

Cabinet

Wednesday 20 November 2013 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

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

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

PUBLIC ACCESS TO THE MEETING

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

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

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

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

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

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

FACILITIES

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

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

**CABINET AGENDA
20 NOVEMBER 2013**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 16)
To approve the minutes of the meeting of the Cabinet held on 16 October 2013
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Items Called-In For Scrutiny**
The Director of Legal and Governance will inform the Cabinet of any items called in for scrutiny since the last meeting of the Cabinet
- 8. Retirement of Staff** (Pages 17 - 18)
Report of the Director of Legal and Governance
- 9. Disposal of Sites for Affordable Housing** (Pages 19 - 46)
Report of the Executive Director, Place
- 10. Sheffield Local Flood Risk Management Strategy** (Pages 47 - 132)
Report of the Executive Director, Place
- 11. Revenue Budget and Capital Programme Monitoring 2013/14 (Month 5) as at 31/8/13** (Pages 133 - 174)
Report of the Executive Director, Resources
- 12. Bus Rapid Transit Northern Route. Funding Confirmation and Scheme Construction** (Pages 175 - 184)
Report of the Executive Director, Place

NOTE: The next meeting of Cabinet will be held on Wednesday 18 December 2013 at 2.00 pm

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

New standards arrangements were introduced by the Localism Act 2011. The new regime made changes to the way that members' interests are registered and declared.

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, and has been published on the Council's website as a downloadable document at -<http://councillors.sheffield.gov.uk/councillors/register-of-councillors-interests>

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

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

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

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

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Cabinet

Meeting held 16 October 2013

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

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1. APOLOGIES FOR ABSENCE

1.1 Apologies for absence were received from Councillors Julie Dore and Bryan Lodge.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 No items were identified where it was proposed to exclude the public and press.

3. DECLARATIONS OF INTEREST

3.1 Councillor Jackie Drayton declared a Disclosable Pecuniary Interest (DPI) in the second part of Item 13 'Developing the Social Model of Public Health' in respect of contracts related to the Healthy Communities Programme as her husband was an employee of SOAR. Councillor Drayton left the room during discussion of this part of the report and took no part in the vote on this recommendation.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting held on 18 September 2013 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Public Questions in respect of Future Early Years Provision

Six questions were asked in relation to the future of early years provision in the City. Phillip Eddyshaw asked now that the Council was no longer offering prevention services within Children Centre's how would the money set aside in the budget be spent?

Sally Pearce commented that the Council had recommended that the Voluntary Community and Faith Sector (VCF) tender for future prevention and intervention contracts as a way of sustaining themselves. However, organisations had not been warned about TUPE liabilities. She did not believe that it had been a well organised tender. As the decision could not be called-in for Scrutiny due to the need to take an urgent decision how could this decision therefore be examined?

Maughan Pearce referred to the decision on prevention and intervention contracts not being able to be called-in due to the need to take the decision urgently. She therefore asked if an extraordinary Scrutiny Committee meeting could be held to

examine the decision?

Rebecca Jones commented that following the decision on prevention and intervention contracts there were now no children's groups available for parents of children in the Gleadless Valley area from Newfield Green to Herdings. She asked if therefore the decision could be changed using the money available in the budget?

Colin Walker asked if the Cabinet Member for Children, Young People and Families could explain her reasons for the decision in relation to prevention and intervention contracts?

Ifrar stated that as a result of the Cabinet Members decision on prevention and intervention contracts there were now no groups for parents and children in the Broomhall area. He therefore asked if the Cabinet Member would reverse her decision and use the money available in the budget to keep the services going.

In response Jayne Ludlam, Executive Director, Children, Young People and Families commented that, in relation to the prevention agenda, providers had been unable to accept the contracts offered. The City Council had, therefore, had to review services. Officers had been out to every venue to ensure services were continuing.

She did not believe it was accurate that the tender had been set up to put groups at risk. The tender process had been transparent and the values of the contracts had been clearly stated. It was therefore the decision of organisations whether to bid for contracts. As the tenders couldn't be awarded the prevention services were required to be reviewed. The impact on parents and children had been mitigated as far as possible by organisations and officers.

Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families commented that she had ensured that everyone had been informed in writing that there were TUPE liabilities within the new contracts. She had also asked officers whether people had been verbally informed of these liabilities and she was assured that they had. She believed, therefore, that anyone tendering for the contracts were aware of the liabilities when submitting the tender.

The existing contracts that were ending and being reprofiled were with three organisations. One of the organisations tendered, won the contract and took up the contract for intervention services. One of the organisations chose not to submit a tender and the third organisation won the tender but at a later stage they informed officers that they didn't wish to take up the contract. The organisation who refused the contract actually employed the staff at the moment so they were definitely aware of all the liabilities.

She further added that although the contracts were coming to an end, the organisations did not serve redundancy notices to their existing staff.

TUPE lasted for six months after redundancy, so they would have been entitled to jobs. It was the redundancy costs that were the added costs. The Legal and

Commissioning Services at the Council had examined the new contracts to ensure that they and the process were fair and above board and Councillor Drayton added that she had every confidence they were.

As soon as the contracts were refused there was a need for a quick decision to ensure services to the most vulnerable children and families continued. A decision was made to ensure the intervention services continued, so it was decided to take the 2 unfilled intervention contracts in house, alongside the provider who took the third contract.

As no one accepted the prevention contracts it was decided to review the contract and to consider if the market could not provide the services, how they should be delivered in the future.

It was not true to say that money had been withdrawn from the services, it was that organisations who won the contracts had decided not to take them on. As stated by the Executive Director, officers had visited centres to ensure that groups were being held. She hoped that she had covered all the questions but that written responses would be provided to the questioners if they needed any points of clarification.

Lynne Bird, Director of Legal and Governance, confirmed that the decision had been one which was needed to be taken urgently and as a result could not be called-in for Scrutiny. There was no process to hold an extraordinary Scrutiny meeting. Scrutiny Committees were provided with a list of all decisions, including urgent ones and it was then a decision for them as to what to scrutinise.

Councillor Harry Harpham, Cabinet Member for Homes and Neighbourhoods, commented that decisions such as this one would not have to be made if the City Council were not facing the budget cuts imposed by the Government. It was inevitable that frontline services would be affected. However, the City Council was committed to working with parents and organisations to deliver services to the most vulnerable in the City. Where an answer has not been able to be provided at the meeting a written response would be given.

Public Questions in respect of Council Practices and Procedures

Mr Martin Brighton asked five questions in relation to Council practices and policies. His first question referred to an agreement by Cabinet and Full Council that prejudice and sanction should not be applied unless there was supporting evidence of any accusations or allegations made. He therefore asked why the Council was supporting those Council officers who were acting contrary to Cabinet and Full Council in this regard and why the Council Officers and Councillors involved being allowed to behave in this way?

Mr Brighton's second question referred to the fact that the Council had procedures in place for complaints, whether against Elected Members, or Council officers. Mr Brighton believed that current complaints were being sabotaged, not least because those involved with processing the complaints were themselves involved with the issues raised, and therefore had a vested interest in the outcome of any

complaint. He therefore asked why this was being allowed to happen and who in the Council will take ownership of and accept responsibility for the issues to ensure that complaints were being administered with due process?

Mr Brighton's third question stated that in recent months, at Full Council and Cabinet, reference had been made with respect to the Council's repeated failures to comply with the Freedom of Information Act. He therefore asked why this was being allowed to happen, who will ultimately be held accountable for these ongoing errors and what procedure was in place to hold the errant individuals, whether Elected Members or officers, personally liable for the vast and unnecessary expense to the taxpayer?

Mr Brighton's fourth question requested Members to visit a You Tube link and to take the consequent appropriate action.

Mr Brighton's final question requested that the Council follow the agreed policy that where written responses were provided to questions at Full Council or Cabinet that these answers be included in the public record as this had not been the case recently.

In relation to Mr Brighton's final question, Councillor Harry Harpham commented that all written responses provided to questions at Cabinet or Full Council would be published on the Council's website. Written responses would be provided to the rest of Mr Brighton's questions.

6. ITEMS CALLED-IN FOR SCRUTINY

6.1 The Policy and Improvement Officer submitted a report of the Economic and Environmental Wellbeing Scrutiny Committee reporting the outcome of the Scrutiny Committee meeting held on 4th October 2013, where the decision on Graves Park Charitable Trust: Cobnar Road Cottage was considered.

6.2 **RESOLVED:** That Cabinet acting as Charity Trustees:-

- (a) notes the decision of the Economic and Environmental Wellbeing Scrutiny Committee; and
- (b) notes the requests of the Economic and Environmental Wellbeing Scrutiny Committee that officers enter into dialogue with the Friends Group, as well as the other users of the park, to:-
 - (i) have an ongoing dialogue
 - (ii) consider how the proceeds of the sale could be reinvested back into Graves Park and
 - (iii) look at any other viable options proposed in terms of the future use of the cottage

7. RETIREMENT OF STAFF

The Chief Executive 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>
<u>Children, Young People and Families</u>		
Ian Wigfield	Building Officer, Woodseats Primary School	39

Resources

Andrew Taylor	Chief Building Control Officer, Development Services	43
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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. INCLUSIVE PLAY POLICY

8.1 The Executive Director, Place submitted a report seeking Cabinet approval for the Council to adopt the Inclusive Play Policy for parks and green spaces.

8.2 **RESOLVED:** That Cabinet:-

(a) approves the adoption of the Inclusive Play Policy for parks and green spaces to provide a framework for future decision making about maintaining existing and creating new play opportunities; and

(b) notes that the Cabinet Member for Culture, Sport and Leisure will agree the further development of the Policy, procedures and other terms referred to within this report, including the establishment of a City steering group by January 2014, in accordance with the functions reserved to her in the Leader's Scheme of delegation.

8.3 Reasons for Decision

8.3.1 The implementation of an Inclusive Play Policy will be continuing and advancing our approach to more fully engage and consult with users, communities and stakeholders to develop play opportunities that are inclusive regardless of a child's age, background or ability.

8.3.2 The Policy will inform and guide future decision making regarding the provision of

inclusive play opportunities in publicly accessible parks and green spaces. It will also provide a model of best practice to assist and guide other public space play providers.

8.4 Alternatives Considered and Rejected

8.4.1 To date, the Parks and Countryside Service had followed best practice and guidance in making playgrounds more accessible and inclusive wherever resources had permitted. The development of an agreed Inclusive Play Policy and framework will provide an even more coordinated approach to this work through a new City Steering Group. It will encourage more opportunities for inclusive play opportunities to be fully considered in the design and future provision of Sheffield's parks and green spaces. The assessment of sites will also put us in a position where we can consider options and recommend parks and green spaces where any potential funding or adaptations can best provide for more inclusive play opportunities. The more coordinated and collaborative approach to Inclusive Play is considered to be the best option overall.

8.5 Any Interest Declared or Dispensation Granted

None

8.6 Reason for Exemption if Public/Press Excluded During Consideration

None

8.7 Respective Director Responsible for Implementation

Simon Green, Executive Director, Place

8.8 Relevant Scrutiny and Policy Development Committee If Decision Called In

Economic and Environmental Wellbeing

9. REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2013/14 (MONTH 4) AS AT 31/7/13

9.1 The Executive Director, Resources submitted a report providing the month 4 monitoring statement on the City Council's Revenue and Capital Budget for 2013/14/

9.2 **RESOLVED:** That Cabinet:-

(a) notes the updated information and management actions provided by this report on the 2013/14 budget position;

(b) in relation to the Capital Programme approves:-

(i) the proposed additions to the Capital Programme listed in Appendix 1 of the report, including the procurement strategies and delegations of authority

to the Director of Commercial Services or Delegated Officer, as appropriate, to award the necessary contracts following stage approval by the Capital Programme Group;

(ii) the proposed variations and slippage in Appendix 1 to the report; and

(iii) the acceptance of the grants in Appendix 2 to the report and notes the conditions and obligations attached to them.

9.3 Reasons for Decision

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

9.4 Alternatives Considered and Rejected

9.4.1 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 by Members represented what Officers believed 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.

