due to investment of cash balances that will be used later in the year to finance the capital programme.

### Financial Results

9. The table below shows the items which are classified as Corporate.

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
CAPITAL FINANCING	28,254	28,358	(104)
CORPORATE ITEMS	(476,422)	(476,420)	(3)
<b>GRAND TOTAL</b>	<b>(448,168)</b>	<b>(448,062)</b>	<b>(106)</b>

## PUBLIC HEALTH BUDGET MONITORING AS AT 31<sup>st</sup> MAY 2018

### Purpose of the Report

1. To report on the 2018/19 Public Health grant spend across the Council for the month ending 31st May 2018.
2. The report provides details of the full year spend of Public Health grant compared to budget.
3. The net reported position for each portfolio/service area would normally be zero as public health spend is matched by a draw down of public health grant. For the purposes of this report, and in order to identify where corrective action may be necessary, we have shown actual expenditure compared to budget where there is an underspend position.

### Summary

4. At Month 2 the overall position was a forecast underspend of £224k which is summarised in the table below, split between the portfolios.

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s
PEOPLE	27,744	27,818	(74)
PLACE	2,924	2,942	(18)
POLICY, PERFORMANCE & COMMUNICATION	1,837	1,969	(132)
<b>GRAND TOTAL</b>	<b>32,505</b>	<b>32,729</b>	<b>(224)</b>

5. Key reasons for the forecast positions spend are:
  - £74k reductions in spending in People within Supporting Vulnerable People of £57k due to vacancy savings, £35k small contract price and non-pay reductions, and a £53k Drug & Substance Misuse contract price reduction. This is offset by a £55k overspend on Enhanced Services, due to increased activity in primary health charged to the Public Health budgets.
  - Place reports a reduction in spend on employee costs of £18k.
  - £132k reduction in spend in Director of Public Health due to reduced non-staffing costs.

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## HOUSING REVENUE ACCOUNT BUDGET MONITORING AS AT 31ST MAY 2018

### Purpose of this Report

- To provide a summary report on the HRA 2018/19 revenue budget for the month ending 31 May 2018, and agree any actions necessary.

### Summary

- The HRA Business Plan is based on the principle of ensuring that investment and services required for council housing is met by income raised in the HRA.
- The HRA income and expenditure account provides a budgeted contribution towards funding the HRA capital investment programme. As at Month 2 the account is forecasting a £78k adverse variance from this budgeted position.
- Early projections influencing the outturn position include lower than budgeted rental income, increased repairs and running costs and an expected reduction in borrowing costs. The position on the account will be monitored throughout the year.
- A summary of the main risks within the Housing Revenue Account can be found in the Risk Register in **Appendix 5**.

### Financial Results

Housing Revenue Account (excluding Community Heating)	FY Outturn £000's	FY Budget £000's	FY Variance £000's
1.NET INCOME DWELLINGS	(141,486)	(141,707)	221
2.OTHER INCOME	(6,287)	(6,255)	(32)
3.TENANTS SERVICES INC REPAIRS & MAINT	86,331	85,968	363
4.DEPRECIATION & CAP PROGRAMME FUNDING	42,022	42,022	-
5.INTEREST ON BORROWING	14,470	15,100	(630)
6.CONTRIBUTION TO CAP PROG	4,950	4,872	78
<b>Total</b>	-	-	-

### Community Heating

- The budgeted position for Community Heating is a draw down from Community Heating reserves of £419k. At Month 2 the position is a draw from reserves of £139k, a forecast improvement of £280k. This is mainly due to lower than expected usage.

Community Heating	FY Outturn £000's	FY Budget £000's	FY Variance £000's
Income	(2,529)	(2,471)	(58)
Expenditure	2,668	2,890	(222)
<b>Total</b>	<b>139</b>	<b>419</b>	<b>(280)</b>



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## COLLECTION FUND MONITORING

### AS AT 31st MAY 2018

#### Summary

1. In 2018/19 approximately £305.2m of SCC expenditure is forecast to be financed directly through locally collected taxation. This taxation is initially collected by the Council and credited to the Collection Fund.
2. The Government receives 50% of the Business Rates collected (the Central Share) and uses this to finance grant allocations to local authorities. The Fire Authority receives 1% and the Council retain the remaining 49% as below.
3. Council Tax is distributed approximately 86% to SCC, 10% to the Police and Crime Commissioners Office and 4% to the Fire Authority. The SCC share is detailed below.

Income Stream	Budget 2018/19 £m	Billed to Date £m	Forecast Year End Position £m	Variance £m
Council Tax	-205.7	-34.3	-206.4	-0.7
Business Rates Locally Retained	-99.5	-16.6	-99.7	-0.2
<b>TOTAL</b>	<b>-305.2</b>	<b>-50.9</b>	<b>-306.1</b>	<b>-0.9</b>

4. As at the end of May, the local share of the Collection Fund Income Stream is forecasting an overall in-year surplus of £0.9m made up of a £0.7m surplus on Council Tax and a £0.2m surplus on Business Rates.

#### Council Tax

5. The forecast year end position for Council Tax is a surplus of £0.7m. This is primarily because of a £0.6m lower than anticipated level of exemptions and reductions.
6. For the 2018/19 budget process, we budgeted for an increase in dwellings which we are likely to overachieve based on current data. For prudence, we have not forecast any further increase however we are investigating this further and any update on this will be published in the Quarter 2 monitoring report to Cabinet.

#### Business Rates

7. The forecast year end position for Business Rates is a £0.5m surplus of which Sheffield's share is £0.2m. The £0.5m surplus is primarily made up of an increase on the Gross Rates Income Yield of £1.2m and a reduction in transitional protection payments of £1.7m payable to MHCLG, offset by an increase of £2.4m on reliefs. Further analysis of the business rates position can be found below.

<b>Collection Fund - Business Rates</b>	<b>Budget 2018/19 £m</b>	<b>Billed to Date £m</b>	<b>Forecast Year End Position £m</b>	<b>Variance £m</b>
Gross Business Rates income yield	-255.7	-262.9	-256.9	-1.2
LESS Estimated Reliefs	34.0	35.8	36.4	2.4
Losses on Collection	3.0	1.2	3.0	0.0
Losses on Appeals re Current Year Bills	6.7	0.3	6.7	0.0
Increase (Decrease) due to appeals / bad debt provisions	0.0	0.0	0.0	0.0
<b>Net Collectable Business rates</b>	<b>-212.0</b>	<b>-225.6</b>	<b>-210.8</b>	<b>1.2</b>
Transitional Protection Payments due from Authority	8.8	5.6	7.1	-1.7
Cost of Collection allowance	0.8	0.8	0.8	0.0
<b>Non Domestic Rating Income</b>	<b>-202.4</b>	<b>-219.2</b>	<b>-202.9</b>	<b>-0.5</b>
Appropriation of net business rates:				
49.2% Sheffield City Council	-99.5	-107.7	-99.7	-0.2
1.0% SY Fire Authority	-2.0	-2.2	-2.0	0.0
49.6% Government	-100.4	-108.8	-100.7	-0.3
0.2% Designated Areas	-0.5	-0.5	-0.5	0.0
<b>Total Appropriations</b>	<b>-202.4</b>	<b>-219.2</b>	<b>-202.9</b>	<b>-0.5</b>

## Gross Rates Income Yield

8. The Gross Business Rates Income Yield has, to date, increased by £7.2m compared to total budget. This primarily down to two large hereditaments being added to the list post budget amongst a number of other smaller increases. The Gross Business Rates income yield used in the budget was based on a total rateable value for the city of £535m. This rateable value had risen to £542m by March 2018. We have also not seen, to date, the expected decline built into the budget for large scale retail redevelopments. The gross rates yield is expected to decline gradually throughout the year as appeals are settled.

## Reliefs and Discounts

Reliefs	Budget 2018/19	Billed to Date	Forecast Year-End Outturn	Variance
	£m	£m	£m	£m
Small Business Rates Relief	11.5	11.4	11.4	-0.1
Transitional Relief	-8.8	-5.6	-7.1	1.7
Mandatory Charity Relief	22.7	23.0	24.0	1.3
Discretionary Relief	1.2	0.3	0.5	-0.7
Empty Property / Statutory Exemption	6.4	6.5	7.0	0.6
Partly Occupied Premises Relief	0.3	0.0	0.2	-0.1
New discretionary reliefs	0.7	0.2	0.4	-0.3
	<b>34.0</b>	<b>35.8</b>	<b>36.4</b>	<b>2.4</b>

9. Most reliefs and discounts are generally awarded in full at the point of billing at the start of the year. The total level of reliefs awarded to the end of May amounts to £35.8m which is £1.8m above the £34.0m in the budget. These are expected to rise to £36.4m by year end. The increase in reliefs is primarily due to transitional relief payments not being as significant as expected.
10. The most significant variations are in relation to mandatory charitable relief and transitional relief. The mandatory charitable relief is currently £0.3m over budget, however historically a number of additional applications are received during the year so this has prudently been increased to a £1.3m overspend. Transitional relief is based on the change in Gross rates payable charges between 2017/18 to 2018/19 and is subject to fluctuation dependant on appeals being granted in either year.

## Appeals

11. Appeals are notoriously difficult to forecast due to the volatility of the process. The 2018/19 Council budget anticipated £6.6m of in year refunds resulting from appeals. In 2017/18 we had very little data regarding 2017 list appeals under the Check Challenge and Appeals process. This is currently being followed up with the Valuation Office. Losses on Appeals/Increase in Appeals Provision are currently forecast to be on budget however this position is very fluid and will require careful monitoring in the coming months.
12. There is an Appeals provision of £35m carried forward into 2018/19. There were a significant number of appeals settled in 2017/18 which has reduced the provision required for 2010 appeals by over £9.3m, this included settling appeals on several large scale office blocks and retail stores.

13. At the year end, Sheffield City Council followed Government guidance in establishing a suitable appeals provision for the 2017 Ratings list.
14. The two major outstanding issues relating to appeals concern ATM's and Virgin Media. The case concerning ATM's was recently dismissed at an Upper Tribunal (Lands Chamber). The ATM's case has been forwarded to the Court of Appeal and should be heard in Summer 2018. As the case is still effectively live, it is prudent to maintain the provision until all legal avenues have been exhausted. Virgin Media had a number of very specific appeals which could have potentially seen it all but removed from Sheffield Valuation list. They have announced that they will no longer attempt to do this however until all of the remaining appeals have been withdrawn, it is deemed prudent to maintain this provision.

## Conclusion

15. The forecast in year position of a £0.9m surplus on the Collection Fund is relatively healthy. However, this is the position after only the first two months of the year and careful monitoring will be required to ensure that this remains at an acceptable level.
16. The appeals provision will require careful monitoring, both in terms of 2010 list appeals settled and 2017 list appeals raised, to make sure that we have an adequate provision to cover these and do not have an impact on future year's budgets.

## **CORPORATE RISK REGISTER**

### **AS AT 31<sup>st</sup> MAY 2018**

1. This Appendix provides a brief overview of the main financial risks facing the Council in 2018/19 and beyond. A more detailed schedule of these risks will be monitored by the Executive Management Team to ensure that the risks are mitigated.

### **Corporate Risks**

#### **2018/19 Budget Savings & Emerging Pressures**

2. There will need to be robust monitoring in order to ensure that the level of savings required for a balanced budget in 2018/19 are achieved, especially given the cumulative impact of savings over the term 2011-18, and furthermore the backdrop of continuing reductions in Government grant from 2018/19 onwards.
3. In the business planning round for the year 2018/19, officers have identified numerous pressures which, if left unchecked, could lead to significant overspends in 2018/19 and beyond. The following pressures have been highlighted because they present the highest degree of uncertainty.

#### **Capital financing costs**

4. The Council currently maintains a substantial but manageable under borrowed position (i.e. The Council has used reserves to cash-flow capital spend, rather than borrow externally) to help support the revenue budget and mitigate residual counterparty default risk on cash investments. In operating with an under borrowed position the Council exposes itself to interest-rate risk. This risk is exacerbated by the uncertainty created by the on-going Brexit negotiations. Recognising this, our Treasury Management function maintains a regular dialogue with the Director of Finance and Commercial Services and the Executive Director of Resources to monitor the risk and review mitigation opportunities.

#### **Business Rates**

5. Following the advent of the Government's Business Rates Retention Scheme in April 2013, a substantial proportion of risk has been transferred to local government, particularly in relation to appeals, charitable relief, tax avoidance, hardship relief and negative growth.
6. There has been a concerted effort by the Valuation Office Agency to clear outstanding appeals prior to and following the launch of the 2017 Revaluation. However as at 31st May 2018, there were still over 650 properties relating to the 2010 valuation list with a rateable value of approximately £90m under appeal in Sheffield.



7. Not all of the £90m rateable value noted above is at risk and not all the appeals will be successful. However due to the uncertainty around these factors a prudent provision was taken during 2017/18 to mitigate the loss of income as a result of successful appeals.
8. As part of the Business Rates Retention Scheme, there is a built-in revaluation process every five years to ensure the rateable values of the properties remain accurate. This process was delayed for 2 years but eventually came into effect from 1 April 2017. This has seen all hereditaments in Sheffield revalued and assigned a revised rateable value. There is the potential that there will be a large number of appeals due to this revaluation which has been taken into account when compiling the 2018/19 budget.
9. The appeals process following the 2017 Revaluation has also changed and is now known as Check, Challenge, Appeal. The aim of this system is to reduce the number of spurious and speculative appeals and reduce the time taken to process genuine appeals; however it is not known at this point how effective this new process will be. To date The Council has seen very little management information relating to the number of appeals that are being processed under the new Check, Challenge and Appeal process which the Council is continuing to press the Valuation Office on.
10. The city's largest hereditament (in terms of rateable value) following the 2017 Revaluation is a national telecommunications provider whose appeals feature a claim that all of their hereditaments across the country should feature on one authority's list. The Council is having ongoing discussions with both the Valuation Office Agency and MHCLG as to the likelihood of this occurring and any potential ramifications. This hereditament had a number of appeals in place of which a significant number have been withdrawn. However, The Council has taken the prudent approach to maintain the provision for this hereditament until all appeals have either been settled or withdrawn.

### **Implementation of savings proposals**

11. The risk of delivering savings in 2018/19 in specific areas such as adults' and children's social care is considerable, given the increasing demand pressures and the levels of savings that have been achieved in previous years. To mitigate this, officers are working on the safe and legal implementation of budget proposals by:
  - (a) Ensuring that there is a thorough understanding of the impact of proposals on different groups and communities, including undertaking Equality Impact Assessments for budget proposals and discussed with Cabinet Members;
  - (b) Carrying out appropriate, meaningful consultation activity with affected communities and stakeholders, and ensuring that where the proposal affects a

supplier or provider, that they undertake appropriate consultation and equalities work with service users; and

- (c) Discussing budget proposals with affected members of staff in advance of them being made public, and putting in place MER processes where required, in consultation with HR.

### **Medium Term Financial Analysis**

12. On 19th July 2017, Cabinet considered a report of the Executive Director of Resources entitled Medium Term Financial Analysis (MTFA) 2018/19 to 2022/23. This report provided an update of the Council's MTFA to reflect the budget decision of the Council for 2017/18 and the potential impact on the next 5 years of the Government's plans for deficit reduction. This report established the planning scenarios for the medium term.
13. The report on the MTFA indicated that there would be ongoing reductions in Revenue Support Grant (RSG) as outlined in the December 2015 Autumn Statement, which covers the period to 2020/21. The reductions in RSG are now expected to exceed £69m including 2018/19.
14. Up to the point at which the General Election was called for June 2017, the local government sector was working on the assumption that 2019/20 would see the implementation of 100% business rates retention, the implications of which were covered in significant detail in last year's MTFS.
15. However, the Provisional Local Government Finance Settlement (Dec 17) announced that only 75% of business rates would be retained by Local Authorities. The new level of retention is set to be implemented in 2020/21. The Council still expects this increase to replace existing grants such as RSG and the Public Health grant, and as such we expect this to have no overall impact on the Council's net financing position.
16. The Council's financial position is significantly determined by the level of Business Rates and Council Tax income. Each of these may be subject to considerable volatility, especially give the legislative changes above, and will require close monitoring and a focus on delivering economic growth to increase our income and on delivering outcomes jointly with other public sector bodies and partners.

### **Pension Fund**

17. External bodies whose pension liability is underwritten by the Council are likely to find the cost of the scheme a significant burden in the current economic context. If they become insolvent the resulting liability may involve significant cost to the Council.
18. The greatest risks to the Council are those schemes at risk of their pension fund closing in a deficit position. The deficit when the fund crystallises is based upon a 'least risk basis' calculation by the actuary, which results in a significantly higher deficit

than if calculated on an ongoing basis. The Triennial Review which covers 2017-20 highlights the total liabilities being underwritten by the Council for external bodies is £10.4m. This figure is on an ongoing, rather than least risk, basis. In the worst case, if these funds were to crystallise, the potential liability could be much higher.

19. These risks are continually reviewed to ensure that any impacts of potential crystallisations are minimised.

### **Economic Climate**

20. There is potential for current adverse economic conditions to result in increased costs (e.g. increased homelessness cases) or reduced revenues.
21. The Council seeks to maintain adequate financial reserves to mitigate the impact of unforeseen circumstances.

### **External Funding**

22. The Council utilises many different grant regimes, for example central government, Sheffield City Region and EU. Delivering projects that are grant funded involves an element of risk of grant claw back where agreed terms and conditions are not stringently adhered to and evidenced by portfolios. In order to minimise risk strong project management skills and sound financial controls are required by Project Managers along with adherence to the Leader's Scheme of Delegation to approve external funding bids.
23. As SCC funding reduces, portfolios are increasingly seeking out new sources of external funding, both capital and revenue. EU funding contracts have more complex conditions, require greater evidence to substantiate expenditure claims and are less flexible on timescales and output delivery targets. This increases the inherent risk in projects which are EU funded. Furthermore as the Council reduces its staff resources a combination of fewer staff and less experienced staff increases the risk of non-compliance with the funding contract conditions and exposes the authority to potential financial claw back.
24. Moreover, the pressure on the General Fund means that Service Managers are forced to seek more external funding such that the general level of risk associated with grants is increasing because of the additional workload this creates amongst reduced and potentially inexperienced staff.
25. The result of the referendum on EU membership does not in the short term change the risk profile of EU grants.

### **Taxation**

26. As a general rule, the Authority is able to recover the majority of the value added tax (VAT) incurred on its payments to suppliers, i.e. its input tax. There are, however, special rules surrounding the recovery of input tax relating to supplies that are deemed

'exempt' from VAT, e.g. selling, leasing and letting of commercial land and buildings, education and insurance services. The VAT Act 1994 allows local authorities to recover input tax incurred in providing VAT-exempt supplies, so long as the tax attributable to exempt activities is less than 5% of the VAT incurred on all goods and services purchased.

27. The Council took advantage of its partial exemption position when making an exempt lease to a strategic partner as part of the Heart of the City development, delivering substantial savings. The Council has agreed a 7-year average partial exemption calculation with HMRC due to the spikes in construction costs which result in a breach in a couple of individual years. Any breach of the agreed threshold over the term would lead to substantial VAT recovery by HMRC.
28. Building the lease into the Authority's 7-year average partial exemption calculation leaves us at just above 4% in terms of the 5% limit, i.e. headroom of just under 1%. As a result, continual monitoring of our partial exemption position is vital in ensuring that we do not breach and also to inform decision-making on future projects being undertaken by the Authority.
29. Land and property transactions potentially pose one of the greatest risks of partial exemption breach. The Tax Team currently engages with colleagues in the Property Services team on at least a monthly basis to establish whether planned land and property transactions are likely to cause any partial exemption issues. In addition to this, communications are due to be issued in the next month to Heads of Service in portfolios making exempt supplies, which will further raise awareness of the partial exemption issues currently being faced by the Authority. Furthermore, systems are being developed internally to enable effective monitoring.

### **Treasury Management**

30. The Council proactively manages counter-party risk especially since the credit crunch of 2008. Counterparty risk arises where we have cash exposure to bank and financial institutions who may default on their obligations to repay to us sums invested. Counterparty risk had continue to diminish over the last couple of financial years as banks have been obliged to improve their capital funding positions to mitigate against future financial shocks. However, the UK's decision to leave the European Union has the potential to intensify these risks as the UK's decision to exit the EU creates significant political, economic, legislative and market uncertainty which is unlikely to be resolved in the short term. The Council is continuing to mitigate counterparty risk through a prudent investment strategy, placing the majority of surplus cash in AAA rated, highly liquid and diversified funds.
31. As part of the 2018/19 budget process, we developed Treasury Management and Investment Strategies, both of which were based on discussions with members and senior officers about our risk appetite. This included a review of our counter-party risk

to ensure it is reflective of the relative risks present in the economy. A cautious approach was adopted whilst the uncertainties created by the exit from the EU are resolved and the level of market volatility returns to normal levels. Given the profound nature of the exit from the EU, we will continue to review our Treasury Management and Annual Investment Strategies during 2018/19 to ensure we have the ability to respond appropriately to market volatility.

32. The Council is also actively managing its longer term need for cash. Cash flow requirements show that the Council will require new borrowing in the coming years to finance capital investment. The uncertainties caused by the UK exit from the EU will require the Council to remain vigilant to interest-rate risk, and will draw down loans in a timely manner to militate against borrowing costs rising above our target rates.
33. The Council is continuing its efforts to ensure full compliance with the increasingly stringent requirements of Payment Card Industry Data Security Standard (PCI DSS). PCI DSS is a proprietary information security standard for organizations that handle branded credit cards from the major card schemes including Visa, MasterCard and American Express. Work continues to improve systems and control measures; following the major system upgrade and the introduction of secure manual telephone system during 2017/18 which brought significant improvements to the handling of card data.
34. The Council currently has one advance payment outstanding with a major supplier in return for a saving on the contract cost. There is a risk to the Council that having received payment that this company may fail to deliver the services due under the contract. This is mitigated by the existing contract protections, financial evaluation of the company and parent company guarantee. Also as goods and services are delivered against this contract, the level of exposure reduces over time. Due to impending changes to service provision, the arrangement will cease during the 2018/19 financial year.
35. The Council is currently discussing the accounting treatment regarding a loan with a UK bank with its auditors, KPMG. If a change in accounting treatment, to meet international reporting standards primarily aimed at commercial entities, was required then there would be a requirement to make a substantial provision in the 2017/18 accounts.

### **Welfare Reforms including Universal Credit**

36. A programme of welfare reforms, introduced in 2013, led to cuts in a range of benefits including Housing Benefit (HB) and Council Tax Support posing a risk to residents' ability to pay their rent and council tax and therefore increases in arrears.

37. The most significant reform, the introduction of Universal Credit (UC) which replaces HB for those of working age, began to be rolled out in Sheffield in 2016 with full take up expected in 2023 or later.
38. UC poses a significant financial risk to the Council as support towards housing costs, which is currently paid through HB direct to the Housing Revenue Account will in most cases, under UC, be paid directly to individuals. It is estimated that this could double or even treble the cost of collection and increase rent arrears to £15m by the end of 2020/21. However, impacts are uncertain at present as there is limited data available therefore estimates will be reviewed as we learn from the roll out.
39. The Council administers a locally funded hardship scheme to provide extra support to residents who cannot pay their council tax and a government funded scheme which supports those who cannot afford to pay their rent (a review of these, and other , discretionary schemes is currently underway which aims to consolidate these different support schemes). The Council will also continue to take robust action to recover arrears from those who simply will not pay. It is however committed to not evicting a tenant as a result of arrears due to delays in universal credit payments.
40. There is also a UC Project Working Group which is supporting the roll-out of UC and taking steps to ensure the Council is prepared for full take up.

## **People Risks – Children Young People and Families**

### **Education Funding**

41. Schools are entitled to receive a proportion of the Council's Dedicated Schools Grant (DSG) which Schools Forum have decided can be de-delegated back to CYPF to fund central services. Academies can on conversion choose whether to buy into those services thus creating a potential funding gap. Up to £500k could be at risk to centrally funded services should Academies choose not to buy back those services funded from de-delegated DSG from the local authority.
42. If an academy is a sponsored conversion then the Council will have to bear the cost of any closing deficit balance that remains in the Council's accounts. In 2018/19 this cost to the Council is estimated at around £500k and remains a risk for any future conversions, especially with the expansion of the academy conversion programme.
43. As part of transition to a National Funding Formula, when all funding allocations to schools will be directly managed by Education Funding Agency, Sheffield school forum is expected to review and approve all previously held centrally held allocation subject to a limitation of no new commitments or increase in expenditure over the next two years. These historical commitments are now part of central school block and school forum approval is required each year to confirm the amounts on each line. Expenditure in centrally held funding amounts to around £8m.