9.5 Any Interest Declared or Dispensation Granted

None

9.6 Reason for Exemption if Public/Press Excluded During Consideration

None

9.7 Respective Director Responsible for Implementation

Laraine Manley, Executive Director, Resources

9.8 Relevant Scrutiny and Policy Development Committee If Decision Called In

Overview and Scrutiny

10. LEGAL BASIS OF OPERATION - THE NEW INDOOR MARKET

10.1 The Executive Director, Place submitted a report in relation to the establishment of the new Moor Market.

10.2 Members congratulated the author of the report, Andy Ward, Head of Markets, on his recent award as Market Manager of the Year which was a great personal achievement for him and for the City overall.

10.2 **RESOLVED:** That Cabinet agrees that the new Moor Market should be

established and operated pursuant to Part III of the 1984 Food Act.

10.3 Reasons for Decision

10.3. In order to protect its establishment and operation and to maintain robust
1 challenges to rival markets it is essential that the new Moor Market has a certain legal basis for the same.

10.3. Establishing and operating the new Indoor Market under the 1984 Food Act
2 provides that basis.

10.4 Alternatives Considered and Rejected

10.4. The Council could rely on its Royal Charter to establish and operate the new
1 Indoor Market which will be registered under the Land Registration Act 2002 by 26 October 2002. However, given the proximity of the registration date to the opening of the new Moor Market in November 2013 it was considered prudent to use the powers available under the 1984 Food Act

10.5 Any Interest Declared or Dispensation Granted

None

10.6 Reason for Exemption if Public/Press Excluded During Consideration

None

10.7 Respective Director Responsible for Implementation

Simon Green, Executive Director, Place

10.8 Relevant Scrutiny and Policy Development Committee If Decision Called In

Economic and Environmental Wellbeing

11. TOUR DE FRANCE 2014

11.1 The Executive Director, Place submitted a report seeking approval for the financial, contractual and organisational requirements to deliver a successful Tour de France Grande Depart (Stage Two Finish) in Sheffield on Sunday 6th July 2014. The report also proposed to delegate authority to the Executive Director, Place in consultation with the Chief Executive and Leader or Cabinet Member for Culture, Sport and Leisure to work on the overarching and detailed arrangements for the benefit of the Sheffield City Region.

11.2 RESOLVED: That Cabinet:-

(a) notes and approves the proposal for the 2014 Tour de France Grande Depart to be held partly in Sheffield;

- (b) delegates authority to the Executive Director, Place in consultation with the Chief Executive and Leader or Cabinet Member for Culture, Sport and Leisure to approve the high level strategy for delivery of the 2014 Tour de France Grande Depart (Stage Two Finish) and any associated cultural and tourist events;
- (c) delegates authority to the Executive Director, Place, in consultation with the Director of Legal and Governance to finalise and enter into any legal agreements with the bodies mentioned in the report or any other third parties;
- (d) approves the budget allocation of £900,000 and notes the overall projected budget of £2m approximately; and
- (e) delegates authority to the Executive Director, Place in consultation with the Cabinet Member for Culture, Sport and Leisure, Director of Legal and Governance and Director of Finance to take such other steps as he feels appropriate to deliver the outcome of the 2014 Tour de France Grande Depart to be held partly in Sheffield, including but not limited to;
 - (i) authorising the Council to become a member or nominating representatives of any groups or special purpose legal entities associated with delivery of the 2014 Tour de France Grand Depart.
 - (ii) nominating any officer to act as a representative member or nominee or the Council to such groups or entities.

11.3 Reasons for Decision

- 11.3.1 The scale of the event presented a number of strands of opportunity under two of the City's strategic objectives : "Competitive City" and "A Great Place to Live", together with other opportunities for other outcomes "Better Health and Wellbeing" and "Successful Young People".
- 11.3.2 It also provided an opportunity to leave a lasting legacy in the City via more volunteering being undertaken with some of our communities along the route, health improvement across the City via the increase in cycling activity via the cycling legacy plan, sustaining and improving the City's reputation as a major event destination and improving the tourism offer for return visitors to the City following their experience of the tour.

11.4 Alternatives Considered and Rejected

- 11.4.1 Option 1 – do nothing – not a desirable option as the event as organised would fail given the route through Sheffield has already been widely advertised. Major reputational risk to Sheffield for this "the highest profile event the City has ever hosted".
- 11.4.2 Option 2 – do minimum. Provide limited support in terms of human resources and no funding. High risk of failure of the Tour de France and major reputational risk to

the City's and its established major events programme.

- 11.4.3 Option 3 – deliver event but do not make effort to capitalise on its potential. This means providing a lower level of resource and not taking a lead on it. Doing the minimum to ensure it is merely delivered. Risk of loss of opportunity and Sheffield will be seen as very much the poor relation compared to other towns and Cities within the region.

11.5 **Any Interest Declared or Dispensation Granted**

None

11.6 **Reason for Exemption if Public/Press Excluded During Consideration**

None

11.7 **Respective Director Responsible for Implementation**

Simon Green, Executive Director, Place

11.8 **Relevant Scrutiny and Policy Development Committee If Decision Called In**

Economic and Environmental Wellbeing

12. DEVELOPING THE SOCIAL MODEL OF PUBLIC HEALTH

- 12.1 The Executive Director, Communities submitted a report setting out the work undertaken by the Members' Task and Finish Group on Public Health to develop the Social Model of public health within the City, and included a proposal to adopt the Social Model as part of the Council's overall vision for Public Health as agreed at Cabinet during 2012. In addition the report set out the outcome of the first area of public health investment which had been reviewed within the context of the Social Model: the Healthy Communities Programme.

12.2 **RESOLVED:** That Cabinet:-

- (a) approves the adoption of the Social Model of Public Health as an addition to the policy statement set out in the vision for Public Health agreed at Cabinet on 25 January 2012;
- (b) approves the direction of travel for changes to the current Health Communities Programme and requests the Director of Public Health and the Executive Director, Communities, in consultation with the Cabinet Member for Health, Care and Independent Living and the Executive Director, resources to develop and implement a plan to achieve these changes on a phased and structured basis during 2014/15;
- (c) agrees delegated approval to take forward proposed changes to the Healthy Communities Programme. The implementation plan should build on what wider evidence there is to develop a programme which delivers

maximum impact to the current Healthy Communities areas, in the context of the Social Model. The Plan needs to reflect Members wishes to see delivery of the Task and Finish recommendations implemented as quickly as is reasonably practicable, reflecting the need to ensure the proposals fit seamlessly with the localities proposals and addressing any legal and HR requirements arising from the recent transfer of Public Health into the Local Authority. It should also address the issue of rebranding the programme to fit in with the localities programme; and

- (d) approves giving six months' notice to create Voluntary Community and Faith sector providers within the Healthy Communities Programme, consistent with the VCF Compact and current contractual obligations, and that an engagement exercise commences with potential VCF providers about future arrangements.

12.3 Reasons for Decision

- 12.3. The new responsibilities of the Local Authority regarding Public Health presented opportunities for the Council to bring its influence and resources to bear on the long standing health inequalities across the City. These recommendations sought to create a framework and commence delivery on approaches to addressing these inequalities. The proposals better reflected the organisations experience and understanding of local communities whilst acknowledging the good practice locally and nationally.

12.4 Alternatives Considered and Rejected

- 12.4. During the course of the Task and Finish Group several academic and practical interpretations of Public Health approaches were considered but the consensus in the group was that the proposed most succinctly represented the evidence and experience they had received.
- 12.4. The recommendations regarding the Healthy Communities Programmes were reached through a process of analysis of inputs, outputs and outcomes along with expertise from the programme area. The recommendations reflected the conclusions of the Group.

12.5 Any Interest Declared or Dispensation Granted

None

12.6 Reason for Exemption if Public/Press Excluded During Consideration

None

12.7 Respective Director Responsible for Implementation

Richard Webb, Executive Director, Communities

12.8 Relevant Scrutiny and Policy Development Committee If Decision Called In

Healthier Communities and Adult Social Care



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Chief Executive

Date: 20th November 2013

Subject: Staff Retirements

Author of Report: Simon Hughes, Democratic Services

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

Recommendations:

Cabinet is recommended to:-

- (a) place on record its appreciation of the valuable services rendered to the City Council by members of staff in the various Council Portfolios and referred to in the attached list;
 - (b) extend to them its best wishes for the future and a long and happy retirement; and
 - (c) direct that an appropriate extract of the resolution now made under the Common Seal of the Council be forwarded to those staff above with over twenty years service.
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Background Papers: None

Category of Report: OPEN

RETIREMENT OF STAFF

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

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<u>Children, Young People and Families</u>		
Joan Holland	Supervisory Assistant, Birley Spa Primary School	28
Terry Howton	Senior Teaching Assistant Level 3, Beighton Nursery Infant School	40
Michael Jones	Assistant Headteacher, High Green Primary School	38
<u>Communities</u>		
Anne Blantern	Team Leader, Safer and Sustainable Communities	35
Eddie Sherwood	Director of Care and Support	21
<u>Resources</u>		
Clive Sellens	Finance Manager	39

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



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director (Place)

Date: 20 November 2013

Subject: Disposal of sites for Affordable Housing

Author of Report: Dave Mason (27 35349)

Summary:

The Homes & Communities Agency (HCA) recently announced the grant allocations from the Government's Affordable Homes Guarantees programme. Local housing associations have, with the City Council's support, secured funding to develop 284 new affordable homes in Sheffield. 213 of these are to be delivered across seven Council-owned sites.

This report recommends the disposal of the following sites for the development of housing for Affordable Rent:

- Catherine Street, Burngreave to Arches Housing
- Chapelwood Road, Darnall to South Yorkshire Housing Association (SYHA)
- Hazlehurst / Chantrey, Jordanthorpe to SYHA
- Adlington Phase 1, Parson Cross to Great Places Housing Group (GPHG)
- Cricket Inn Road Phase 2, Wybourn to GPHG
- Maltravers Way, Wybourn to GPHG
- Sevenfields, Wisewood to Pennine Housing 2000

In order to enable the delivery of these schemes as affordable housing, the Council would need to dispose of the sites at nil consideration. However, it is proposed to use dedicated affordable housing funding to ensure that the Corporate Resource Pool is not adversely affected.

Reasons for Recommendations:

Building housing at Catherine Street would regenerate this site in the heart of Burngreave, which was identified as a key intervention in the Burngreave and Fir Vale masterplan.

Developing the site at Chapelwood Road in Darnall would address a long term vacant site and provide affordable larger family homes that are particularly needed in the local area.

The proposed scheme at Hazlehurst and Chantrey in Jordanthorpe would build on the success of the existing White Willows Extra Care scheme and provide further older persons accommodation in an accessible location.

Developing an initial phase of affordable housing at the Adlington regeneration site would address the local need for affordable housing whilst also setting the quality standard for future phases of private development.

The sites at Cricket Inn Road and Maltravers Way are both identified in the Wybourn, Arbourthorne and Manor Park Masterplan and their development would contribute significantly to the regeneration of the Wybourn estate, under the stewardship of Great Places.

The development of older persons housing at Sevenfields would meet a local need identified in the consultation that took place following the closure of Wisewood Secondary School. It would also contribute to the successful marketing of the Spider Park development site as agreed by Cabinet in May 2013.

The payment of dedicated affordable housing funding into the Corporate Resource Pool in lieu of capital receipts would ensure that the Council maintains maximum flexibility in the use of its resources.