### **Children's Social Care**

44. There has been an increase in demand and costs for services for children social care both in terms of placement costs, fieldwork costs and support costs.
45. A number of transformational projects have been put in place to manage the increasing demand and costs within available resources. These include preventing children coming into care and ensuring appropriate family based services, thereby avoiding the need for high cost, out of city placements. Implementation of these programmes is contingent upon cross service and cross portfolio working.

### **People Risks – Adult Social Care**

46. In 2018/19 we have a significant partnership arrangement with the CCG which includes various funding streams for core services in Adult Social Care. There is a risk that these funding streams are not sustainable long term and there would be a risk to the Council delivering core services should this funding cease.
47. In 2018/19 it is proposed to enter a new pooled budget arrangement with the Clinical Commissioning Group and the Sheffield Health and Social Care Foundation Trust to manage Mental Health services jointly within the Better Care Fund and identify savings through a new joined up approach to delivering services. Work needs to continue to ensure this new arrangement works for all partner organisations and that the clients receive the right level of support irrespective of where the funding of the service happens.
48. For 2018/19 we have put in measures to address the budget gap on all Adult Social Care Purchasing both Older People and Learning Disabilities however the risk remains that continued demand pressures increasingly affect our position to balance. Demand management plans within service should address some of the continued pull on resources and potentially redress some of the continued increases seen over the last two years.
49. There is a risk around legislation changes imposed by central government on future funding of social care and the potential impact on client contributions to their care.
50. For 2018/19 there is a risk that providers will seek to increase their fees, given the current level of over spend on the ASC budgets this will cause increased pressure.

### **Place Risks**

#### **2018/19 Revenue Budget savings**

51. The Place budget comprises three significant contracts - Streets Ahead programme, Waste Management and the South Yorkshire Passenger Transport Levy – which together absorb the major part of the portfolios General Fund support. The Portfolio cannot meet projected reductions in local authority funding by only reducing costs in the services that share remaining part of the General Fund budget without a significant

reduction to those services. Thus in the 2015-16 Business planning round, the Portfolio's strategy was based on reducing the cost of these contracts to preserve the other services.

52. The South Yorkshire Transport Levy has been successfully reduced and savings have now been agreed and are moving towards implementation with effect from April 2018 from within the Streets Ahead and Waste Management contracts.
53. The Portfolio has also developed further strategic interventions including reducing the level of support to Sports Trusts and is embarking on a Place Change Programme to review all the other services seeking a business-like approach to service delivery. Realising the efficiencies and opportunities within these reviews are crucial to the Portfolio delivering a sustainable balanced position going forward.
54. The Portfolio undertakes a number of complex, high profile capital projects which require strong cost control from the sponsor and project manager. Experience in 2017/18 has shown that this discipline is not present in all projects and has exposed the portfolio on occasions to find funding from the Revenue Budget to fund overspends.
55. Furthermore, the Council has agreed a number of contingent liabilities relating to developments within the city centre. If these were to crystallise there would be an immediate Revenue and Capital Budget impact

### **Housing Revenue Account Risks**

56. There are a number of future risks and uncertainties that could impact on the 30 year HRA business plan. As well as the introduction of Universal Credit and changes to Housing Benefits, the Government has announced a number of further changes in the Housing and Planning Act and Welfare Reform and Work Act. These include a revision to social housing rent policy, which will reduce rents until March 2020. This will have a considerable impact on the resources available to the HRA. In addition, other planned Government changes in relation to fixed term tenancies and levy proposals in the Housing and Planning Act will impact on both tenants and the HRA business plan. Work is continually ongoing to assess the financial impact of these. Other identified risks to the HRA are:
  - **Welfare Reform /Universal Credit:** the Government's welfare reform continues to be a significant risk to the HRA. The risk to income collection will continue to become increasingly difficult as Universal Credit and continues to be rolled out. Mitigations are in place such as funding additional officers to manage the impacts of welfare changes on affected tenants. Work is continually ongoing analysing the financial risk to the business plan.

- **Interest rates:** fluctuations in the future levels of interest rates have always been recognised as a risk to the HRA. These are managed through the Council's Treasury Management Strategy.
  - **Repairs and Maintenance:** existing and emerging risks within the revenue repairs budget include unexpected increased demand (for example due to adverse weather conditions)
57. The HRA business plan is regularly reviewed along with expenditure plans to ensure flexibility to respond to the expected Housing and Planning Act Regulations.

## Capital Programme Risks

### Project Cost Control

58. There is an inherent risk within all the programme of overspending on any single project as a result of unforeseen circumstances (e.g. ground conditions or contamination) or poor management and planning. The Council has made significant improvements in the management of capital projects including improved risk management, however, in the event of an overspend it will have to use its own limited resources to plug the gap.

### Housing Growth

59. There is a risk to delivering the full scope of major schemes such as Park Hill and other housing growth schemes because of the instability in the housing market. This could result in schemes 'stalling', leading to increased costs of holding the sites involved and delayed realisation of the projected benefits including New Homes Bonus and Community Infrastructure Levy. Along with capital receipts these funding streams form key elements of the Growth Investment Fund. Any reduction in these funding streams will limit the council's investment capacity.

### Olympic Legacy Park

60. The Council supports the on-going development of the Olympic Legacy Park to regenerate the Lower Don Valley. Some parts of the infrastructure need private party or external funding to realise the vision. The Council has an obligation to provide a number of facilities to the educational establishment facilities on site against a very tight timescale. If the other site developments do not proceed in time, the Council may have to step in with funding which will place additional strain on the funding of the capital programme.

### Heart Of the City 2 (formerly Sheffield Retail Quarter)

61. The Council committed to incur around £62m to acquire land and carry out initial feasibility work to develop a plan for the retail quarter in the city centre. A further budget of £27m was approved for the appointed development manager to take forward the pre-construction phases of the scheme.

62. The Council has also approved a further £89m for the construction of the first building and associated public realm. The office accommodation of the building has been pre-let to HSBC on a 25 year lease, with options to exit at years 10 and 15. This means the Council carries the longer term vacant property risk on the office and also on a more periodic basis for retail and food and beverage units created as shorter leases expire.
63. The route for delivery of the remainder of the Heart of the City II has changed since originally approved. The Council will no longer be looking to deliver the scheme as one “big bang” corporate development and then be reliant on a single developer. It is envisaged that delivery will now be done via an incremental measured block by block approach, working within the approved masterplan, which can be delivered comprehensively over time but not necessarily by a single developer and/or the Council. This approach mitigates the Council’s risk and financial exposure and delivers momentum.
64. This phased approach to delivery also allows for future changes in the scheme to reflect changes in shopping habits/behaviours and the expectations of shoppers and users of the city centre.
65. The remainder of the £27m budget is now allocated across the development blocks to complete its own pre-construction phase. On completion of that phase further funding will be sought through the capital approval process to develop the properties.
66. The scheme is being funded through prudential borrowing which will be repaid primarily from the rental value created from the various types of property and from the increased Business Rates that the completed scheme will produce (known as Tax Incremental financing (TIF)). The financing costs are being capitalised while the scheme is in development. There is a risk that if the scheme ceases to be active that the financing costs of circa £4m pa will have to be provided for from existing budgets. The long term impact of the phased delivery has been built in to the Medium Term Financial Strategy.
67. A programme of development of this size carries with it significant levels of risk across a number of areas. These risks are amplified because of the length of the development programme and because of the uncertainties caused by the rapidly changing retail landscape and the unknown effect of Brexit.
68. In order to mitigate those risks stringent governance will be exercised over the progression of the scheme so that additional cost commitments will only be made if there is tangible evidence that scheme has positively achieved its pre-conditions and that the demand, rental levels and costs can be evidenced to be in line with or an improvement on base assumptions.

Schools’ Expansion programme

69. In February 2016 the Cabinet approved a report setting out the need to provide additional places in primary, secondary and Sixth Form establishments. The immediate demand for places in the next three years will require the Council to commit funds ahead of receipt from central government. The latest estimate of the gap is a maximum of £21m in 2018/19 after mitigating action. Initial forecasts indicated sufficient funding to repay the cash flow would be received from Government by 2021/22. However, the recent announcement of a lower than expected settlement for 2020/21 (£6.4m compare to £10m expected), and further emerging pressures in the programme will require this assumption to be revisited.
70. In the event of a change of government policy which further reduced the financial support available to local authorities' capital programmes, the Council would very probably be faced with a greater affordability gap in the schools' capital programme than has already been identified above, requiring it to contribute its own capital resources.
71. The Council already faces pressure to maintain the condition of the school building estate so there is a limited opportunity to divert funds earmarked for maintenance to support the school place expansion programme. The Council has taken steps to minimise this exposure by challenging the construction industry to build to a specific cost target against Education Funding Agency standards, and, matching the provision of some 16–18 year places to demand.
72. Basic Need funding allocations for the purpose of school expansion are now confirmed up to 2020/21. The modelling of the Schools Capital Programme has been revised in light of the recent funding announcement reducing the forecast allocation to £6.5m p.a. from £10m for 21/22 and 22/23. Any further reduction in these estimated amounts will delay the timescale for the repayment of the cash flow and also any future investment.

# CAPITAL PROGRAMME MONITORING AS AT MAY 2018

## 1 - Statement of Budget Movement

The table below summaries the movement in budget from month 1 to month 2 and Capital programme budget position as at May 18.

	2018/19	2019/20	Future	Total	Comments
Month 1 Approved Budget	242.5	96.2	307.8	646.6	The major movements in the budget from the previous month relate to the approval of : - Addition of Clean Bus Technology Funding - £1.9m - Addition of Brownfields Site Acquisitions as part of Housing Growth Strategy - £8.7m - Addition of Broadfield Rd Junction Improvements scheme - £3.4m - Inclusion of Local Transport Plan Block Allocation - £1.5m
Additions	10.7	4.2	1.0	15.9	
Variations	-0.1	0.0	0.0	-0.1	
Slippage and Acceleration	0.0	0.0	0.0	0.0	
Month 2 Approved Budget	253.1	100.4	308.8	662.3	

## 2 - Top 20 Projects by value as at May 2018

The table below summarises the Top 20 projects in the Capital Programme by budget value in 2018/19. This group accounts for 77% of the 2018/19 capital programme. The major in year and all year variations are explained in sections 4 and 5 or comments section. None represent a major financial risk to the council.

PROJECT Values in £000	Current Year								Remaining Life of Project					Comments
	YTD Actual	YTD Budget	YTD Variance	FY Outturn	FY Budget	FY Variance	Variance %	Delivery Forecast RAG	All Years Outturn	All Years Budget	All Years Variance	Variance %	Delivery RAG	
Heart of the City - Offices	9,587	8,523	1,063	35,442	34,565	877	2.5%	A	35,442	34,565	877	2.5%	A	See item 5.3
Heart of the City - Strategic Dev Partner	321	671	(351)	24,087	24,087	(0)	0.0%	A	24,087	24,087	(0)	0.0%	A	
Roofed Roofing & Roofline	2,071	1,865	207	12,264	24,074	(11,810)	-49.1%	G	32,764	44,574	(11,810)	-26.5%	G	See item 4.1
Astrea Academy	2,211	2,516	(304)	20,959	20,959	(0)	0.0%	A	20,959	20,959	(0)	0.0%	A	
MST Finance	-	-	-	12,945	12,945	(0)	0.0%	NR	91,091	91,091	(0)	0.0%	NR	
Marica School	3,090	3,612	(522)	10,846	10,871	(25)	-0.2%	G	10,884	10,884	0	0.0%	G	
Electrical Strategy	782	653	128	7,312	7,314	(2)	0.0%	G	30,428	30,430	(2)	0.0%	G	
Heart of the City 2	630	2,638	(2,008)	6,231	6,671	(440)	-6.6%	G	6,671	6,671	(0)	0.0%	G	See item 4.9
Kitchen/bathrm Planned Replmt	1,769	686	1,084	7,719	6,514	1,205	18.5%	G	17,878	18,202	(324)	-1.8%	G	See item 5.1 re current year overspend.
Brownfield Site	-	-	-	6,220	6,220	-	0.0%	NR	8,817	8,817	-	0.0%	NR	
Programme Management Costs Gf	-	33	(33)	5,420	5,696	(276)	-4.8%	G	13,550	17,680	(4,130)	-23.4%	G	CAF awaiting approval to remove excess budgets for staff costs and P4P final year payment reduction.
Knowledge Gateway	154	886	(732)	4,150	4,863	(713)	-14.7%	G	4,863	4,863	0	0.0%	G	See item 4.6
New Build Coun Hsg Ph 4a	52	86	(35)	4,691	4,691	(0)	0.0%	G	15,046	15,046	(0)	0.0%	G	
Council Hsg Acquisitions Prog	585	573	12	4,005	4,611	(606)	-13.1%	G	12,581	13,186	(606)	-4.6%	G	See item 4.7
Devonshire Quarter	-	-	-	4,458	4,463	(5)	-0.1%	NR	5,100	5,100	(0)	0.0%	NR	
Communal Areas-low Rise Flats	1,437	94	1,344	3,770	3,770	(0)	0.0%	G	19,970	19,970	(0)	0.0%	G	
Disabled Grants	282	560	(278)	2,162	3,361	(1,199)	-35.7%	G	10,162	11,361	(1,199)	-10.6%	G	See item 4.3
Ecclesall Permanent Extension	836	1,305	(469)	3,201	3,201	0	0.0%	G	3,201	3,201	0	0.0%	G	
Digital Incubator	-	-	-	3,317	3,004	313	10.4%	NR	3,474	3,474	0	0.0%	NR	See item 5.6
Essential Investments (chs)	-	-	-	2,600	2,600	-	0.0%	NR	14,228	14,228	(0)	0.0%	NR	
<b>Top 20 Value</b>	<b>23,807</b>	<b>24,700</b>	<b>(893)</b>	<b>181,800</b>	<b>194,480</b>	<b>(12,680)</b>	<b>-6.5%</b>		<b>381,195</b>	<b>398,389</b>	<b>(17,194)</b>			
<b>Rest of Programme</b>	<b>5,279</b>	<b>5,522</b>	<b>(243)</b>	<b>57,202</b>	<b>58,623</b>	<b>(1,421)</b>	<b>-2.4%</b>		<b>267,024</b>	<b>263,960</b>	<b>3,064</b>			
<b>Total Capital Programme Value</b>	<b>29,085</b>	<b>30,222</b>	<b>(1,137)</b>	<b>239,002</b>	<b>253,103</b>	<b>(14,100)</b>	<b>-5.6%</b>		<b>648,219</b>	<b>662,348</b>	<b>(14,130)</b>			
<b>% of Programme within the Top 20</b>	<b>82%</b>	<b>82%</b>	<b>79%</b>	<b>76%</b>	<b>77%</b>	<b>90%</b>			<b>59%</b>	<b>60%</b>	<b>122%</b>			



### 3 - Current Year to date and Forecast Outturn Position

The forecast outturn position for 2018/19 is £14.1m below budget. Key reasons for this are identified in the table and sections 4 and 5.

PORTFOLIO	YEAR TO DATE			FULL YEAR			Comments	
	Values in £000	Actual	Budget	Variance	Forecast	Budget		Variance
Place		11,364	14,670	(3,306)	114,801	114,351	450	Several compensating over and underspends make up the overall variance see items 4.4, 4.6, 4.8, 4.9, 5.2, 5.3, 5.4,5.6
Housing		9,235	5,071	4,164	68,027	82,812	(14,785)	See items 4.1 and 4.2 for main causes of variance
People		7,589	9,632	(2,043)	44,487	45,223	(736)	See item 4.3 £1.2m, forecast underspend on Disabled Facilities Grant is offset by forecast overspends on Schools Fire Risk Assessment budgets
Highways		507	736	(229)	9,736	9,037	699	Forecast overspend relates to budgets awaiting approval.
Resources		3	114	(111)	1,563	1,352	211	See item 5.10
Corporate		388	-	388	388	329	59	Potential overclaim by AMEY being investigated.
<b>Grand Total</b>		<b>29,085</b>	<b>30,222</b>	<b>(1,137)</b>	<b>239,002</b>	<b>253,103</b>	<b>(14,100)</b>	

### 4 - Top 10 Forecast Slippage against Full Year Budget

The table below illustrates that of the £19.3m main forecast underspends against budget, only approximately £0.7m relates to delays in scheme delivery while the remainder relates to expected savings, re-profiling of allocations not yet committed or schemes no longer progressing.

Business Unit	Directorate	FY Budget	FY variance on budget	Explanation
4.1 Pitched Roofing & Roofline	Housing	24,074	(11,810)	REPROFILE - Now Forecasting approx £12,300,000 to complete the current contracts. Change due to May adjustment sum in Fees. The remaining budget will need to be slipped forward into 2019/20 to support the business case.
4.4 Ewi Non-traditional 2	Housing	1,976	(1,976)	REPROFILE - The Final Business Case is being drafted and will go to Homes Board for endorsement. No decision has been taken yet as to whether the contract for package 2 will realistically begin in 2018/19. The intention is that the Package 1 contract will be used to show good and bad practice that will be used to deliver the other packages.
4.3 Disabled Grants	People	3,361	(1,199)	REPROFILE - The grant has doubled over the last 2 years from £1.95m in 2015/16 to £3.84m in 2017/18. However the demand has remained around the same level. Extra funding has been given to OT resource - yet to see increases from this. A working group is being established to review potential wider uses of DFG to ensure this is maximised.
4.4 Claywheels Lane Amg	Place	958	(958)	REPROFILE - NO COMMENTARY PROVIDED. Confirmation received that this project to passport SCRIF funding to a 3rd party towards infrastructure development will no longer progress. CAF to remove budget to be brought forward.
4.5 Ewi Non-traditional 3	Housing	867	(867)	REPROFILE - The Final Business Case is being drafted and will go to Homes Board for endorsement. It recommends that only Package 1 is to commence and the budgets for both Package 2 and 3 are to be moved back to the Q number for re-allocation when the contracts for those packages are ready to be awarded. The intention is that the Package 1 contract will be used to show good and bad practice that will be used to deliver the other packages.
4.6 Knowledge Gateway	Place	4,863	(713)	SLIPPAGE - YTD variance due to Amey invoicing process lagging behind actual progress, plus extension of programme of work required to get SCC / SCR approval. This has slipped by a further £40k since last month. Cashflow requested from Amey; budget will be reprofiled when received.
4.7 Council Hsg Acquisitions Prog	Housing	4,611	(606)	REPROFILE - Allocation for project no longer required to be returned to Stock Increase block allocation. CAF awaiting approval.
4.8 Claywheels Lane Abbey	Place	507	(507)	REPROFILE - NO COMMENTARY PROVIDED. Confirmation received that this project to passport SCRIF funding to a 3rd party towards infrastructure development will no longer progress. CAF to remove budget to be brought forward.
4.9 Heart of the City 2	Place	6,671	(440)	REPROFILE - This BU was originally set up for land acquisitions and initial feasibility for the wider development but development has been more prolonged than anticipated. This BU will now only be used for finalisation of acquisitions and estate management. This BU currently includes a general contingency and this will be reviewed and if appropriate allocated out to the other relevant elements
4.10 Lte's Purchase & Repair	Housing	307	(307)	REPROFILE - Allocation for project no longer required to be returned to Stock Increase block allocation. CAF awaiting approval.
<b>Total</b>		<b>48,194</b>	<b>(19,382)</b>	

### 5 - Top 10 Forecast Overspends over Full Year Budget

The table below indicates that approx. £1m of main in year forecast overspends could result in additional calls on council capital funds. Further information has been requested from project managers to confirm details.

Business Unit	Directorate	FY Budget	FY variance on budget	Explanation
5.1 Kitchen/bathrm Planned Replmt	Housing	6,514	1,205	<b>ACCELERATION</b> - This is as a result of accelerated works programme and volume of work found within individual properties. Awaiting CAF approval June cabinet.
5.2 Heart of the City Cycle Route	Place	-	1,003	<b>AWAITING APPROVAL</b> - Budget to be brought forward for approval at August cabinet. Forecast has been committed in advance.
5.3 Heart of the City Offices	Place	34,565	877	<b>FUNDED OVERSPEND</b> - The current all years outturn includes a number of TRMs that are being funded by HSBC. Budget variation - BUDGET VARIATION REQUIRED
5.4 Fra Works Mtc Tfm	Place	562	785	<b>FORECAST OVERSPEND</b> - 17/18 underspend but scope of work reviewed and budget reallocated for 18/19. CAF variation submitted and is awaiting approval. Commentary does not appear to reflect forecast - No variation has been submitted - This would require a request for additional funding.
5.5 Programme Management Costs Rtb	Housing	-	455	<b>AWAITING APPROVAL</b> - Budget due for approval at June 18 Cabinet
5.6 Digital Incubator	Place	3,004	313	<b>ACCELERATION</b> - Budget to be brought forward for approval.
5.7 Blackburn Valley Cycle Route	Highways	12	250	<b>NO HIGHLIGHT REPORT COMMENTARY</b> - Project forecast for approvals and CAF submitted; however, put on hold by EMT. However, issue now resolved - will progress next month.
5.8 Comm Htg - Pipework Renewal	Housing	-	248	<b>NO HIGHLIGHT REPORT COMMENTARY</b> - Awaiting approval of CAF next week following June Cabinet approval.
5.9 Page 195 Windows& Doors Placement(chs)	Housing	1,484	221	<b>POTENTIAL OVERSPEND</b> - The contractor has submitted a revised forecast final account of approx £5.6m. QS continue to validate predicted returns. The impact will be the 2018/19 budget will overspend. Wates have also submitted a claim for £140k prelims which at the moment has no detail to back it up. Again, this will increase the expenditure. The result is that the orders at Foxhill & Netherthorpe have been removed from the programme. Due to the delay in the programme as a result of the financial issues have not completed their programme in 2017/18 and EOT completion forecast of June 2018. CAF to be brought forward as soon as costs finalised - update next month.
5.9 Moorfoot Lifts	Resources	1,352	211	<b>ACCELERATION</b> - Project estimated to spend to budget. Delay in costs due to off-site works and will be recovered 18/19.
<b>Total</b>		<b>47,492</b>	<b>5,569</b>	

### 6 - Key Issues and Risks

#### Key Issues

- **Astrea Academy** - Forecast underspend reported last month has been corrected however, discrepancy between actual and forecast spend for May indicates potential further slippage against profile.

#### Key Risks

- **Knowledge Gateway** - This scheme achieved formal approval at cabinet in April 2018 and is indicating a further £40k slippage in addition to £675k slippage reported at April. There remains only 2 weeks float in the programme to meet SCRIF timescales to avoid funding clawback.

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**Author/Lead Officer of Report:**  
Damian Watkinson,  
Finance Manager

**Tel:** 0114 273 6831

**Report of:** *Eugene Walker*

**Report to:** *Cabinet*

**Date of Decision:** *18<sup>th</sup> July 2018*

**Subject:** *Capital Approvals for Month 02 2018/19*

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

Which Cabinet Member Portfolio does this relate to? ***Finance and Resources***

Which Scrutiny and Policy Development Committee does this relate to?

***Overview and Scrutiny Management Committee***

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

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

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:**

*This report provides details of proposed changes to the Capital Programme as brought forward in Month 02 2018/19.*

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**Recommendations:**

Cabinet is recommended to:

- Approve the proposed additions and variations to the Capital Programme listed in Appendix 1, including the procurement strategies and delegate authority to the Director of Finance and Commercial Services or nominated Officer, as appropriate, to award the necessary contracts

**Background Papers:  
Appendix 1, Appendix 2**

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>Marianne Betts</i>
	Legal: <i>Sarah Bennett</i>
	Equalities: No
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b> <i>Eugene Walker</i>
3	<b>Cabinet Member consulted:</b> <i>Councillor Olivia Blake Cabinet member for Finance and Resources</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Damian Watkinson</i>
	<b>Job Title:</b> <i>Finance Manager Business partner Capital</i>
<b>Date:</b> 04 July 2018	

# **MONTH 02 2018/19 CAPITAL APPROVALS**

## **1. SUMMARY**

1.1 A number of schemes have been submitted for approval in line with the Council's capital approval process during the Month 02 reporting cycle. This report requests the relevant approvals and delegations to allow these schemes to progress.

1.2 Below is a summary of the number and total value of schemes in each approval category:

- 7 additions of specific projects to the capital programme creating a net increase of £11.1m;
- 16 variations of specific projects and recognition of allocations in the capital programme creating a net decrease of £8.8m; and
- 1 requests for feasibility for noting only creating a net increase of £50k.
- 1 change of scope with no change to budget.
- 1 change to procurement strategy with no change to budget.

1.3 Further details of the schemes listed above can be found in Appendix 1.

## **2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

2.1 The proposed changes to the Capital programme will improve the recreational leisure facilities, schools, roads and homes used by the people of Sheffield, and improve the infrastructure of the city council to deliver those services.