Recommendations:

- R1 That the land now shown at Appendix A be declared surplus to the requirements of the City Council and disposed to Arches Housing Limited at nil consideration for use as social housing
- R2 That the land now shown at Appendices B & C be declared surplus to the requirements of the City Council and disposed to South Yorkshire Housing Association at nil consideration for use as social housing
- R3 That the decision made by Cabinet on 11 July 2007 to dispose of the land now shown at Appendix D to Places for People be rescinded and that the land now shown at Appendix D be disposed to Great Places Housing Group at nil consideration for use as social housing provided that there are no objections to the disposal of open space

- R4 That the land now shown at Appendix E be declared surplus to the requirements of the City Council and disposed to Great Places Housing Group at nil consideration for use as social housing provided that there are no objections to the disposal of open space
- R5 That the land now shown at Appendix F be declared surplus to the requirements of the City Council and disposed to Great Places Housing Group at nil consideration for use as social housing
- R5 That the land now shown at Appendix G be declared surplus to the requirements of the City Council and disposed to Pennine Housing 2000 at nil consideration for use as social housing
- R7 That the Director of Capital and Major Projects be authorised to negotiate and agree terms for the disposal of the sites for the purposes set out in the report including the variation of any boundaries as required and to instruct the Director of Legal Services to complete the necessary legal documentation.
- R8 That dedicated affordable housing funding is paid into the Corporate Resource Pool in lieu of the estimated capital receipts forgone on the General Fund land (excluding the land shown at Appendices A and B).
-

Background Papers:

Category of Report: OPEN except Appendix H CLOSED

Appendix H is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Paul Schofield
Legal Implications
YES Cleared by: Andrea Simpson
Equality of Opportunity Implications
NO Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
NO
Human rights Implications
NO
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
YES
Area(s) affected
Central, South, North East & East
Relevant Cabinet Portfolio Leader
Cllr Harry Harpham
Relevant Scrutiny and Policy Development Committee if decision called in
Safer and Stronger Communities
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

Disposal of sites for Affordable Housing

1. SUMMARY

- 1.1 The Homes & Communities Agency (HCA) recently announced the grant allocations from the Government's Affordable Homes Guarantees programme. Local housing associations have, with the City Council's support, secured funding to develop 284 new affordable homes in Sheffield. 213 of these are to be delivered across seven Council-owned sites.
- 1.2 This report recommends the disposal of the following sites for the development of housing for Affordable Rent:
- Catherine Street, Burngreave to Arches Housing
 - Chapelwood Road, Darnall to South Yorkshire Housing Association (SYHA)
 - Hazlehurst / Chantrey, Jordanthorpe to SYHA
 - Adlington Phase 1, Parson Cross, to Great Places Housing Group (GPHG)
 - Cricket Inn Road Phase 2, Wybourn to GPHG
 - Maltravers Way, Wybourn to GPHG
 - Sevenfields, Wisewood to Pennine Housing 2000
- 1.3 In order to enable the delivery of these schemes as affordable housing, the Council would need to dispose of the sites at nil consideration. However, it is proposed to use dedicated affordable housing funding to ensure that the Corporate Resource Pool is not adversely affected.

2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 There is a shortfall of affordable housing within Sheffield and these schemes would add to the stock of high quality affordable accommodation in the City.
- 2.2 In total, the schemes would bring £24m of investment into the city's economy, of which 18% would be grant funding from the HCA and 82% would be private investment by the housing associations.

3. OUTCOME AND SUSTAINABILITY

- 3.1 The disposal of Catherine Street to Arches would result in a development of 16 family homes for affordable rent. Some of the homes would provide natural surveillance over the Somerset Road open space opposite and the development would produce a commuted sum for public open space that could be invested there to make it safer and more attractive.
- 3.2 The disposal of Chapelwood Road to SYHA would enable the development of 22 family homes for affordable rent, including 4 larger

four bedroom homes, which are much needed in the local Darnall community.

- 3.3 The disposal of the Hazlehurst and Chantrey sites to SYHA would facilitate approximately 42 affordable rented apartments for older people, building on the success of SYHA's adjacent White Willows Extra Care scheme and helping sustain a hub of community services there. It would also potentially free up family housing within the Jordanthorpe neighbourhood.
- 3.4 The disposal of the Adlington Phase 1 site to Great Places would provide a complementary development to the Sheffield Housing Company development at Falstaff, where Great Places will be managing homes for affordable rent.
- 3.5 The disposal of the sites at Cricket Inn Road and Maltravers Way to Great Places, the local stock transfer landlord in Wybourn, would allow the development of 70 homes for affordable rent, including some bungalows.
- 3.6 The disposal of the Sevenfields site to Pennine Housing, the local stock transfer landlord in Wisewood, would enable the development of 29 level access apartments for older people, helping to free up local family housing.

4. FINANCIAL IMPLICATIONS

- 4.1 The viability of these schemes depends on the Council making the land available for nil consideration. This is demonstrated by the review of the development appraisals for each scheme contained in a Closed Appendix H.
- 4.2 The total receipt required to be forgone across the seven sites is estimated at £1.4m. This equates to a Council contribution of approximately £7k to each new affordable home. Some of the land sits within the Housing Revenue Account and some within the General Fund. The implications for both are addressed separately below.

Housing Revenue Account (HRA)

- 4.3 The valuations of the HRA sites and the consequent council contributions required per affordable home are shown in the table below:

HRA Site	No. of Homes	Valuation (£k)	SCC subsidy per unit (£k)
Adlington Phase 1 (part)	23 (pro rata)	198	9
Chantrey	17 (pro rata)	130	8
Cricket Inn Road	22 (pro rata)	131	6

Phase 2 (part)			
Maltravers Way	38	110	3
Total for HRA sites	100	569	6

General Fund / Corporate Resource Pool

4.4 Where sites sit within the General Fund, ordinarily the council contribution to these schemes would be at the expense of the Corporate Resource Pool (CRP). This would have significant implications for the Council because the CRP is a flexible funding pot, which is used to fund various activities for which alternative sources of capital funding are not readily available. Therefore, it is Council policy not to dispose of General Fund assets at less than market value. However, the Council has secured some dedicated funding to be used by the Council towards the provision of affordable housing in the city and it is proposed to pay some of this money into the CRP in lieu of capital receipts from the housing associations for these schemes, thereby ensuring that the Council retains maximum flexibility in the use of its resources.

4.5 The valuations of the General Fund sites and the consequent payments to the CRP are shown in the table below. Catherine Street and Chapelwood Road are not included in this table because the funding arrangements involved in assembling those sites mean receipts from their sale would not be available for the Corporate Resource Pool (see Sections 5 and 6).

General Fund Site	No. of Homes	Valuation / Payment to CRP (£k)	SCC subsidy required per unit (£k)
Adlington Phase 1 (part)	11 (pro rata)	97	7
Cricket Inn Road Phase 2 (part)	10 (pro rata)	64	6
Hazlehurst	25 (pro rata)	130	5
Sevenfields	29	360	12
Total for General Fund Sites	75	651	9

4.6 Using the affordable housing funding in this way – combining it with HCA grant and private investment from housing associations – represents good value for money when compared, for example, to using it to subsidise new council homes. Under this proposal, £651k of affordable housing funding would fund 75 affordable homes on the General Fund land. Alternatively, the same amount of money would fund approximately 19 new council homes for affordable rent (if used alongside prudential borrowing).

Financial benefits

- 4.7 Whilst these proposals require the Council to forgo capital receipts, there are also financial benefits associated with the schemes:
- New Homes Bonus – although this can only be assumed for schemes completing before October 2015
 - Additional New Homes Bonus payments for affordable homes – subject to the same timescale
 - Savings on demolition costs (for Hazlehurst and Sevenfields)
 - Revenue savings on maintenance of cleared sites and vacant buildings
- 4.8 The total amount of New Homes Bonus and additional affordable homes payments generated by these schemes would be approximately £879k, whilst the demolition savings are estimated at £100k for Sevenfields and £75k for Hazlehurst.

5. CATHERINE STREET

- 5.1 The Burngreave and Fir Vale Masterplan was approved in 2005, as part of the Housing Market Renewal (HMR) programme. It proposed a number of strategic areas of change, one of which was the Catherine Street Triangle. The area was blighted by dilapidated private sector properties and drug use at Somerset Road open space in the centre of the Triangle. The masterplan recommended demolition of some properties and the development of a high quality mixed tenure scheme providing greater natural surveillance over the open space.
- 5.2 The Catherine Street site was assembled using a combination of Housing Market Renewal and English Partnerships funding to purchase unfit private housing and some low demand flats in the social housing sector. These were demolished to create the current development site. However, the process of site assembly was prolonged and the site was not able to be marketed prior to the housing market downturn. In the current economic climate, it is not felt that a private sector scheme of sufficient quality to achieve regeneration aims for the site would be viable.
- 5.3 Arches, who are based nearby on Burngreave Road, have now secured HCA funding with which to develop the entire site for affordable housing, with an emphasis on family properties that are in high demand in this area. Their proposal is to develop 16 homes for Affordable Rent, including:
- 10 x 2 bed houses
 - 5 x 3 bed houses
 - 1 x 4 bed house

The Public Open Space contribution from the scheme could be used to make improvements to the Somerset Road open space and make that area more attractive and safer to use.

- 5.4 The scheme would be due to complete in Summer 2015, thus being eligible for New Homes Bonus.
- 5.5 30% of the site was purchased using funding from English Partnerships (now part of the HCA). Under the terms of the funding agreement, the HCA would be entitled to any capital receipt from the sale of this part of the site, which has been valued at £51k.
- 5.6 The remaining 70% of the site was assembled using Housing Market Renewal funding. Under the terms of the funding agreement any receipt from the site would need to be reinvested in regeneration activity within the HMR area. Therefore, the receipt would not go into the Corporate Resource Pool and so it is not proposed to make a payment to the CRP in lieu of receipt.
- 5.7 The remaining 70% of the site described at 5.6 has been valued at £119k. Set against this loss of capital receipt are the combined New Homes Bonus and affordable homes incentive payments that would result from this development, which would amount to approximately £139k over six years from 2016/17.

6. CHAPELWOOD ROAD

- 6.1 The Neighbourhood Development Framework (NDF) for Darnall, Attercliffe & Tinsley was approved by Cabinet in 2007, as part of the Housing Market Renewal programme. The NDF identified a lack of quality and diversity of housing in Darnall, and contained a vision for Darnall whereby “a good range of quality housing is available to everyone who needs it and at affordable prices”.
- 6.2 Following the decommissioning of the former Shirlands nursing home at Chapelwood Road, the site was identified as one that could contribute to delivering this vision for Darnall. Therefore, Housing Market Renewal funding was used to demolish the old building with a view to bringing forward a high quality mixed tenure development including affordable family housing. However, owing to the limited market values in the area, it wasn't possible to deliver a mixed tenure scheme without grant funding for an affordable housing element. At the time, there were competing priorities for affordable housing funding and the scheme did not progress.
- 6.3 SYHA, who manage neighbouring properties at Basford Close amongst many other homes in Darnall, have now secured the necessary funding from the HCA to deliver the entire site as affordable housing, including some larger family housing, much needed in the diverse Darnall community. The proposal is to develop 22 family homes for Affordable Rent:
- 10 x 2 bed houses
 - 8 x 3 bed houses

- 4 x 4 bed houses
- 6.4 The scheme would be due to complete in Spring 2015, thereby qualifying for the New Homes Bonus.
- 6.5 The site was created using Housing Market Renewal funding for the demolition of the original building. Under the terms of the funding agreement any receipt from the site would need to be reinvested in regeneration activity within the HMR area. Therefore, the receipt would not go into the Corporate Resource Pool and so it is not proposed to make a payment into the CRP in lieu of receipt.
- 6.6 The Chapelwood Road site has been valued at £200k. Set against this lost capital receipt is the combined New Homes Bonus and affordable homes incentive payments resulting from this development, which would amount to approximately £191k spread over six years from 2016/17.

7. HAZLEHURST & CHANTREY

- 7.1 This proposed scheme comprises two adjacent sites. Chantrey is the site of the former Chantrey council housing tower block, which was demolished in 2012. Hazlehurst was an older persons' home and latterly a Resource Centre, which closed in 2012. The Hazlehurst building still stands.
- 7.2 The area enclosed by Dyche Road and Jordanthorpe Centre has been the subject of significant change and investment in recent years. Three Council tower blocks (including Chantrey) have been demolished and, in their place, a new medical centre and a 60-unit Extra Care scheme, White Willows, have been developed. White Willows contains a café and other facilities open to the community.
- 7.3 The location of Hazlehurst and Chantrey lends itself to housing for older people – with the level topography, nearby facilities at Jordanthorpe Centre, the medical centre and White Willows and easy access to public transport to the city centre. SYHA, who own and manage White Willows, have secured HCA funding to develop both Hazlehurst and Chantrey sites (including the demolition of Hazlehurst). Their initial proposal is for 42 homes for people over 55 years of age, comprising:
- 32 x 2 bed apartments
 - 10 x 1 bed apartments
- 7.4 SYHA's plans are at the early stage of masterplanning and they are working with the Council to look at the Jordanthorpe Centre in the round, seeking to ensure the most complementary development as the Council investigates opportunities to improve the Centre.
- 7.5 The Hazlehurst site, which sits within the General Fund, has been

valued at £130k, taking into account the cost of demolishing the existing building (estimated at £75k).

- 7.6 The Chantrey site, which sits within the Housing Revenue Account, has also been valued at £130k.
- 7.7 The scheme would be due to complete in September 2016, therefore it cannot be assumed that the proposed scheme would qualify for the New Homes Bonus.

8. ADLINGTON (PHASE 1)

- 8.1 In July 2007, Cabinet approved the disposal of the wider Adlington site to Places for People for a mixed tenure regeneration scheme. However, because of the downturn in the housing market, that scheme did not progress.
- 8.2 Great Places Housing Group, who are already delivering new affordable homes nearby (as part of the Sheffield Housing Company site at Brearley Forge), have now secured funding to deliver an initial phase of homes for affordable rent at Adlington. The remainder of the site would be left for future development. 10% of the wider Adlington site would need to be open space.
- 8.3 The proposed mix for Phase 1 is:
- 14 x 2 bed houses
 - 8 x 3 bed houses
 - 4 x 2 bed bungalows
 - 4 x 2 bed apartments
 - 4 x 1 bed apartments
- 8.4 The scheme would be due for completion by March 2015 and thus eligible for New Homes Bonus.
- 8.5 Two-thirds of the site sits within the Housing Revenue Account, whilst the remainder sits within the General Fund. The site has been valued at £295k. Set against this loss of capital receipt is the combined New Homes Bonus and affordable homes incentive payments resulting from this development, which would amount to approximately £296k spread over six years from 2016/17.

9. CRICKET INN ROAD (PHASE 2)

- 9.1 The Wybourn, Arbourthorne and Manor Park masterplan was approved in 2005, as part of the Housing Market Renewal programme. It identified the Cricket Inn Road site as an area of change, and an opportunity to create an attractive gateway to Wybourn through residential development.
- 9.2 In 2007, the Council's Wybourn estate transferred to Great Places,

which now manages over 1,100 homes in the neighbourhood. Since then, GPHG have worked closely with officers on the vision for Wybourn.

- 9.3 The original intention was to promote mixed tenure development at Cricket Inn Road. However, in the current housing market it is unlikely that the private sector would deliver a regeneration scheme of the quality necessary to create the gateway that the area needs. On this basis, Cabinet has previously approved the disposal of Cricket Inn Phases 1A, 1B & 1C to GPHG, who are currently on site delivering 88 new homes. Phase 2 comprises the remainder of the site.
- 9.4 Great Places have now secured HCA funding to develop Phase 2 of the Cricket Inn Road site. The proposal is as follows:
- 18 x 2 bed houses
 - 10 x 3 bed houses
 - 4 x 2 bed bungalows
- 9.5 Delivery of the scheme would be due to complete in March 2016. Therefore, it cannot be assumed that any New Homes Bonus would be generated by this proposal.
- 9.6 Two-thirds of the site sits within the Housing Revenue Account, whilst the remainder, which was once a children's playground, sits within the General Fund. Open space will need to be provided as part of this and / or the Maltravers Way scheme (below). The site has been valued at £195k.

10. MALTRAVERS WAY

- 10.1 As with Cricket Inn Road, this cleared site was identified within the Wybourn, Arbourthorne and Manor Park Masterplan as an area of change, with residential development recommended. Again, the private sector is unable to deliver a quality regeneration scheme in the current market, but GPHG have secured HCA funding to deliver the entire site as affordable housing.
- 10.2 Great Places' proposal for the combined development site comprises
- 11 x 2 bed houses
 - 19 x 3 bed houses
 - 8 x 2 bed apartments
- 10.3 Delivery of the scheme would be due to complete in March 2016. Therefore, it cannot be assumed that any New Homes Bonus would be generated by this proposal.
- 10.4 The site has been valued at £110k.

11. SEVENFIELDS

- 11.1 The Sevenfields Resource Centre closed in July 2012 and the future use of the site came under scrutiny from the Wisewood Stakeholder Group, which was set up to consider the future use of the Wisewood School site nearby.
- 11.2 The work of the Stakeholder Group led to a report to Cabinet, approved in May 2013, recommending the disposal for housing of part of Spider Park as a landswap to fund a new play area on the school site. Spider Park is hidden away at the foot of Sevenfields Lane, whereas the decommissioned Sevenfields building sits at the head of the lane, effectively the gateway to the proposed development site. As it stands, Sevenfields is something of an eyesore, and would have a detrimental effect on the Council's ability to market the Spider Park site, raise a capital receipt and progress the plans for the new play area. As such, the building needs to be demolished as soon as possible, but the cost of demolition has been estimated at £100,000.
- 11.3 In the consultation that took place following the closure of the school, the need for older persons' accommodation in the area was identified, and provisionally proposed for part of the school site. Eventually, it was decided that the site would not be appropriate for housing due to the proximity of new sports pitch floodlights. However, the desire for older persons' housing remains and the Sevenfields site was identified as an ideal location: a frequent bus service stops directly outside and local shops are 100m away.
- 11.4 In 2007, the Council's Wisewood estate was transferred to Pennine Housing, who have worked closely with officers since then to improve the area. They have played an active role in the work of the Stakeholder Group, during which they confirmed their interest in developing the desired older persons' accommodation at Sevenfields.
- 11.5 In addition to being a popular option in the consultation, there is also a demonstrable strategic need for affordable older persons housing in the neighbourhood. Social housing in the local area comprises Pennine's Wisewood estate and Affinity Sutton's estate at Wadsley. The total social housing stock amounts to 888 homes, of which just 7% are level access homes for older people. Pennine report that over a third of their family houses are under-occupied by older households, many of whom would appreciate the opportunity to downsize into more suitable accommodation.
- 11.6 Pennine have now secured HCA funding for a proposed scheme of 29 affordable rented apartments for older people, comprising:
- 21 x 2 bed apartments
 - 8 x 1 bed apartments
- 11.7 The Sevenfields site has been valued at £360k. Set against this lost

capital receipt is the combined New Homes Bonus and affordable homes incentive payments resulting from this development, which would amount to approximately £252k over six years from 2016/17. Pennine would undertake the demolition of the existing building, saving the Council £100k.

12. LEGAL IMPLICATIONS

- 12.1 When deciding whether to dispose of a site at a discount to its market value it must be considered whether the proposed disposal would be in the interests of the City and its inhabitants as a whole and council tax payers and would be consistent with the effective, economic and efficient discharge of the Council's functions.
- 12.2 The Council's power to dispose of its land arises from section 32 of the Housing Act 1985 in respect of the HRA land and section 123 of the Local Government Act 1972 for the General Fund land. Secretary of State's consent is required for all housing land disposals and for disposals of other land at less than best consideration.
- 12.3 Disposal of these sites at nil consideration to enable the development of affordable homes would constitute assistance in connection with privately let housing accommodation and would require the consent of the Secretary of State under Section 25 of the Local Government Act 1988. A General Consent has been issued for financial assistance or gratuitous benefit consisting of disposal of land to registered providers of social housing for development as housing accommodation. No further consent is needed under section 32 of the Housing Act 1985 or section 123 of the Local Government Act 1972.
- 12.4 No disposal of open space land can take place until notice of the intention to do so has been advertised for two consecutive weeks in a local newspaper and any objections to the proposed disposal have been considered. The proposed schemes at Adlington and Cricket Inn Rd include areas that are designated open space. Although open space will be reprovided within the wider schemes, the proposed disposal of the existing open space will need to be advertised. If any objection to either disposal is received then there will be a further report to Cabinet in respect of that disposal so that the objections may be considered.

13. EQUALITY IMPLICATIONS

- 13.1 An Equality Impact Assessment has been undertaken and concludes that fundamentally this proposal is equality neutral impacting all local people equally regardless of age, sex, race, faith, disability, sexuality, etc. However, numerous positive equality impacts are likely for certain protected characteristics - particularly the elderly, disabled people, carers and the less well off. No negative equality impacts have been identified.

14. ALTERNATIVE OPTIONS CONSIDERED

Housing Revenue Account Sites

- 14.1 The alternative options for the HRA sites would be
- a) retain them for development of new council housing, or
 - b) retain them for future disposal on the open market
- 14.2 Developing new Council housing on the HRA sites would have the advantage of retaining the assets whilst still delivering affordable housing. However, the HRA Business Plan does not currently have the capacity to deliver all of these sites – and it would not be able to deliver them within a timescale that would guarantee New Homes Bonus. There are alternative sites that can be made available for new council house building and, in order to maximise the amount of new affordable housing in the city, it is necessary to maximise investment from the Council, housing associations and the HCA.
- 14.3 Retaining the HRA sites for future disposal could realise capital receipts for reinvestment into either the existing housing stock or the development of new council housing on other sites. However, the market value of the sites is relatively low, which means that the potential impact of capital receipts from the sites is outweighed by the strategic outcome of 100 new affordable homes on HRA land leveraging in £11m of external funding from the HCA and the housing associations, which would otherwise be lost to the city.

General Fund Sites

- 14.4 The alternative option for the General Fund sites would be to retain for disposal on the open market, thus releasing affordable housing funding to spend on other affordable housing projects. The effect on the Corporate Resource Pool would be neutral. However, there would be a negative effect on affordable housing delivery as it would not be possible to deliver as many affordable homes without matching the Council's affordable housing funding with investment from the HCA and the housing associations. Nor would there be certainty of immediate housing delivery with the associated economic benefits and New Homes Bonus payments.

15. REASONS FOR RECOMMENDATIONS

- 15.1 Building housing at Catherine Street would regenerate this site in the heart of Burngreave, which was identified as a key intervention in the Burngreave and Fir Vale masterplan.
- 15.2 Developing the site at Chapelwood Road in Darnall would address a long term vacant site and provide affordable larger family homes that are particularly needed in the local area.

- 15.3 The proposed scheme at Hazlehurst and Chantrey in Jordanthorpe would build on the success of the existing White Willows Extra Care scheme and provide further older persons accommodation in an accessible location.
- 15.4 Developing an initial phase of affordable housing at the Adlington regeneration site would address the local need for affordable housing whilst also setting the quality standard for future phases of private development.
- 15.5 The sites at Cricket Inn Road and Maltravers Way are both identified in the Wybourn, Arbourthorne and Manor Park Masterplan and their development would contribute significantly to the regeneration of the Wybourn estate, under the stewardship of Great Places.
- 15.6 The development of older persons housing at Sevenfields would meet a local need identified in the consultation that took place following the closure of Wisewood Secondary School. It would also contribute to the successful marketing of the Spider Park development site as agreed by Cabinet in May 2013.
- 15.7 The payment of dedicated affordable housing funding into the Corporate Resource Pool in lieu of capital receipts would ensure that the Council maintains maximum flexibility in the use of its resources.