## **3. BACKGROUND**

This report is part of the monthly reporting procedure to Members on proposed changes to the Council's capital programme.

## **4. OUTCOME AND SUSTAINABILITY**

4.1 By delivering these schemes the Council seeks to improve the quality of life for the people of Sheffield.

## **5. OTHER IMPLICATIONS**

### **5.1 Finance Implications**

The primary purpose of this report is to provide Members with information on the proposed changes to the City Council's Capital Programme further details on each scheme are included in Appendix 1.

### **5.2 Procurement and Contract Award Implications**



This report will commit the Council to a series of future contracts. The procurement strategy for each project is set out in Appendix 1. The award of the subsequent contracts will be delegated to the Director of Financial and Commercial Services.

### **5.3 Legal Implications**

Any specific legal implications in this report are set out in Appendix 1.

### **5.4 Human Resource Implications**

There are no direct Human Resource implications for the Council.

### **5.5 Property Implications**

Any specific property implications from the proposals in this report are set out at Appendix 1.

## **6. ALTERNATIVE OPTIONS CONSIDERED**

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

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 The proposed changes to the Capital programme will improve the services to the people of Sheffield
- 7.2 To formally record changes to the Capital Programme and gain Member approval for changes in line with Financial Regulations and to reset the capital programme in line with latest information.
- 7.3 Obtain the relevant delegations to allow projects to proceed.

**Finance & Commercial Services | Commercial Business Development**

**June 2018**

	Priority / Scheme Name / Variation Type	Value £	Procurement
<b>A</b>	<b>Economic growth</b>		
	New additions		
	<p><b>Portobello Cycle Route</b></p> <p>This project addresses the Council's corporate objective of increasing active travel. This forms part of the overall transport strategy designed to improve travel choice and tackle congestion. One key element of this is to create an environment for people of all ages to walk and cycle where the interaction with motorised traffic is minimised.</p> <p>The scope of this project is to provide a 0.75km extension of an existing cycle route from the University of Sheffield to Mappin Street via Portobello, providing better connectivity between the University of Sheffield and surrounding area to the Heart of the City II area of the City Centre and the transport interchange. Delivery of the scheme is a requirement of £2.5m of Sheffield City Region Investment Fund (SCRIF) investment which has been received to support the Heart of the City Highways Enabling Works.</p> <p>Feasibility work has been conducted and the scheme now is ready to move onto the delivery stages.</p> <p>Planned works include changes to the highway, improvements to road crossing points and some minor uplift in public realm and is expected to be delivered in two phases – Phase 1 by March 2019 and phase 2 by December 2019.</p> <p><b>Funding</b></p> <p>Total project value = £1,041,000</p> <p>Costs incurred up to March 2018 totalled £123k and were funded from the Local Transport Plan (LTP)</p> <p>The remaining costs of the scheme are to be funded from Prudential Borrowing as part of the Heart of The City II investment programme. This does not represent an overall increase in the borrowing costs for the Heart of the City II scheme as £1m of SCRIF received in 17/18 has reduced previous borrowing requirements.</p> <p>Total 18/19 variation = £917.1 increase in Prudential Borrowing</p>	917.1k	Works undertaken by Amey Hallam Highways under Schedule 7 of our existing Streets Ahead contract
	Variations and reasons for change		

	<p><b>Inner Relief Road Junctions Scheme (Budget Increase)</b></p> <p>This scheme will deliver investment in three junction improvements on the Inner Relief Road and the provision of three traffic lanes in both directions between Alma Street/Savile Street. The project will contribute to:</p> <ul style="list-style-type: none"> <li>• improved accessibility to development sites</li> <li>• increased highway capacity on the Inner Relief Road</li> <li>• reduced journey times by all traffic modes</li> <li>• reduced traffic congestion and its attendant contribution to air quality</li> <li>• better connectivity to and through the city centre</li> </ul> <p>Current forecast costs for the whole scheme are £3.7m delivery of which is dependent on final ratification of SCRIF funding of approximately £3.4m</p> <p><b>Funding</b></p> <p>Approval was originally given by Cabinet in January 2017 to conduct the initial feasibility at a cost of £120k funded from New Homes Bonus. Subsequently a further £183k Local Transport Plan Funding (LTP) was allocated to continue design work. A further £40k has been allocated from the LTP to allow continuation of detailed design work in order to meet SCRIF funding timescales required for the delivery phase.</p>	40k	<p>Design to be completed by SCC's in-house service.</p> <p>Surveys to be procured by closed competitive tender.</p>
<b>B Transport</b>			
New additions			
	<p><b>Oughtibridge Road Safety</b></p> <p>Sheffield City Council has a statutory duty under the Road Traffic Act 1988 to promote road safety. This project will link into the Accident Savings Programme and will form part of the Council's Citywide Accident Saving Programme to reduce actual and the fear of, road traffic collisions by implementing road safety engineering schemes at sites with high injury collision rates in the City.</p> <p>The aim is to address the collision rate on Bridge Hill, Oughtibridge by reversing the current one way system at a cost of £82k.</p>	82k	<p>Design and project management undertaken in-house; works procured through Amey Hallam Highways under Schedule 7 of our existing Streets</p>

<p><b>Funding</b> Funded from Local Transport Plan (LTP) funding.</p>		Ahead contract
<p>Variations and reasons for change</p>		
<p><b>Nether Edge Transport Study (Feasibility – To note only)</b> Owing to traffic growth associated with City Centre commercial development, traffic congestion is expected to markedly worsen by 2025. The draft Transport Strategy proposes that the Council develops a rolling programme of cycling improvements to aim to reduce car journeys in the City Centre and Inner Ring Road. A study conducted by the Department of Transport suggests if conditions for cycling are similar to those in the Netherlands, there is a scope to significantly reduce car commuting trips from the City Centre.  The aim of this project is to inform the Transport Strategy by undertaking a study and produce a report on what options exist to achieve the objectives including expected costs and timescales.  <b>Funding</b> The cost of the study will be £50k and funded from Local Transport Plan (LTP) funding.</p>	50k	<p>Feasibility works undertaken by the in-house service, supplemented by external provision (procured through competitive quotations) as required.  Modelling work will be procured by call off from Sheffield’s Transport Modelling framework agreement by direct selection.</p>
<p><b>Blackburn Valley Cycle Route (Budget Increase – Funding Change)</b> The Blackburn Valley route forms part of the strategic network from residential areas to employment, education, leisure and other locations in and around junction 35A. The project was initially approved in 2015 to provide an improved cycle network funded from Sustainable Transport Exemplar Programme (STEP) funding.  However, due to land right issues the project did not completed as expected in 2017/18. As a result, £250k Local Transport Plan funding is to be added to complete an 800m section of the route between Butterthwaite Lane and Loicher Lane which will be progressed through a Legal Order</p>	+250	n/a unchanged
<p><b>City Centre 20 mph (Phases 2 &amp; 3 delivery) (Budget Increase)</b> In March 2012, the Council Highways Committee approved the ‘Sheffield 20 mph Speed Limit Strategy’ with the long-term objective to establish 20 mph as the maximum speed in appropriate residential areas</p>	120k	Works undertaken by Amey Hallam Highways under

<p>of Sheffield and the City Centre.</p> <p>The City Centre 20 mph project introduces a 20mph speed limit in the City Centre. It is to be delivered in 4 phases. Procurement of phase 1 was approved in February 2018 with a budget of £123k for phase 1 delivery and phases 2 &amp; 3 preliminary design. Approval for design and delivery of phases 2 and 3 is now required.</p> <p><b>Funding</b></p> <p>The total capital cost of delivering phases 1 to 3 is £283k with a commuted sum value of £155k. Therefore a further £160k of capital funds is required in addition to the £123k previously approved.</p> <p>Local Transport Plan funding of £120k is to be added to the project to enable the delivery of phases 1 to 3 in 2018-19.</p> <p>In addition an element of phase 1 will deliver a 20mph area around the Heart of the City II quadrant at a cost of £40k. This portion will be funded from the Sheffield City Region Investment Fund and has been the subject of separate approval.</p> <p>The aim is to deliver phase 4 in 2019-20, subject to available funding.</p>		<p>Schedule 7 of our existing Streets Ahead contract</p>
<p><b>Langsett Forbes Road Accident Savings (Budget Reduction)</b></p> <p>This project links into the Accident Savings Programme, which forms part of the Council’s Citywide Accident Saving Programme.</p> <p>In order to minimise disruption to the public and deliver the scheme most efficiently, the proposed works to carry out modifications to a pedestrian crossing are now to be re-scheduled into 2019/20 to coincide with tram track works.</p> <p>As a result, the Local Transport Plan (LTP) allocation for the project has been reduced by £164k, enabling this allocation to be re-prioritised on LTP funded projects in 2018/19.</p> <p>Further approvals for this scheme will be progressed in 2019/20 (subject to next financial year’s LTP funding allocation).</p>	<p>-164k</p>	<p>n/a</p>
<p><b>Early Measures Fund (Confirmation of procurement strategy only)</b></p> <p>The Council was successful in bidding for £1.247m to invest in air quality improvement projects.</p> <p>Initially a feasibility study will be carried out at a cost of £35k in the following areas:-</p> <p>Electric Taxi Trials (£10k) – enabling Sheffield Hackney drivers to trial plug in vehicles</p>	<p>n/a</p>	<p>Consultant for public chargers project to be procured by closed competitive tender.</p>

	<p>Public Chargers (£20k) – the installation of rapid charging points for public and taxi use.</p> <p>Monitoring &amp; Evaluation (£5k) – assessing the impact of the projects</p> <p>In addition to the above feasibility study, an additional £25k will be used to fund detailed design of a change to the traffic signals at two locations on Abbeydale Road. This is to improve the traffic flow with a view that fewer vehicles stopping at the signals will reduce air pollution.</p>		<p>Surveys for Electric Taxi Trials by closed competitive tender.</p> <p>Detailed design for Abbeydale Rd, direct award to Amey Hallam Highways under schedule 7 our existing Streets Ahead contract</p>
	<p><b>Local Transport Plan Block (LTP) Allocation (Budget Reduction)</b></p> <p>This block allocation represents the current value of LTP funds not formally allocated to specific projects.</p> <p>This variation represents the drawdown of funds for projects brought forward for approval this month:</p> <p>Opening balance £1,500k</p> <ul style="list-style-type: none"> <li>- £20k – Broomhall Pedestrian &amp; Cycle Route</li> <li>- £50k – Nether Edge Transport Study</li> <li>- £82k – Oughtibridge Road Safety Scheme</li> <li>- £40k – Inner Relief Road Junction Schemes</li> <li>- £120k – City Centre 20mph Zones</li> <li>+ £164k Langsett Forbes Accident Saving Scheme</li> </ul> <p>Revised Balance = £1352k.</p>	<p>-148k</p>	
<b>C</b>	<b>Quality of life</b>		
	New additions		
	<b>Brown Bin Implementation – Twin Bin</b>	4,489K	N/A delivered



	<p>Sheffield City Council is in an Integrated Waste Management Contract (IWMC) with Veolia until 2036. In 2015, a Waste Contract Review Project was commissioned to consider if there was an alternative approach to how waste services were being delivered in Sheffield which offered improved value. In December 2017, the project reported to Cabinet that an agreement had been reached with Veolia that offered the required annual saving.</p> <p>A change to the how the recycling service in Sheffield is delivered was a key part of this agreement. This change is the replacement of the blue box with a brown bin.</p> <p>To ensure that it was delivering the best value for its residents, it was agreed that the Council would fund the purchasing of containers using its own capital funds. This reduces the ongoing revenue costs of the service to the Council as well as reducing the implementation costs.</p> <p>Project Costs: Containers £4,143K Project Support £346K TOTAL £4,489K</p> <p>Currently, the scheme is anticipated to be funded by Prudential Borrowing charged at 5% over 18 years (the remaining life of the Contract) at an annual revenue charge of £368k to the Waste service, costing £6,620k in total including interest. This has been included in the 2018/19 revenue budget planning process. However, it may be that subject to further budget reviews, an element of the project costs are funded by means of a revenue contribution. It will not be possible to crystallise this until actual project costs are realised. These figures are therefore a ‘worst-case scenario’ for our levels of borrowing.</p> <p>Savings to the Council as a result are predicted as £750K over the 18 years which is £13,500K in total.</p> <p>The approval of the overall Waste Management Strategy was previously approved at Cabinet in December 2017</p>		<p>under existing Waste Management Contract</p>
<p>Variations and reasons for change</p>			
	<p>None</p>		
<p><b>D Green and open spaces</b></p>			
	<p>New additions</p>		