16. REASONS FOR EXEMPTION (if a Closed report)

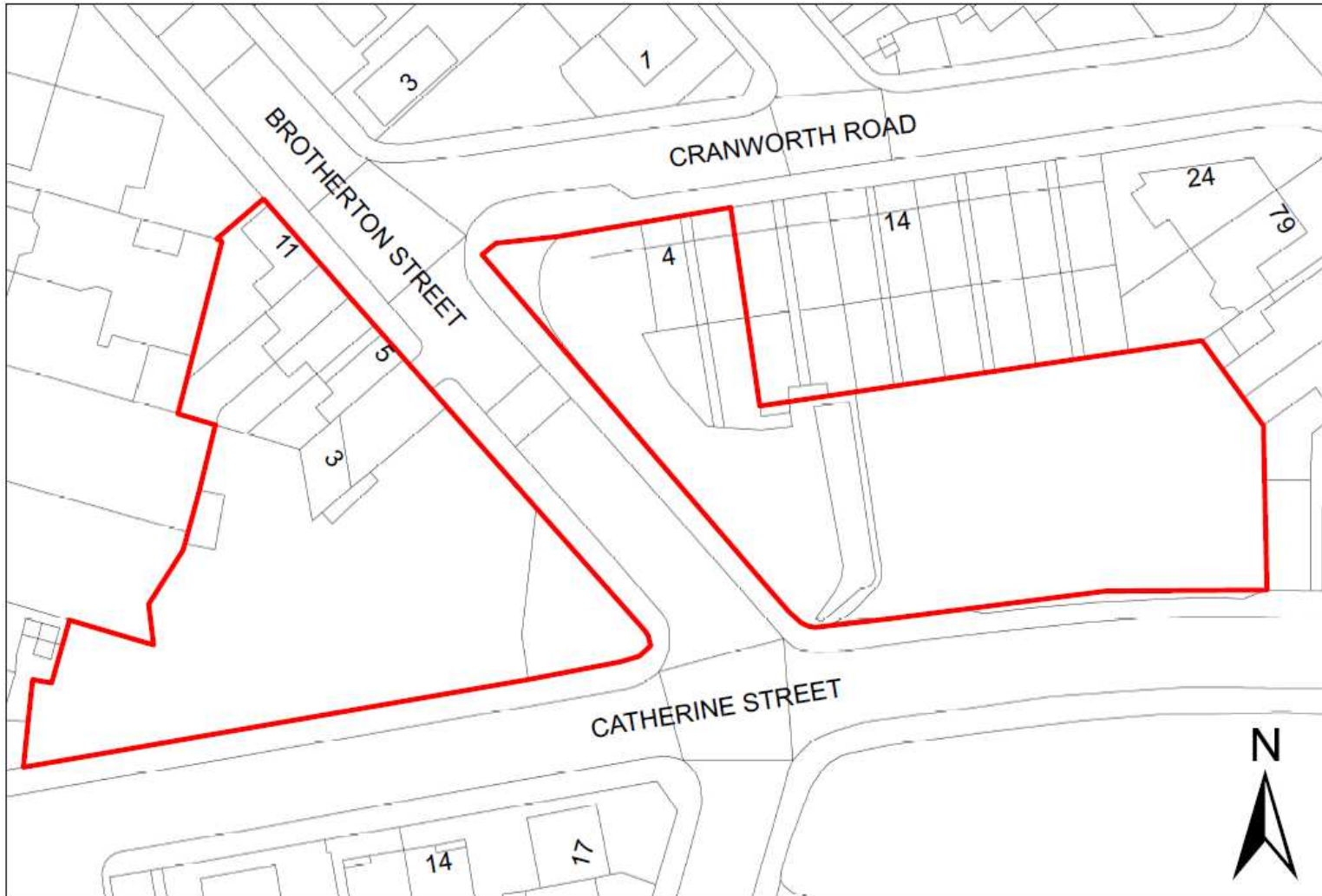
- 16.1 Appendix H is presented as an exempt item because it contains exempt information under paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended). The reason for its exemption is that the Appendix contains information relating to the financial or business affairs of any particular person (including the authority holding that information).

17. RECOMMENDATIONS

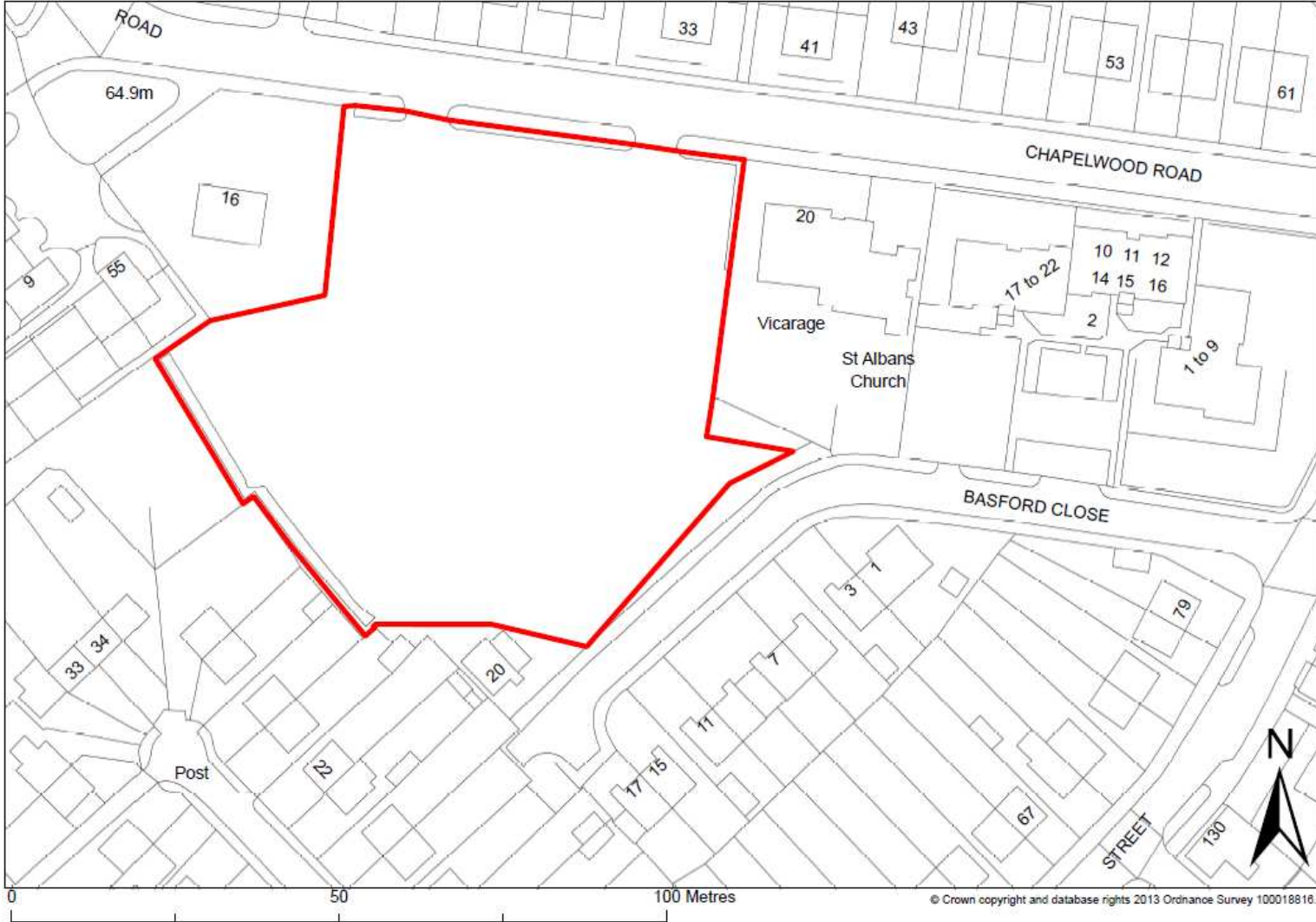
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- R4 That the land now shown at Appendix E be declared surplus to the requirements of the City Council and disposed to Great Places Housing Group at nil consideration for use as social housing provided that there are no objections to the disposal of open space
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- R5 That the land now shown at Appendix G be declared surplus to the requirements of the City Council and disposed to Pennine Housing 2000 at nil consideration for use as social housing
- R7 That the Director of Capital and Major Projects be authorised to negotiate and agree terms for the disposal of the sites for the purposes set out in the report including the variation of any boundaries as required and to instruct the Director of Legal Services to complete the necessary legal documentation.
- R8 That dedicated affordable housing funding is paid into the Corporate Resource Pool in lieu of the estimated capital receipts forgone on the General Fund land (excluding the land shown at Appendices A and B).

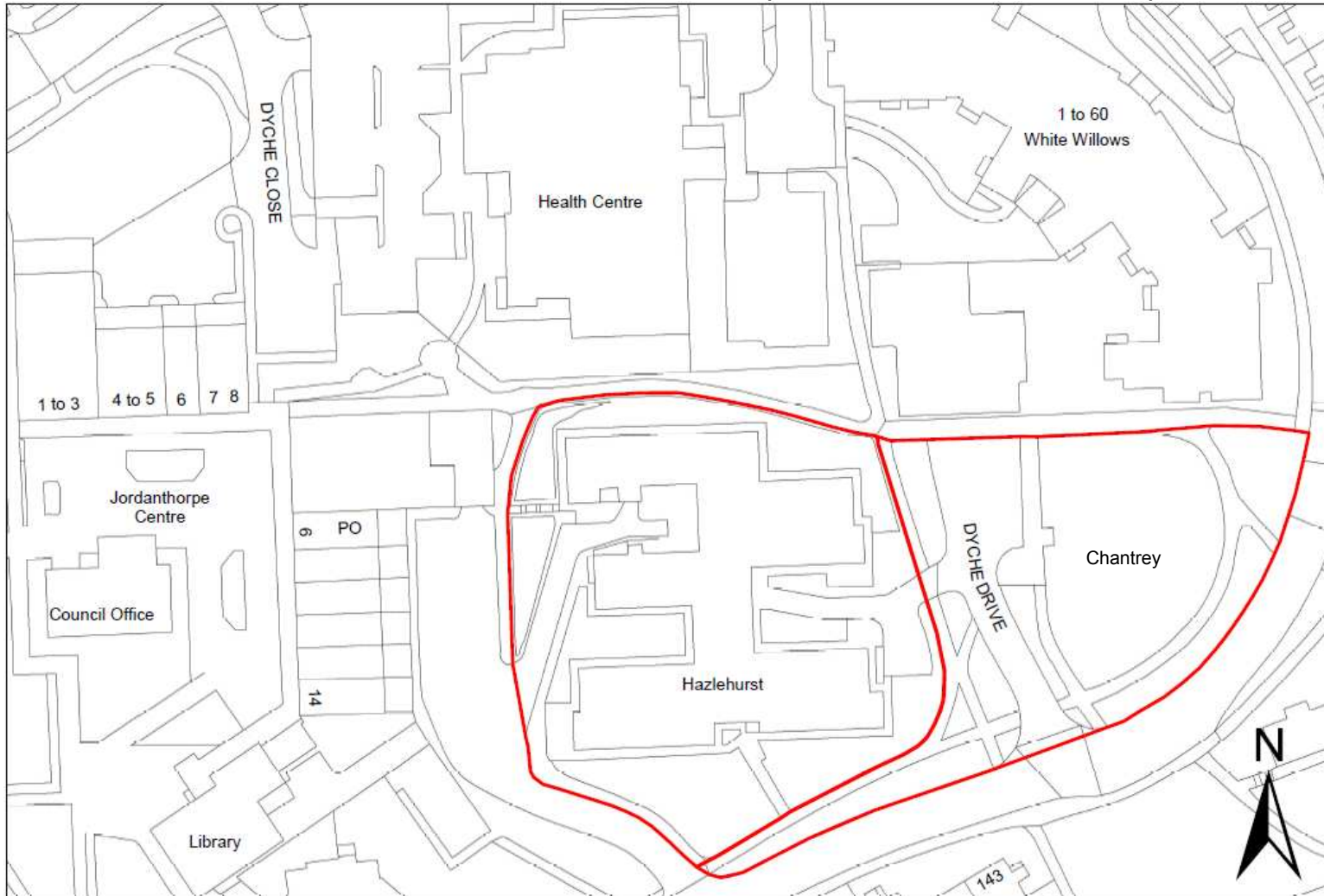
APPENDIX A: LAND AT CATHERINE STREET, BURNGREAVE



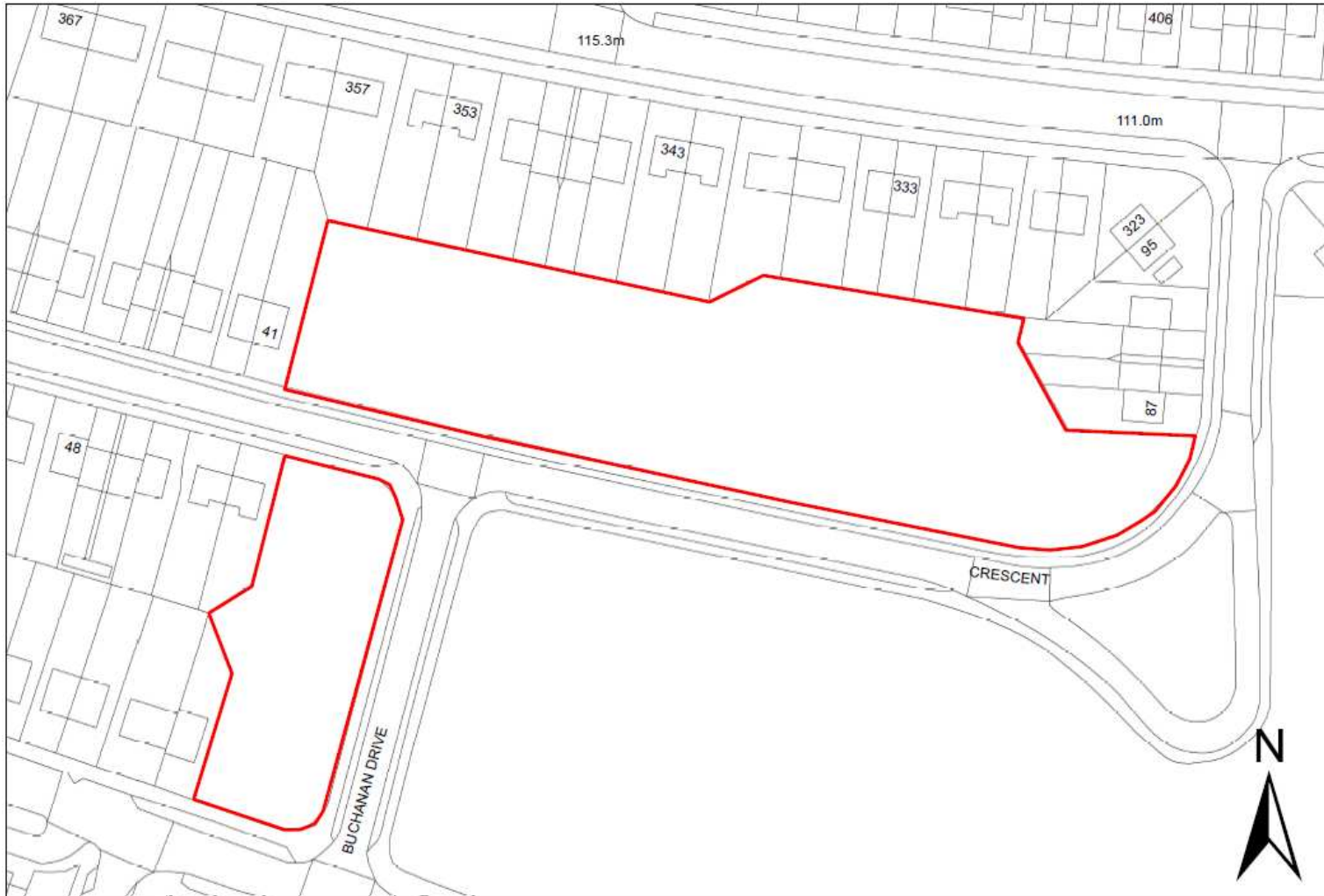
APPENDIX B: LAND AT CHAPELWOOD ROAD, DARNALL



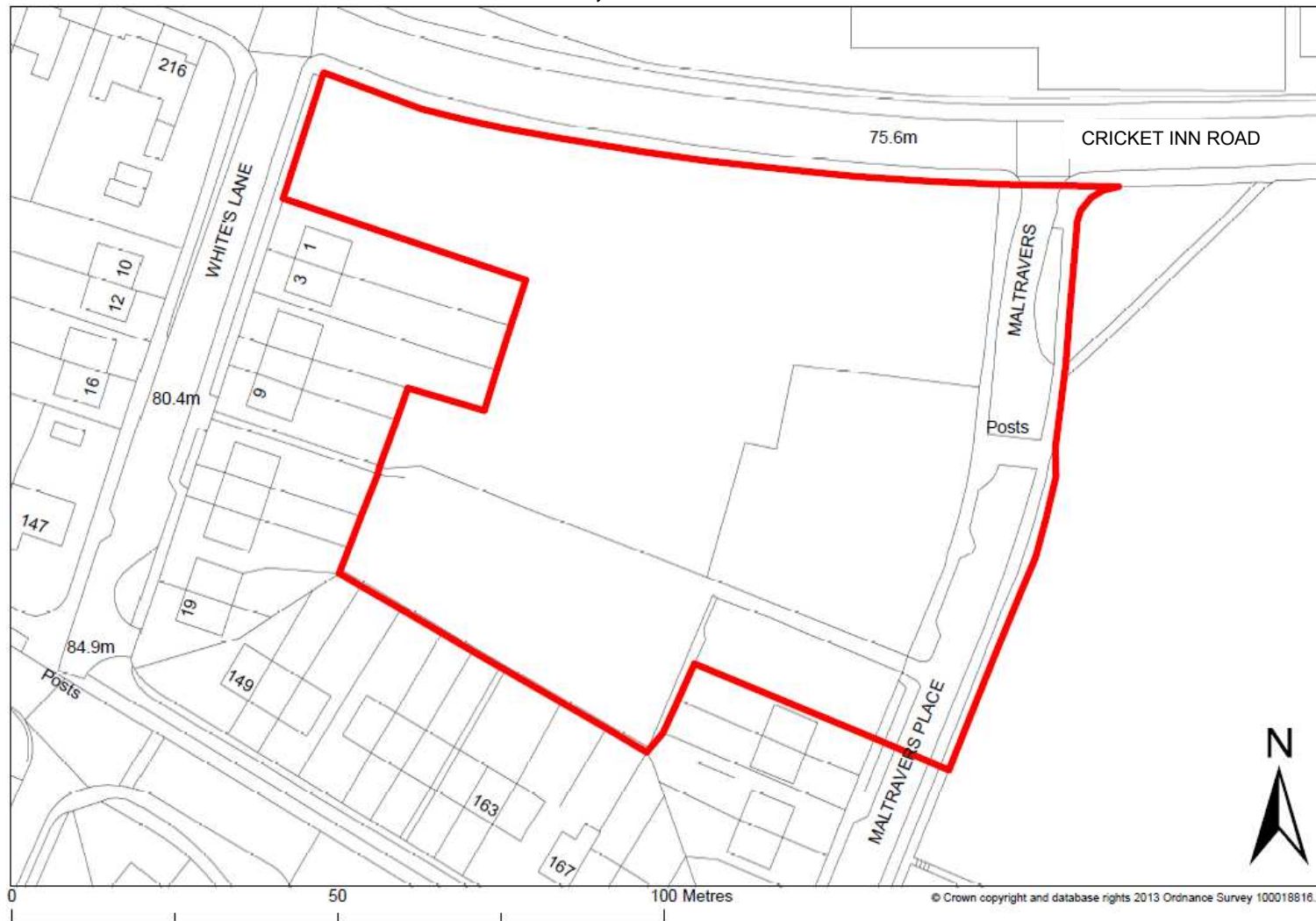
APPENDIX C: LAND AT DYCHE DRIVE, JORDANTHORPE (HAZLEHURST & CHANTREY)



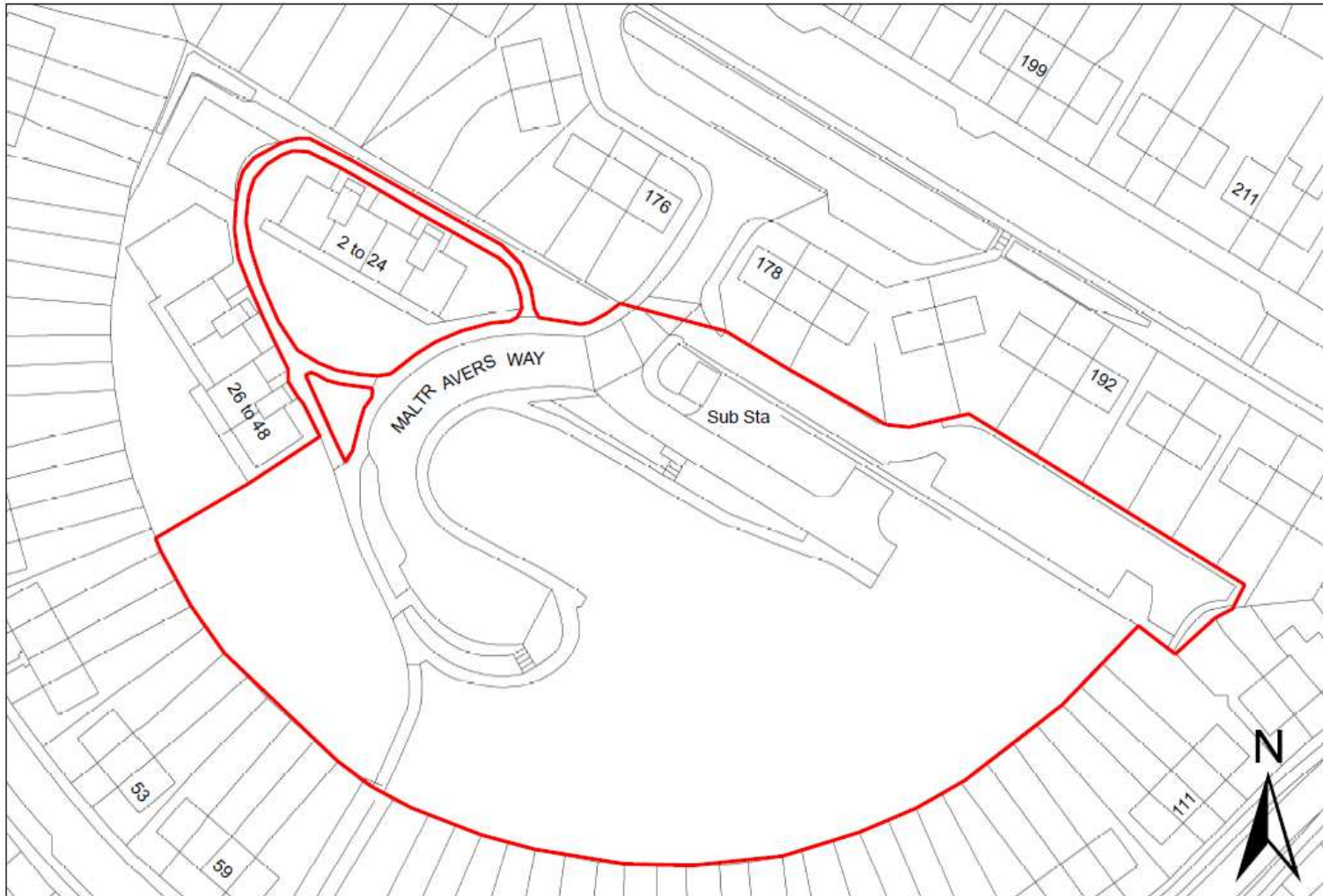
APPENDIX D: ADLINGTON PHASE 1, PARSON CROSS



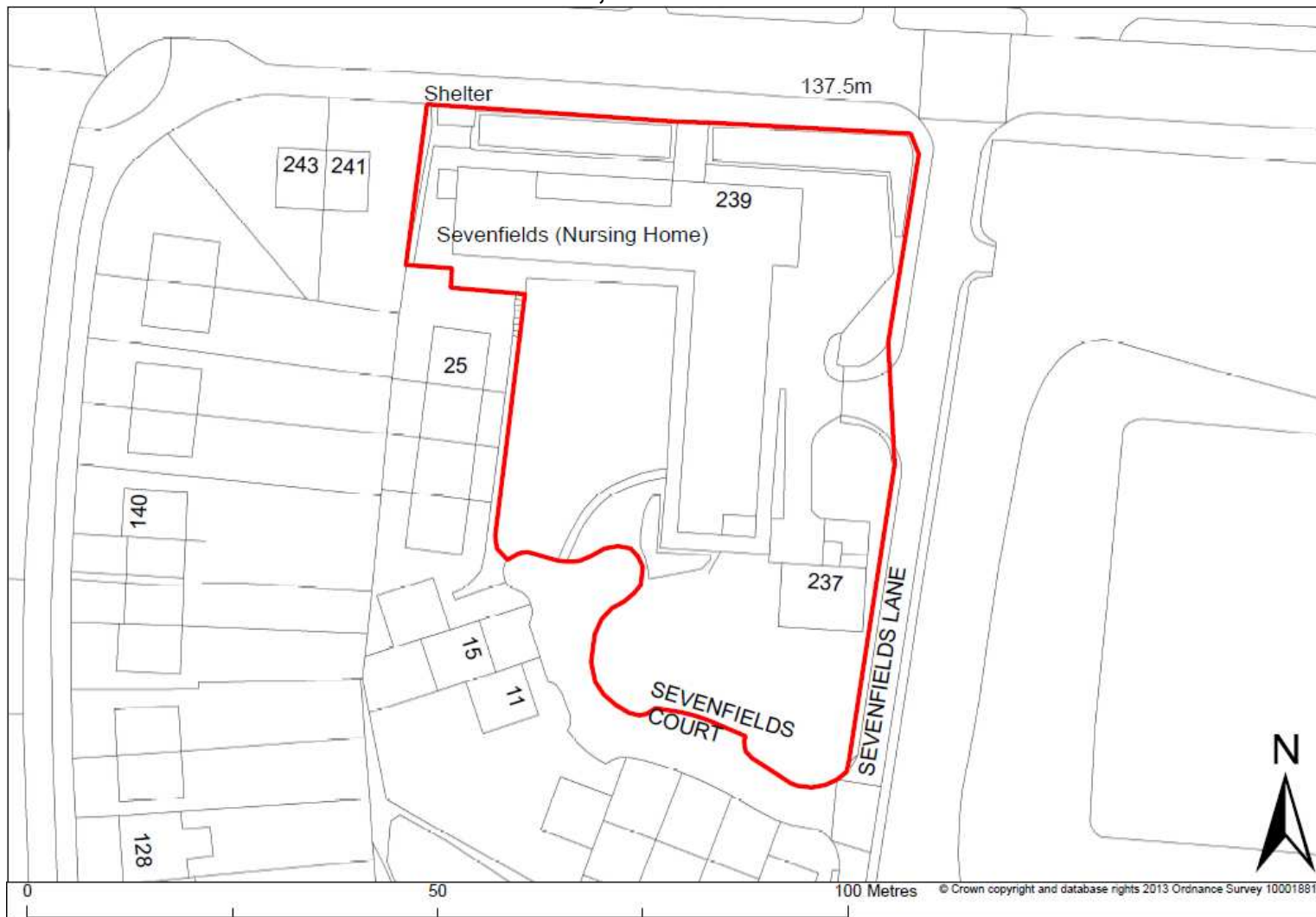
APPENDIX E: LAND AT CRICKET INN ROAD, WYBOURN



APPENDIX F: LAND AT MALTRAVERS WAY, WYBOURN



APPENDIX G: LAND AT SEVENFIELDS LANE, WISEWOOD



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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SHEFFIELD CITY COUNCIL