	None		
	Variations and reasons for change		
	None		
<b>E</b>	<b>Housing growth</b>		
	New additions		
	None		
	Variations and reasons for change		
	None		
<b>F</b>	<b>Housing investment</b>		
	New additions		
	<p><b>Hanover Tower Block Cladding</b></p> <p>Following the removal of the original cladding on the Hanover Tower Block (as a precaution following the Government’s test on cladding) there is now an urgent need to install new, solid metal cladding to replace the panels which have been removed.</p> <p>The scope of works will include the installation of the cladding, including insulation, the replacement of any damaged parts of the frame from which the cladding is suspended and any ‘making good’ required, such as resealing around windows.</p> <p>Total costs of the scheme are £3,460k</p> <p>Government funding may cover the costs of this scheme. However this has not yet been fully confirmed. In order to allow this work to progress, it will be initially cash-flowed from HRA funds allocated for Essential Investments.</p>	3,460K	Single source tender by negotiation
	<p><b>Council Housing Onsite Acquisitions</b></p> <p>A developer is currently building 207 new homes on land south of Arnold Lavers at Oxclose Park Way</p>	1,871K	N/A as not a procurement exercise. This is a

<p>and Deepwell Drive in Halfway. There is a 10% Affordable Housing S106 requirement. This scheme addresses this requirement.</p> <p>In 2016, SCC expressed a preference for an off-site contribution, however, the developer prefer to meet the requirement on-site and SCC has to accept this as it is policy compliant.</p> <p>The scheme is a mixed development of 2, 3 and 4 bedroom family housing and the proposed Affordable Housing reflects this mix. The new homes will comply with Planning Permission and Building Regulations and with NHBC 2017 (or subsequent revisions as appropriate).</p> <p>SCC has negotiated the provision of 25 affordable properties at the transfer price.</p> <p>By buying these properties from the developer the Council is contributing towards Tackling Inequalities for those Sheffielders who, at present, are waiting for suitable accommodation. The new homes - acquired under a S106 Agreement - should be affordable to those on low or insecure incomes and occupied by those in greatest need.</p> <p>Funded by HRA and 1-4-1 Receipts via funds.</p>		property acquisition.
<p>Variations and reasons for change</p>		
<p><b>Essential Investments (CHS) (Budget Reduction)</b></p> <p>This budget represents the HRA block allocation for Essential Investments into the council housing estate. In order to progress the re-cladding works at Hanover in advance of confirmation of central government funding provision is being made from this allocation to cash flow the scheme.</p> <p>Current 18/19 balance £2,600K - £2600K = 0</p> <p>Current 19/20 balance £6,028K - £860k = £5,168K</p> <p>Current 20/21 balance £3,400K - £0 = £3,400</p> <p>Current 22/23 balance £2,200K - £0 = £2,200</p> <p>Current Total £14,228K - £3,450K = £10,778</p>	-3,460K	N/A
<p><b>Stock Increase (Budget Reduction)</b></p> <p>This budget represents the HRA block allocation for the Council Housing Stock Increase Programme.</p>	-1,871K	N/A

<p>Therefore the funding for the Taylor Wimpey Acquisitions (above) to be taken from this.</p> <p>Current 19/20 balance £1,170K - £1,170K for Onsite Acquisitions = £0</p> <p>Current 20/21 balance £12,383K - £702K for Onsite Acquisitions = £11,681</p> <p>Current 21/22 balance £30,941K</p> <p>Current 22/23 balance £34,644K</p> <p>Total current budget £79,136K - £1,871K = £77,265K remaining</p>		
<p><b>EWI Non-Traditional Package 1 (Budget Reduction)</b></p> <p>Sheffield City Council’s housing stock contains 15 non-traditional property archetypes which make up around 3,400 low rise properties built using pre-cast reinforced concrete frames or panels, in-situ poured concrete panels, timber or steel framed structures.</p> <p>These types of properties have received varying degrees of investment over the years including significant amounts of demolition, maintenance and repair of defects and some longer term solutions in the 1990’s and 2000’s.</p> <p>Most of these properties have been included in a 5 year plan for ‘standard’ measures of work such as central heating, double glazed windows &amp; loft insulation, and elemental work.</p> <p>Due to construction methods it’s not possible to improve all these properties with a standard work package alone leaving around 861 falling below energy efficiency targets.</p> <p>4 packages of works were therefore designed to give these properties at least a 30 year life and to insulate them creating homes that are easier to heat, have reduced energy bills, and mitigate against fuel poverty. The contract for package 1 for 174 Reemas &amp; 5M’s is ready to be awarded.</p> <p>Project Costs:</p> <p>Contract Works £2,492K</p> <p>Contract Provisional Sums £275K</p> <p>Fees £53K</p> <p>Contingency £367K</p> <p>Total £3,187K</p>	<p>-550K</p>	<p>N/A</p>

<p>Current 18/19 budget £1,475K + £712K re: contract award = £2,187K                  Current 19/20 budget £2,003K - £1,003 re: contract award = £1,000K                  Current 20/21 budget £259K - £259K re: contract award = £0                  Total current budget £3,737K - £550K = £3,187K                  Therefore the costs are £550K less than estimated in the Outline Business Case, this balance to be returned the HRA block allocation for Roofs &amp; Externals for future use.</p>		
<p><b>Roofs &amp; Externals (CHS) (Budget Increase)</b>                  This budget represents the HRA block allocation for investments into Roofing and Externals in the Council Housing Stock. Therefore the funding transferred to package 1 of the EWI scheme (see above) now not required to be returned to this block allocation.                  Current 20/21 balance £8,719K + £551K from EWI = £9,269K                  Total current budget £37,599 + £550K from EWI = £38,150K</p>	550K	N/A
<p><b>Housing Programme Management Costs General Fund (Budget Reduction)</b>                  The current budget on this BU is to cover the Places 4 People nomination rights payment and Programme Management costs i.e. staff time spent on non-HRA activities. It has been identified that the staff charges are no longer funded from this source and that the final Places 4 People payment in 20/21 will be for a half year only.                  These variations will bring the budget in line with the forecasting and therefore avoid variances that need to be explained each month.                  Current 18/19 budget £5,696K - £276K to remove staff recharges = £5,420K                  Current 19/20 budget £5,696K - £276K to remove staff recharges = £5,420K                  Current 20/21 budget £5,696K - £2,986K to remove staff recharges and half the P4P budget = £2,710K                  Current 21/22 budget £296K - £296K to remove staff recharges = £0K                  Current 22/23 budget £296K - £296K to remove staff recharges = £0K                  Total current budget £17,680K - £4,130K = £13,550K                  Funded by various funding sources available e.g. land receipts, RTBs</p>	-4,130K	N/A

<p><b>Regional Housing Board Loans HAL (Budget Increase)</b></p> <p>It has been agreed by the Regional Steering Group that 2 years running costs (in addition to the current financial year) must be maintained to operate the service. Therefore £200K has been added to 20/21.</p> <p>Current total budget £400K (£200K in 18/19 and 19/20)</p> <p>New total budget £600K, £200K per year to 20/21</p> <p>Funded by loan funds already collected and held on the balance sheet.</p>	<p>200K</p>	<p>N/A</p>
<p><b>York - NY Sub Region Home Appreciation Loans (HAL) (Budget Increase)</b></p> <p>Loans administered on behalf of York City Council have now increased from 3 to 6 therefore the budget has been increased.</p> <p>Current 18/19 budget £43K + £32K for 3 more loans = £75K</p> <p>Total current budget £43K + £32K = £75K</p> <p>Funded by loans funds already received from York City Council and held on the balance sheet</p>	<p>32K</p>	<p>N/A</p>
<p><b>Wakefield - WY Sub Region HAL (Budget Increase)</b></p> <p>To restart the delivery of Home Appreciation Loans on behalf of Wakefield MD Council who require 3 loans to be processed.</p> <p>Current 18/19 budget £0K + £68K for 3 loans = £68K</p> <p>Total current budget £0K + £68K = £68K</p> <p>Funded by loans funds already received from Wakefield MD Council and held on the balance sheet</p>	<p>68K</p>	<p>N/A</p>
<p><b>Hull - Humber Sub Region HAL (Budget Increase)</b></p> <p>Loans administered on behalf of Hull City Council have now increased from 39 to 54 (an additional 15) therefore the budget has been increased.</p> <p>Current 18/19 budget £504K</p>	<p>197K</p>	<p>N/A</p>

	<p>Current 19/20 budget £0K + £197K for 15 more loans = £197K                  Total current budget £504K + £197K = £701K                  Funded by loans funds already received from Hull City Council and held on the balance sheet</p>		
	<p><b>NE Lincs - Sub Region HAL (Budget Increase)</b>                  To restart the delivery of Home Appreciation Loans on behalf of North East Lincolnshire Council who require 4 loans to be processed.                  Current 18/19 budget £0K + £41K for 4 loans = £41K                  Total current budget £0K + £41K = £41K                  Funded by loans funds already received from North East Lincolnshire Council and held on the balance sheet</p>	41K	N/A
<b>G People – capital and growth</b>			
New additions			
	<p><b>Dobcroft Mobile Classroom Replacements</b>                  This project involves the demolition and replacement of two mobile classroom units situated at Dobcroft Junior School; a single and double unit. The condition of the units has deteriorated and they are no longer considered to be in an acceptable condition to allow either for their continued use or repair.                  Funded from the Department for Education (DfE) Condition Fund.</p>	282k	Closed competitive tender process to Yorkshire-based contractors
	<p><b>Early Years 30Hrs – Crosspool Pre School</b>                  This is a small scheme to renovate a small storage room and generate 2 extra pre-school Early Years places to be based at Lydgate Infant School, Sheffield, S10.                  Works expected to be complete by September 2018.                  To be funded by a revenue contribution to capital of £5,590 from a '30 Hours Delivery Support Fund' of £74,770 received March 2018.</p>	6k	N/A as not an SCC procurement exercise. Funds to be delegated to School; SCC to check invoices



	.		before payment.
Variations and reasons for change			
	<p><b>Ecclesall Infants School – Mobile Classroom Demolition (Change to procurement strategy only)</b></p> <p>Part of the Ecclesall Infant expansion programme has involved the temporary use of two mobile classrooms to support on the Ecclesall Junior School site. It was within the original scope of the expansion plan that the mobiles in question would be removed from site. Following surveys, it is not possible to repair or reuse these mobiles other sites. These works were originally to be procured through the Ecclesall Infants Permanent Expansion contract. However, an alternative method of procurement will deliver the most economically advantageous tender for the Council.</p> <p>Funding has already been approved as part of the Ecclesall Infants Permanent Expansion contract. This is a variation to procurement route only.</p>	N/A	SCC's corporate demolitions framework
	<p><b>Beighton Nursery &amp; Infants Structural Works - Basement Repairs (Budget Increase)</b></p> <p>This scheme will replace the basement roof at Beighton NI School, Sheffield, S20. This variation seeks approval to increase the budget by £43,650 following an initial feasibility budget of £5,950 to provide an options appraisal. The works are necessary now to help prevent risk of additional remedial costs, due to water continuing to leak on the steel beams and concrete roof leading to further corrosion.</p> <p>Works expected to be complete by September 2018.</p> <p>Funded from the DfE Condition Funding Block Allocation.</p>	44k	Closed competitive tender to local contractors.
<b>H</b>	<b>Essential compliance and maintenance</b>		
New additions			
Variations and reasons for change			
	<p><b>Corporate Buildings Essential Replacement (CBER) – Structure 2017-19 (Change in scope)</b></p> <p>This scheme was originally approved in February 2017 with a budget of £560k as part of an overall £3.3m CBER Programme and this request is to request a change in scope to correct an error previously restricting it to boundary wall works and to widen that scope to more general structural repairs as required across the Council's buildings estate.</p>	N/A	No change; closed competitive tender process to local contractors

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**Author/Lead Officer of Report:** Lisa Firth – *Head of Parks & Countryside*

**Tel:** (0114 2053964)

**Report of:** Laraine Manley, Executive Director Place

**Report to:** Cabinet

**Date of Decision:**

**Subject:** Endcliffe Park Charity – Car Parking

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <b>Culture, Parks and Leisure</b>				
Which Scrutiny and Policy Development Committee does this relate to? <b>Economic and Environmental Wellbeing</b>				
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>Ref number 1209.</i>				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				

**Purpose of Report:**

**Introduction**

This report seeks Charity Trustee approval to implement charges / restrictions for the benefit of park users needing to visit Endcliffe park by car by installing pay and display machines, signage and remarking the parking bays.