Report to Cabinet

Report of: Simon Green, Executive Director of Place

Cabinet Portfolio: Environment, Recycling and Streetscene

Date: 17 September 2013

Subject: Sheffield Flood Risk Management Strategy

Author of Report: James Fletcher, Regeneration and Development Services - 2735847

Summary:

As Lead Local Flood Authority (LLFA) under the Flood and Water Management Act (2010), Sheffield City Council is responsible for preparing and implementing a strategy for managing local flood risk within its area. This risk is defined as flooding from ordinary watercourses, surface water and groundwater.

The Environment Agency retains the role for managing the risk of flooding from the city's main rivers with Yorkshire Water having responsibility for the city's sewerage network.

The Sheffield Flood Risk Management Strategy has been developed over the last year with an agreed approach between the City Council, the Environment Agency and Yorkshire Water to work in partnership. This approach has led to the development of an integrated strategy for managing the risk of flooding from main rivers and smaller streams as well as managing surface water flash flooding.

The strategy aims to reduce the likelihood of flooding and its impact on Sheffield's people, businesses and visitors, and also to take the opportunity to enhance the city's environment.

The increasing risk of flooding due to changes in weather patterns, combined with challenging financial times, means that authorities need to consider different ways of working. As well as looking at more traditional methods of flood protection, plans are to provide more support to local communities to help individuals and groups take action to protect themselves.

The document attached to this report is the first edition (October 2013) of the Sheffield Flood Risk Management Strategy. A Flood Risk Management (FRM) Partnership formed between the City Council (as LLFA and Highway Authority), the Environment Agency and Yorkshire Water will monitor and review the delivery of the strategy over the next few years.

Reasons for Recommendations:

The Flood and Water Management Act 2010 places a statutory duty on Sheffield City Council as Lead Local Flood Authority to prepare, implement and maintain a flood risk management strategy for its area.

The Sheffield Flood Risk Management Strategy is a partnership approach to managing flood risk with other agencies operating in the city. The strategy's aims are to reduce the likelihood of flooding and its impact on Sheffield's people, businesses and visitors whilst taking the opportunity to enhance the city's environment.

Recommendations:

It is recommended that Cabinet:

1. Endorse the aims and objectives of the Sheffield Flood Risk Management Strategy, Edition 1, Version 1 (October 2013)
2. Approve the implementation of the action plan of measures outlined in section 6 of the strategy document.

Background Papers:

- Sheffield Flood Risk Management Strategy, Edition 1, Version 1 (October 2013)
- Equality Impact Assessment – Sheffield Flood Risk Management Strategy

Category of Report: OPEN

If Closed add – ‘Not for publication because it contains exempt information under Paragraph... of Schedule 12A of the Local Government Act 1972 (as amended).’

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Catherine Rodgers, Finance Manager
Legal Implications
YES Cleared by: Nadine Wynter, Service Manager, Legal Services
Equality of Opportunity Implications
YES Cleared by: Ian Oldershaw, EIA Lead Officer, Regeneration and Development Services
Tackling Health Inequalities Implications
NO
Human rights Implications
NO
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
YES
Human resources implications
YES: Cleared by Lynsey Linton, HR Business Partner
Property implications
NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Environment, Recycling and Streetscene
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
NO

REPORT TO CABINET: Sheffield Flood Risk Management Strategy

1.0 SUMMARY

- 1.1 As Lead Local Flood Authority (LLFA) under the Flood and Water Management Act (2010), Sheffield City Council is responsible for preparing and implementing a strategy for managing local flood risk within its area. This risk is defined as flooding from ordinary watercourses, surface water and groundwater.
- 1.2 The Environment Agency retains the role for managing the risk of flooding from the city's main rivers with Yorkshire Water having responsibility for the city's sewerage network.
- 1.3 The Sheffield Flood Risk Management Strategy has been developed over the last year with an agreed approach between the City Council, the Environment Agency and Yorkshire Water to work in partnership. This approach has led to the development of an integrated strategy for managing the risk of flooding from main rivers and smaller streams as well as managing surface water flash flooding.
- 1.4 The strategy aims to reduce the likelihood of flooding and its impact on Sheffield's people, businesses and visitors, and also to take the opportunity to enhance the city's environment.
- 1.5 The increasing risk of flooding due to changes in weather patterns, combined with challenging financial times, means that authorities need to consider different ways of working. As well as looking at more traditional methods of flood protection, plans are to provide more support to local communities to help individuals and groups take action to protect themselves.
- 1.6 The document attached to this report is the first edition (October 2013) of the Sheffield Flood Risk Management Strategy. A Flood Risk Management (FRM) Partnership formed between the City Council (as LLFA and Highway Authority), the Environment Agency and Yorkshire Water will monitor and review the delivery of the strategy over the next few years.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 It is six years since terrible flooding in the Don Valley in Sheffield caused damage and loss of life. Since then the city has experienced smaller floods and narrowly avoided main river flooding last summer.
- 2.2 Flooding is a natural process that shapes the natural environment. The Sheffield Flood Risk Management Strategy does not seek to prevent flooding entirely. However, if steps are not taken to manage the risk of flooding then the problem will worsen as the effects of climate change take hold.
- 2.3 The strategy aims to reduce the likelihood of flooding and its impact on Sheffield people, businesses and visitors and also to take the opportunity

to enhance the city's environment.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The strategy is essential to delivering corporate benefits across the 'Competitive City' and 'A Great Place to Live' outcomes. The partnership approach to managing flood risk supports corporate benefits for the city to be environmentally responsible, resilient to climate change and in promoting economic growth and regeneration. Strategic objectives are also to manage storm and rain water using natural processes thereby creating more desirable homes and sustainable communities that are more resilient to flooding.
- 3.2 Clearly, the FRM Partnership will need to outline how it intends to measure the success of the strategy in achieving its results. In the first two years of implementation, the Partnership will establish baseline figures and set outcome targets, for example, the reduction of properties at a high risk of flooding or improvements in water quality. Performance will be reported through the governance structures of the relevant outcome boards.
- 3.3 The strategy outlines seven important results that the Partnership wants to achieve:
- A greater role for communities in managing flood risk.
 - Well-managed rivers and watercourses that can cope better.
 - Property and transport routes better prepared against flooding.
 - Sustainable and appropriate development.
 - Help keep Sheffield's river valleys open for business.
 - Regenerated waterways and water bodies that consider the needs of local plants and wildlife.
 - Areas downstream of Sheffield are not disadvantaged by our actions.
- 3.4 The City Council will seek to address flood risk and improve water quality by using sustainable measures particularly in the areas of sustainable infrastructure and new development. The provision of sustainable urban drainage systems (SuDS) will play an increasing role in managing storm water in urban communities. These systems will be designed to deliver wider environmental benefits leading to more desirable homes and sustainable communities.
- 3.5 Wider environmental objectives are linked to contributing to achieving the requirements of the Water Framework Directive (2000). Plans relate to managing pressures on Sheffield's waterways and water bodies and improving well-being by enhancing the city's waterways to create pleasurable, sustainable and accessible landscapes.
- 3.6 A strategic environmental assessment (SEA) has been carried out as part of strategy development. The SEA has been published on the City Council's website and forwarded to the Environment Agency, Natural England and English Heritage for comment. The SEA analyses the strategy's actions

against a set of environmental objectives to determine their impact on the environment. The results are that the overall potential impact is overwhelmingly positive with benefits to human health, biodiversity, water quality and the city's heritage.

4.0 KEY FEATURES OF THE STRATEGY

- 4.1 As mentioned, the development and implementation of the strategy is required by the Flood and Water Management Act (F&WMA) and the first edition (October 2013) is attached to this report. The City Council is one of the first authorities in England to have published a strategy for managing flood risk in its area and it is hoped that this document will help to secure further investment.
- 4.2 The strategy provides an overview of the main sources of flood risk facing the city and their interaction. It signposts other studies and plans that inform our current understanding of risk and those documents that provide the evidence base for action and investment.
- 4.3 As required by the F&WMA, the strategy outlines the responsibilities and functions of other agencies and bodies operating in the Sheffield area and emphasises the partnership approach to managing flood risk.
- 4.4 The central component of the strategy is the action plan laid out in section 6. This section sets out delivery plans together with potential funding streams. The plan groups actions by the seven strategic results, however flood management areas of activity can be summarised as:
- Flood defence provision where feasible and appropriate.
 - Upstream management of storm flows.
 - Stewardship and regeneration of rivers and streams.
 - Maintenance of the local drainage infrastructure.
 - Community resilience including emergency planning.
 - Spatial planning policy and development management.
- 4.5 As legally required, the City Council has consulted widely with stakeholders and the public during the development of the strategy. The City Council published a summary document on its website early in 2013 for a period of 3 months. This was followed by the publication and distribution of a full draft document in early August with a press release inviting comment and feedback up to 30 September. Specific responses to the strategy have been limited, however, general areas of public feedback relate to better maintenance of the local drainage infrastructure, the provision of flood defences and emergency responses following a flood warning or during an event. Public comments have been taken on board in finalising planned actions.

5.0 LEGAL IMPLICATIONS

- 5.1 The Flood and Water Management Act (F&WMA) 2010 places a statutory duty on the City Council, as Lead Local Flood Authority (LLFA), to prepare, consult on, implement, maintain and review a local flood risk management strategy and to publish a summary.
- 5.2 Other statutory duties placed on the City Council, as LLFA, are detailed in section 4.3 of the strategy document. In summary, these are:
1. To investigate incidents of flooding in its area where appropriate and necessary and publish reports.
 2. To maintain an asset register of structures and features which have a significant effect on flood risk
 3. To establish and operate an approval body for sustainable drainage systems (SuDS) serving new development in Sheffield.
- 5.3 The expected statutory start date for the operation of the SuDS Approval Body (SAB) for Sheffield is April 2014. Following operation, the Council's duties will be to approve and adopt SuDS serving new development in Sheffield. Government has confirmed that detailed legal requirements for the SAB will be announced in October 2013. A more detailed report on the SAB will be presented to Cabinet following this clarification.
- 5.4 The F&WMA also creates risk management authorities (RMAs) operating in the Sheffield area. This final strategy document will have some legal standing as the RMAs must act in a manner which is consistent with the strategy. The RMAs in Sheffield are:
- The City Council as LLFA and the highway authority.
 - The Environment Agency as main river authority.
 - Yorkshire Water as sewerage undertaker.
- 5.5 The strategy outlines the respective legal duties of the RMAs whilst emphasising the approach to working in partnership to address the main forms of flood risk in Sheffield.
- 5.6 As mentioned, the City Council's legal duty is for the strategy to address the risk of flooding from local sources. This is defined as flooding from ordinary watercourses, surface water and groundwater and the Council has specific duties and powers to manage local flood risk. However, as mentioned, the Council is committed to working in partnership with the Environment Agency, who are responsible for managing the risk of flooding from main rivers. The partnership has agreed to develop and implement an integrated framework for managing flood risk from all key sources, including local and main river, whilst emphasising the respective legal responsibilities of the RMAs.
- 5.7 This partnership approach has widened the scope of the strategy beyond the specific legal duty placed on the City Council to address local flood risk. The Council considers that this approach falls within the Council's general power of competency under the Localism Act 2011, because a strategy that includes addressing the risk of flooding from all key sources creates benefits for Sheffield and its residents. This approach also supports corporate

outcomes for the city to be environmentally responsible, resilient to climate change and in promoting economic growth and regeneration.