## Recommendations:

Introducing the charges and the restrictions outlined within this report are viewed as being in the best overall interests of the Charity and park users. It is recommended that Cabinet in their role as the Endcliffe Park Charity Trustees:

- a) approve the introduction of the 3 hour car parking restriction, the associated Traffic Regulation Order required to enforce this, and the charging policy outlined within Endcliffe Park.
- b) approve the installation of a pay and display machine signage and the marking out of designated parking bays in the area shown on the plan attached to this report.
- c) (subject to obtaining the approval of the Charity Commission) approve the use of the Council's Parking Services section to manage monitor and enforce the parking charges and to maintain all signage and equipment and to pay the costs of these goods and services to Parking Services from the Charity account.
- d) agree that any net income generated from car parking charges will be reinvested back into the park for environmental upkeep and improvement for the benefit of its users and with the object of improving the park.
- e) Grants authority to the Director of Legal and Governance to apply to the Charity Commission for an order to authorise payment from the Charity to Parking Services as a "connected person".

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Paul Schofield
		Legal: David Sellars/Leonie Wallace
		Equalities: AnneMarie Johnson / Beth Storm
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	<b>EMT member who approved submission:</b>	Laraine Manley
3	<b>Cabinet Member consulted:</b>	Cllr. Mary Lea
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> Lisa Firth	<b>Job Title:</b> <i>Head of Parks &amp; Countryside</i>
	<b>Date: 1st June 2018</b>	

1.	<b>PROPOSAL</b>
1.1	<p>Endcliffe Park is held by the Council under a charitable trust. There is a small public car park within the park providing 19 (2 disabled) free unrestricted parking spaces for park visitors and is accessed from Rustlings Road located in the area shown marked on the plan attached to this report (“the Parking Area”).</p> <p>Research by Sheffield Hallam University shows that 49% of visitors to the park are from outside of the immediate area (S10 &amp; S11), of which, 42% drive to the site. Further, Parks &amp; Countryside Service (P&amp;C) monitoring has evidenced that the car park is increasingly being used by city centre commuters for all day parking. Both factors are placing increased pressure on the surrounding highway network and reducing the availability of disabled parking for visitors to the park.</p> <p>Implementing a charge as a demand management strategy would be a way forward. This would also have the desired effect of reducing the use of the car park by commuters. Consequently, car parking controls and charges are now needed and implementing a charge as a demand strategy is the proposed way forward.</p> <p>Approval from Cabinet, as charity trustees, is being sought to implement them and to install the necessary equipment line marking and signage. The council is not legally required to make this change; however, it is felt necessary for the purpose of relieving and preventing the congestion of traffic, as well as for the benefit of park users.</p>
1.2	<p>It is proposed that:</p> <ul style="list-style-type: none"> <li>• parking places are designated by marking out parking bays within the Parking Area and a restriction of 3 hours maximum car parking within those parking bays is applied by way of a new Traffic Regulation Order (TRO) administered via the council’s parking services section (evidence from SHU shows the average length of stay per visit between May and August is 2 hours 19 minutes).</li> <li>• pay and display ticket machines are installed within the Parking Area and a tariff is set of 50p per hour.</li> <li>• the hours of charging will be 9.30am until 6pm, 7 days a week.</li> <li>• blue badge holding disabled drivers will not be charged for parking within the Parking Area and may stay for an unlimited time, in line with city wide policy and practice (subject to park normal opening / closing restrictions and special events).</li> <li>• subject to obtaining the approval of the Charity Commission the Charity shall use and pay for the Council’s Parking Services section to manage monitor and enforce the parking charges and to maintain all signage and equipment and this shall be carried out in accordance with charities legislation and guidance from the Charity Commission.</li> </ul>
1.3	<p>All income raised from the payment of parking charges in the Parking Area shall be ring-fenced and paid into the Charity account for Endcliffe Park. From this income the cost of managing monitoring and enforcing car parking charges and maintenance of equipment and signage shall be paid to Parking Services who will carry out this service on behalf of the Charity and this shall be accounted for</p>

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in the Charity accounts as an expense. The net income after deduction of these costs shall be used for the purposes of the Charity.

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

2.1 The charity's governance document is a conveyance dated 15<sup>th</sup> October 1885. The objects of the charity are public walks and leisure gardens.

2.2 Sheffield's Corporate plan 2015 -18 aims to ensure that "*high quality parks and open spaces.*" are provided for people to use and enjoy. Endcliffe Park is a key city visitor destination site within Sheffield's Outdoor City offer and some visitors need to access the park by car.

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

3.1 Subject to Trustee approval, the scheme will be publicly advertised and any feedback received will be considered, as part of the proposed scheme prior to implementation. In the event that any feedback resulting from the consultation process has the potential of impacting upon the Trustee's decision on the proposals in this report then this will be referred back to the Trustee for the Trustee's further consideration. The Park's Friends Group have been consulted and support the proposal and business franchises (café / fayre) have been made aware of the proposal.

Before making the TRO, the Council (as traffic authority) must publish a notice of its intention to make the TRO (a "notice of proposals") in a local newspaper. Where the order relates to an off-street parking place, a brief description of that place and its location must be provided. Anyone can object to the making of a TRO within 21 days beginning with the date the traffic authority has complied with the publicity requirements. Before making the TRO, the Council must consider all objections made and not withdrawn. The Council can also make an order in part by giving effect to some of the proposals, while deferring a decision on the remainder.

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

### **4.1 Equality of Opportunity Implications**

4.1.1 Endcliffe Park is held by the Council on charitable trust with the object to provide public walks and pleasure grounds for the purposes of amateur sport, the environment and conservation/heritage for the benefit of the general public by providing buildings facilities and open space.. Car parking spaces are needed by park visitors including Blue Badge holders and the proposal within this report will ensure continued and improved levels of access.

### **4.2 Financial and Commercial Implications**

4.2.1 To introduce the controls and charges outlined and required at the park, it is estimated that the cost of ticket machine installation and the associated works required will be around £7,500. Installation of a ticket machine to introduce the controls and charges will be funded through a one-off capital grant of approximately £7500 from the Parks core revenue budget..

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4.2.2 The ongoing revenue costs incurred by Parking Services relating to managing, monitoring and enforcement of parking charges shall be debited to the Charity accounts pursuant to the Service Level Agreement appended to this report.

4.3 Legal Implications

4.3.1 The use of Parking Services and payment to Parking Services of the costs of managing monitoring and enforcement of parking charges is classed under charities legislation as payment for services and goods provided by a “connected person” as Parking Services is part of Sheffield City Council which is the sole trustee of the Charity. Charities legislation permits a charity to pay a trustee or connected person for the supply of services over and above normal trustee duties where the charity trustees agree that the service is required by the charity and that it is in the charity’s best interests to make the payment (subject to compliance with certain other conditions – see below).

4.3.2 It is proposed that an SLA arrangement will be entered into to administer the ongoing running costs and income received from parking charges. Any income raised from the parking area will be ring fenced and paid to the Charity. The Charity will incur costs relating to the managing, monitoring, enforcing and maintenance of the car park by parking services. Any surplus arising will be kept by the Charity for its own use, however it should also be noted that should income raised not be sufficient to meet the costs of Parking Services, the Charity would in these circumstances incur a deficit which will be met by an increased general fund revenue contribution to the Charity from Sheffield City Council.

4.3.3 The Charity Commission advises that all of the following conditions must be met before the Charity can validly pay Parking Services for providing the services and goods to the Charity:

- there must be a written agreement between the Charity and Parking Services;
- the agreement must set out the exact or maximum amount to be paid;
- the trustee concerned may not take part in decisions made by the trustee board about the making of the agreement, or about the acceptability of the service provided;
- the payment is reasonable in relation to the service to be provided;
- the trustees are satisfied that the payment is in the best interests of the Charity;
- the trustee board follows the ‘duty of care’ set out in the 2000 Act;
- the total number of trustees who are either receiving payment or who are connected to someone receiving payment are in a minority;
- there is no prohibition against payment of a trustee.

It is also a condition that, before entering into this type of agreement, trustees must ‘have regard to’ the commission’s guidance on the subject (see CC11 Trustee Expenses and Payments Charity Commission guidance published 1 March 2012 appended to this report. The trustees must be able to show that:



- they are aware of this guidance;
- in making a decision where the guidance is relevant, they have taken it into account;
- if they have decided to depart from the guidance, they have a good reason for doing so.

Because the Council is sole trustee of the Charity it is unable to satisfy all of the above conditions and therefore an order must be obtained from the Charity Commission before implementing this proposal.

4.3.4 A Traffic Regulation Order will be required to secure and control spaces needed by park visitors.

Section 122 of the Road Traffic Regulation Act 1984 (“the Act”) imposes a general duty on the Council to exercise its functions under the act to “secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway”. Collectively, these criteria may be referred to as “traffic management purposes”.

The Council may provide off street parking places under section 32 of the Act where it appears necessary for the purpose of relieving or preventing congestion of traffic. The Council shall, by order, prescribe any charges to be paid for vehicles left in a parking place designated by the order.

Section 55 of the Act requires that the Local Authority keep an account of their income and expenditure in respect of designated parking places. This includes ‘pay and display’ income. The ring-fenced account is referred to as the Specialist Parking Account. Section 55(4) of the Act sets out the purposes for which any surplus income in respect of designated parking places can be used. These purposes include the provision and maintenance of off street parking, and the improvement and maintenance of public open space, in this instance, Endcliffe Park.

## 5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Not implementing this proposal would mean that the car park will continue to be used by commuters. Monitoring shows that commuter car parking can be as high as 70% of weekday use. It would not be practical to close the car park area off without affecting park users.

5.2 Using another provider other than parking services to carry out installation and monitoring of the parking service has been considered but discounted. Parking Services as part of Sheffield City Council has a best value process in place for the supply, installation and monitoring of equipment in addition to ensuring that council services obtain best value and no additional fees are added by Parking Services. Therefore the charity receives the full benefit of this best value exercise. The charity does not have its own employees who could carry out this function. Parking Services has access to contracts that supply pricing for local authorities that is much more competitive than smaller private sector operators due to its size and purchasing power. For example the pay and display machines and cash collection contracts. These are passed on at cost. Also public sector parking enforcement is better regulated than private

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enforcement. Private operators can choose whether to sign up to a code of practice from an industry body, where local authority enforcement is regulated by legislation, and LA's have to be regulated by an independent body, PATROL. This ensures the charity provide a fair, consistent enforcement process.

**6. REASONS FOR RECOMMENDATIONS**

6.1 Introducing the charges and the restrictions outlined within this report are viewed as being in the best overall interests of the Charity and park users. The proposal will ensure that more parking is reserved for those wishing to enjoy Endcliffe park and the porter valley for outdoor recreation. It is recommended that Cabinet in their role as the Endcliffe Park Charity Trustee:

- a) approve the introduction of the 3 hour car parking restriction, the associated Traffic Regulation Order required to enforce this, and the charging policy outlined within Endcliffe Park.
- b) agree that any income generated from car parking charges will be reinvested back into the park for environmental upkeep and improvement for the benefit of its users and with the object of improving the park.

## Appendix 1 – Service Level Agreement

# Sheffield Parks Service Level Agreement Enforcement, Maintenance and Cash Collection Services

This agreement is made the 1st day of April 2018  
Between

Sheffield City Council (Parks and Countryside Service)  
Level 3, West Wing, Zone 3 Moorfoot Building, Sheffield, S14PL

And

Sheffield City Council (Parking Services) of  
Level 3, West Wing, Zone 1 Moorfoot Building, Sheffield, S14PL

### WHEREAS

**A** The Parks and Countryside Service (the 'Client') has commissioned the installation of

A pay and display payment meter for car parking at Endcliffe Park

**B** The Client requires a range of services from Parking Services (the 'Contractor') in order to  
Support the delivery of this service.

Sheffield Parks \* consists of the following parks

- Graves Park
- Millhouses Park
- Hillsborough Park
- Endcliffe Park

### IT IS HEREBY AGREED AS FOLLOWS:

#### 1 Duration

This agreement shall commence on 01/04/18 and shall be renewed annually

#### 2 The service

- I. The Contractor agrees to deliver the following services which form the subject matter of this service level agreement:
- II. Collect the fee income from eight pay and display parking ticket machines when they hold an income of approximately £200 per machine or a maximum frequency of two collections per week.
- III. The income will be banked by Sheffield City Council treasury cashiers. The contractor agrees to arrange for journals to be made

to pay the income from the banking into business units identified by the Client within 2 working days of receiving the details from. These journals will identify that off street parking income is subject to VAT and will transfer the net amount only into the business unit.

- IV. Recharge the associated mobile phone charges arising from the sim card charges for internal modems required to operate the pay and display machines to the client
- V. Manage the Pay By Phone contract to ensure relevant payment information is displayed in the car parks to allow customers to pay using phone, text, app or online.
- VI. Arrange to pay associated costs for Pay by Phone contract and only journal the net income to the identified business units in section II. Costs for reference are
  - i. Merchant fee from council merchant acquirer of 1.59 pence per transaction
  - ii. Transaction fee of 5p per transaction to Pay by Phone
  - iii. Optional text reminder of additional 10p charge if selected by customer
  - iv. Optional text receipt of additional 10p charge if selected by customer (note free of charge email receipt is automatically sent to customer at no cost).

## **2 The service (continued)**

- VII. Replace the ticket rolls in the parking ticket machines when they are anticipated to run out within the next 24 hours.
- VIII. Provide a completed Quarterly reconciliation spreadsheet
- IX. Maintenance and repair of pay & display machines as and when required. Repairs to be effected within 4 hours on maintenance working days unless there is a lead time for parts from the manufacturer .
- X. Vandalism or theft of pay and display machines will not be covered by the contractor and will be covered by the client for any costs incurred and will be invoiced separately.

## **3 Contract Management To Include:**

- Quarterly Meetings to discuss improvement to processes
- Review reports including breakdown of financial summary

## **4 Payment**

- In consideration of the delivery of the Services, the Client will pay the Contractor in

Accordance with the following terms:

In relation to clause 2.II above, the Client shall pay the Contractor the sum of £3.75 per collection.

- The fee will be calculated each quarter and an internal re-charge Shall be made by Parking Services to Parks & Countryside in accordance with paragraph 2.IX above.

- The Contractor shall supply the Client with a completed spreadsheet, showing the income generated and the proposed charges for the service;
- In relation to clause 2.IX above, labour charges will be free of charge and parts / materials charges will be made at cost.
- In relation to clause 2.III, administrative charges will be made free of charge.

**5 Disputes resolution**

Any disputes relating to this Service Level Agreement shall be dealt with by Ian Turner for the Client and Ben Brailsford for the Contractor.

**6 Contract managers**

The Contract manager for the client shall be Ian Turner.  
The Contract manager for the contractor shall be Ben Brailsford.

**In witness whereof the parties signed this agreement**

**The day and year first above written:**

Signed on behalf of  
Parks and Countryside Service Acting by:

Date .....  
Signature .....

Signed on behalf of  
Parks and Sheffield City Council Parking Services  
Acting by:

Date .....  
Signature .....



**Author/Lead Officer of Report:** Paul Billington,  
Director of Culture and Environment

**Tel:** 273 4700

**Report of:** Eugene Walker  
**Report to:** Cabinet  
**Date of Decision:** 18<sup>th</sup> July 2018  
**Subject:** **Delivery of Sports Hall Provision for the Oasis Academy**

Is this a Key Decision? If Yes, reason for Key Decision:-  
 Yes  No   
 - Expenditure and/or savings over £500,000   
 - Affects 2 or more Wards

Which Cabinet Member Portfolio does this relate to?  
 Culture, Parks and Leisure – Cabinet Member Mary Lea  
 Which Scrutiny and Policy Development Committee does this relate to? Children, Young People and Family Support

Has an Equality Impact Assessment (EIA) been undertaken? Yes  No   
 If YES, what EIA reference number has it been given? *(Insert reference number)*

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:-  
**Part 2 of this report and Appendices are not for publication by virtue of Regulation 20(2) Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 because, in the opinion of the proper officer, it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.**

**Purpose of Report:**

To seek approval by the City Council to the proposed solution to provide the Oasis Academy at the Olympic Legacy Park with an indoor sport facility.



**Recommendations:**

That Cabinet:

1. Approves the selection of Sheffield City Trust as preferred provider of the indoor sports provision for the Oasis Academy, through an expansion of the EISS facility.
2. Notes that approval will be sought through the Council Capital Approval process for the requisite funding from the Schools Capital allocation
3. Delegates authority to the Executive Director of Resources in consultation with the Executive Director of Place and Executive Director of People to agree an appropriate level of grant funding with SCT in line with the figures in this report.
4. Approves the provision of a loan to SCT to secure the funding of the EISS Expansion in line with the figures in this report.
5. Delegates authority to the Chief Property Officer in consultation with Executive Director of Resources and the Executive Director of Place to acquire a sub- lease (or other appropriate legal interest) with SCT to secure the continued rights of use of the facility for the Oasis academy.

**Background Papers:**

Report to Cabinet October 18 2017

<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: Jayne Clarke
	Legal: David Hollis
	Equalities:
<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> Eugene Walker
3	<b>Cabinet Member consulted:</b> Councillor Mary Lea
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.

<b>Lead Officer Name:</b> Paul Billington	<b>Job Title:</b> Director of Culture and Environment
<b>Date:</b> <i>(Insert date)</i>	

## **1. BACKGROUND**

- 1.1 The Council is required by Government, as reflected in the lease, to furnish the Oasis Academy at the Olympic Legacy Park with an indoor sport facility.
- 1.2 A key objective for the Council is also to provide access to a facility that would be aspirational for Oasis school children through sharing of the venue with elite sports people. Equally, alongside school use, the Council is committed to community use of the facility and that the venue is in keeping with the aspirations of the Olympic Legacy Park.
- 1.3 The Council is also seeking a solution that does not require a long term subsidy in relation to day to day operation of the facility.
- 1.4 The school is currently using the English Institute of Sport Sheffield (EISS) on a temporary basis, but as the school grows there is not sufficient room at EISS without its expansion or an alternative venue being provided. Any solution needs to be in place to accommodate the 2019/20 Academic Year.
- 1.5 The Council has therefore considered a number of options for delivering the required sports hall. A list of options was appraised (both independently and by officers) on the basis of cost, risk and deliverability.
- 1.6 The Council has engaged extensively with the relevant parties who would be responsible for the delivery of those options to ensure our full understanding of the possible ways forward.
- 1.7 Details of the options and their relative merits are set out in this report.

## **2. PROPOSAL**

### **2.1 Expansion of EISS by Sheffield City Trust (SCT)**

#### **2.1.1 Summary of Sports Hall Concept**

Sheffield City Trust (the owner of EISS) has produced a business plan to build and operate an extension to the existing facility. The proposal from SCT is to create an additional sports hall as a seamless extension to EISS, together with associated changing rooms and two classrooms. The proposed facility has been designed to meet the school requirements and be available for extensive community use outside those times.

2.1.2 This will be an expansion to the existing EISS sports hall provision and constructed in keeping with the existing building. The expected delivery time for the expansion is 12 months and will be available for the 2019/20 academic year.

2.1.3 The sports hall will be operated on the same basis as the existing EISS but with exclusive free use for the Oasis Academy to meet curriculum requirements.

## 2.2 Lease Structure

The site is already operated by SCT under a 150 year lease from the Council. The Council will secure the ongoing rights of free use of the sports hall for Oasis for the duration of the lease and regardless of the operator.

## 2.3 Funding Proposal

Details of the SCT funding proposals are set out in Part 2 to this report.

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

## 3.1 **Economic**

The EISS already operates without council subsidy and the proposed extension will further improve the financial position of the facility. The venue also attracts and supports major events, extensive community use and elite athletes. An extended venue will offer the opportunity to increase all of these existing benefits.

## 3.2 **Social and sporting**

The EISS already offers a 'melting pot' of community use, schools use, local events, international events and training for elite athletes. The extension proposed will bring daily use by school children from Oasis into this world class venue and see them mixing with the broadest spectrum of role models, from local people through to international athletes and coaches.

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

- 4.1 There is no legal requirement to consult on these proposals. As the proposals set out within this report are largely confidential there has been no formal public consultation. However the principle of provision of sports hall capacity at EISS has been discussed with Oasis and of course with the intended operator, SCT. Equally, extensive discussions have taken place with those involved in the alternative solution considered by the council.

# 5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The Council considered a list of options for the delivery of sports hall capacity for Oasis:
1. Guaranteed use within the arena proposed to be constructed on the Olympic Legacy Park by Park Community Arena Ltd. (PCA) to house the Sheffield Sharks Basketball team.
  2. The Council to build a new stand-alone sports hall to meet the Academy requirements.
  3. Incorporate an indoor sports hall within the stadium proposals on the Olympic Legacy Park.

4. Extend the EISS
  5. The Council to build a new indoor arena to accommodate the PCA operations.
- 5.2 Some of the above options were evaluated on the basis of broad desk-top estimates of relative costs without the engagement with the third party delivery party, others have been evaluated on more comprehensive cost/business plans and associated dialogue.
  - 5.3 Option 3 was discounted from further consideration as it was not aligned with the developers proposals and timescales on the site; option 2 would be costly and fail to meet the aspirations being sought by the Olympic Legacy Park project and option 5 was rejected because it exceeded the Council's statutory obligations in relation to school provision and placed the Council in a potentially high risk situation.
  - 5.4 The Council has further evaluated the remaining two options, including receiving comparable business plans for each. Details are included in Part 2 of this report.

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

### **6.1 Equality of Opportunity Implications**

The proposed extension to the EISS will further bring this world class facility into daily use by children from the Oasis Academy and use by teams and groups from across the city, but in particular from the local community, which is amongst the most economically deprived in the city. In reaching a decision Cabinet should have regard to the Public Sector Equality Duty. There is not considered to be any specific equality implications from the proposal.

### **6.2 Financial and Commercial Implications**

A separate report in Part 2 of this Cabinet report covers the financial and commercial implications of the proposals.

### **6.3 Legal Implications**

The Council is responsible for building new schools that are then operated by Academy trusts. There is a requirement that schools meet curriculum needs for sport. As the indoor sports provision does not form part of the school premises the Council agreed through the lease structures to provide the facilities and is therefore legally bound by that obligation.

In addition to the schools use the new facilities will provide community and other use. The Council has the power to provide for this under s19 Local Government (Miscellaneous Provisions) Act 1976 and this can be by way of grant or loan towards the expenses incurred or to be incurred by any

voluntary organisation in providing the facilities. SCT is a voluntary organisation for the purposes of this provision (but PCA would not be).

In providing and funding, including by way of grant or loan the Council has to be compliant with EU State Aid principles. The implications of this in relation to the various options are dealt with in Part 2 of this report.

Procurement law implications are also covered in Part 2

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 There is a strong financial, social and sporting case for opting for the EISS extension. . As detailed in Part 2 of this report, the risk adjusted cost to the council of providing the necessary school sports facility is **£0.7m** with the EISS option, compared to **£1.7m** for Council build option (Option 2) and **£2m** for the PCA option.
- 7.2 Whilst the Council build option would give the most direct control over the facility it would not provide the aspirational attributes of the EISS expansion.
- 7.3 Further, the PCA Option has not been recommended given that to date the proposal does not have a confirmed funding solution in place and Cabinet agreed last year that this option be given a deadline to secure funding and that passed many months ago. There is also no agreed legal solution that would secure the Academy access to the sports facility under this option.
- 7.4 The EISS option has far more certainty of delivery within the expected timescales and financial envelope as it will not be reliant on an extensive external funding process or securing significant new sources of income. The EISS option is therefore lower risk for the council in both capital cost, timely delivery and long term sustainability.
- 7.5 Expanding the EISS also has strategic fit for the council with SCT in terms of the additional opportunities it affords the trust to operate its assets and offering an opportunity to review the Council's strategic partnership with SCT on EISS
- 7.6 It should also be noted that if the EISS option is supported by Cabinet, then the proposed plot for the PCA option on the OLP site could be available for alternative development and therefore provide an additional financial receipt to the Council that allows it to recover the costs incurred in remediating the OLP site. An alternative development on this plot, in addition to the EISS expansion, might also offer a net increase in overall economic and/or social benefits to the council.
- 7.7 The Sharks currently play their matches at EISS and the Council has asked that talks take place between SCT and the Sharks to prepare for the possible consequences of decisions that arise from this report. Both parties have confirmed that positive discussions are underway and both the council and

SCT recognises the contribution the Sharks make both to the elite game and the development of basketball in the community. Therefore, if Cabinet supports the EISS extension option, then SCT will work with the Sharks both in terms of their match days and explore options for working together on a wider basketball development programme in the city.

- 7.8 For or these reason it is proposed that the EISS expansion option is the preferred delivery route.

Eugene Walker  
**Executive Director Resources**



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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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