6.0 FINANCIAL AND PROCUREMENT IMPLICATIONS

- 6.1 Section six of the strategy document outlines plans for delivery setting out an action plan of measures with estimated costs and potential funding streams.
- 6.2 Some of the actions are planned to be undertaken in the short term (1 to 2 years) and work has already begun on certain measures. Where required, funding is either in place and allocated or is close to being secured. Other measures will take more time and are scheduled for the medium (2 to 5 years) or long term (over 5 years). For those longer term measures, potential funding streams are being assessed, however the action plan will be subject to review and revision in line with actual funds secured.
- 6.3 At present, the City Council receives £221,000 per year as part of the Financial Services Support Grant (FSSG) to finance its role as LLFA in managing local flood risk. These funds are allocated to Place, Regeneration and Development Services, who oversee flood risk management work within the City Council and the grant contributes to staff costs in this area. Government has confirmed that the Council will continue to receive the current level of LLFA grant for the current spending review period to 31 March 2015. The Council's ability to maintain capacity in this service area post March 2015 is dependent on the Government's commitment to continue the current level of funding as a minimum requirement. The operation of the SuDS Approval Body (SAB) for Sheffield, as explained in sections 5.2 and 5.3 of this report, may require staff levels to be increased to meet the Council's statutory duties relating to the SAB. A more detailed report on the financing of the SAB will be presented to Cabinet following clarification by Government expected in October 2013.
- 6.4 In addition to amending plans in line with actual funding, the necessary approvals will be sought in accordance with Financial Regulations in respect of accepting any funds from a 3rd party or assuming the responsibilities of an Accountable Body. Similarly any capital works will be progressed through the capital approval process in line with Finance Regulations.
- 6.5 The action plan gives procurement requirements in general terms outlining planned projects, programmes, systems, surveys and studies. The action plan does not specify suppliers of goods, services or works other than those actions being carried out by internal Council service areas or as part of the Streets Ahead project. Procurement strategies will be developed in due course in accordance with Council standing orders as each measure is progressed.

7.0 HUMAN RESOURCE IMPLICATIONS

- 7.1 The City Council has increased capacity over the last two years in the Flood

Risk Management team in Regeneration and Development Services to meet its duties as LLFA that includes implementing the flood risk management strategy. As mentioned in item 6.3 of this report, this LLFA role is part financed by a grant received as part of the FSSG from central Government. The Council's ability to maintain capacity in this area and successfully deliver the strategy is dependent on the continuation of this grant post March 2015.

- 7.2 As mentioned earlier in the report, there may be staffing implications related to the operation of the SuDS Approval Body (SAB) for Sheffield. A more detailed report will be submitted following clarification by Government expected in October 2013

8.0 ALTERNATIVE OPTIONS CONSIDERED

- 8.1 As mentioned, the City Council has chosen to develop an integrated flood risk management strategy working in partnership with the Environment Agency and Yorkshire Water. This approach covers the risk of flooding from the city's main rivers and streams as well as addressing surface water flooding.
- 8.2 Although the scope of the strategy goes beyond the Council's specific legal duty to manage local flood risk, the Council is committed to working with the Environment Agency to address the risk of main river flooding within the city.

9.0 EQUALITY OF OPPORTUNITY IMPLICATIONS

- 9.1 An Equality Impact Assessment has been undertaken and is attached to this report. A key component of the strategy is to work with those communities that are vulnerable to the harmful effects of flooding particularly in socially deprived areas of the city. Community flood plans will look to provide information and support to vulnerable members of the community especially in an emergency situation.
- 9.2 In general, the management of flood risk will have a positive effect on all members of the community regardless of age, sex, race, belief, disability and sexual orientation

10.0 REASONS FOR RECOMMENDATIONS

- 10.1 The Flood and Water Management Act 2010 places a statutory duty on Sheffield City Council as Lead Local Flood Authority to prepare, implement and maintain a flood risk management strategy for its area
- 10.2 The Sheffield Flood Risk Management Strategy is a partnership approach to managing flood risk with other agencies operating in the city. The strategy's aims are to reduce the likelihood of flooding and its impact on Sheffield's people, businesses and visitors whilst taking the opportunity to enhance the city's environment.

11.0 RECOMMENDATIONS

- 11.1 It is recommended that Cabinet:
1. Endorse the aims and objectives of the Sheffield Flood Risk Management Strategy, Edition 1, Version 1 (October 2013).
 2. Approve the implementation of the action plan of measures outlined in section 6 of the strategy document.



Sheffield Flood Risk Management Strategy

Edition 1: Version 1
October 2013

Prepared by:

Sheffield City Council
Regeneration and Development Services

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1. About the Strategy

1.1 Why Do We Need a Strategy?

1.1.1 In 2008, Sir Michael Pitt published his final report, 'Lessons Learnt from the 2007 Floods', which called for fundamental changes in the way the country is adapting to the increased risk of flooding. The report states that local authorities should play a major role in the management of local flood risk, taking the lead in tackling problems of local flooding and co-ordinating all relevant agencies.

1.1.2 The Flood and Water Management Act 2010 (F&WMA) is an important part of the Government's response to the Pitt Report. The Act is intended to create a more integrated, comprehensive and risk-based regime for managing the risk of flooding, including identifying clear lines of responsibility.

1.1.3 The F&WMA gives county councils and unitary authorities a new leadership role in local flood risk management in partnership with a new national leadership role for the Environment Agency (EA). As a unitary authority, Sheffield City Council (SCC) is now the Lead Local Flood Authority (LLFA) for its administrative area and has developed this first edition of the Sheffield Flood Risk Management Strategy (SFRMS) to help meet the challenges of its new role.

1.2 What is the Sheffield Flood Risk Management Strategy?

1.2.1 The SFRMS is a legal document which provides a framework for addressing the risk of flooding across the city. It offers a clear

understanding of the main forms of flooding in Sheffield and provides a blueprint for the co-ordination of flood risk management activity. The SFRMS will be used to help secure and prioritise the investment required for delivery.

1.2.2 As LLFA, SCC has been given certain duties and powers under the F&WMA and is required to implement and maintain a strategy for managing local flood risk. This is defined as flooding from ordinary watercourses, surface water and groundwater. The EA has implemented a national flood risk management strategy for England - Understanding the risks, empowering communities, building resilience. The national strategy outlines the EA's responsibilities for managing the risk of flooding from main rivers and from reservoirs.

However, SCC and the EA are committed to working in partnership to address all key sources of flood risk in Sheffield, especially the risk from main river flooding. The SFRMS is, therefore, an integrated strategy that manages both local and main river flood risks.

1.2.3 The F&WMA designates other agencies as flood risk management authorities (RMAs) and the SFRMS specifies their flood risk management functions. The RMAs operating in the Sheffield area are:

- SCC as LLFA and the Highway Authority;
- The EA as the authority for main rivers;
- Yorkshire Water as the sewerage undertaker.

These RMAs form the Sheffield Flood Risk Management Partnership.

1.2.4 SCC and the EA have developed the SFRMS in conjunction with the RMAs and other stakeholders as listed in section six of this document.

1.3 What Does the SFRMS Do?

1.3.1 Flooding is a natural process, and the SFRMS does not seek to prevent it happening entirely. If, however, steps are not taken to manage the risk of flooding then the problem will worsen as the effects of climate change take hold.

We aim to reduce the likelihood of flooding and its impact on Sheffield's people, businesses and visitors and also to take the opportunity to improve the city's environment.

1.3.2 The SFRMS is a living document that will evolve over time to provide a comprehensive framework for addressing flood risk and:

- explains the latest understanding of flood risk in the city.
- signposts key documents which promote our understanding and support the management of flood risk in Sheffield
- provides a key source of information on flood risk management.
- outlines the legislative framework for managing risk
- specifies the responsibilities and functions of the RMAs operating in Sheffield
- helps co-ordinate flood risk management activities

- contributes to securing and prioritising investment
- explains how flood risk management contributes to achieving wider environmental objectives

What do We Want to Achieve?

1.3.3 The SFRMS sets out seven results that we are working towards. These are:

1. A greater role for communities in managing flood risk
2. Well-managed rivers and watercourses that can cope better.
3. Property and transport routes better prepared against flooding.
4. Sustainable and appropriate development
5. Help keep Sheffield's river valleys open for business
6. Regenerated waterways and water bodies that consider the needs of local plants and wildlife.
7. Areas downstream of Sheffield are not disadvantaged by our actions.

An initial action plan of measures has been developed setting out how we plan to deliver the strategy. The action plan is laid out in section six of this document.

1.4 Next Steps

1.4.1 The final strategy document will be presented to SCC's Cabinet in November 2013 to obtain approval for publication

and implementation. The strategy is subject to scrutiny by SCC's Economic and Environmental Wellbeing Scrutiny and Policy Development Committee. The Committee covers the full range of flood risk management activities carried out within the Council's administrative area and has statutory powers to scrutinise the activities of all RMAs operating in Sheffield.

1.4.2 As mentioned above, the SFRMS is a living document which will evolve as flood events occur, as new technical information becomes available and as new laws are enacted. The Sheffield Flood Risk Management Partnership will review the strategy on an annual basis taking into account new technical information, flood studies, new legislation and financing. The Partnership will consider whether the strategy requires revision and, if necessary, will recommend the publication of an edited version to SCC's Cabinet Member for the Environment, Recycling and the Streetscene.

The Partnership's ability to deliver the measures outlined in the action plan is dependant on securing the required funds and the continued investment in flood risk management by Government.

1.4.3 The SFRMS will fall within the governance structure of the Competitive City Strategic Outcome Board. Clearly, the Partnership will need to outline how it intends to measure the success of the strategy in achieving its results. In the first two years of implementation, the Partnership will establish baseline figures and set outcome targets, for example, the reduction of properties at a high

risk of flooding. Performance will be reported through the Outcome Board's governance structure.

1.4.4 Public engagement is essential to success and the Partnership plans to develop and implement a community engagement framework as part of the SFRMS. SCC published a summary document of the strategy on its flood management web pages in February 2013. The summary outlines 'what we want to achieve' and 'how we're planning to deliver' and invites feedback on the planned actions.

SCC has now published the full strategy document in draft form and invites further feedback on the Partnership's plans.

Glossary

Annual Exceedance Probability (AEP)	The chance of a flood of a given size happening in any one year eg a flood with a 1% AEP will happen, on average, once every 100 years.
Catchment	A catchment is the total area that drains into a river or other drainage system.
Catchment Flood Management Plan (CFMP)	A strategic tool through which the Environment Agency works with other key decision-makers within a river catchment to identify and agree policies for sustainable flood risk management.
Climate Change	A long term change in weather patterns. In the context of flood risk, climate change is predicted to produce more frequent and more severe rainfall events.
Critical infrastructure	Infrastructure which is considered vital or indispensable to society, the economy, public health or the environment, and where the failure or destruction would have large impact. This would include emergency services such as hospitals, schools, communications, electricity sub-stations, Water and Waste Water Treatment Works, transport infrastructure and reservoirs.
Department for Environment, Food and Rural Affairs (Defra)	The UK government department responsible for policy and regulations on the environment, food and rural affairs.
DG5 Register	A Water and Sewerage Company (WaSC) held register of properties which have experienced sewer flooding (either internal or external flooding) due to hydraulic overload, or properties which are at risk of sewer flooding more frequently than once in 20 years.
Environment Agency (EA)	<p>The Environment Agency was established under the Environment Act 1995, and is a Non-Departmental Public Body of Defra. The Environment Agency is the leading public body for protecting and improving the environment in England and Wales today and for future generations. The organisation is responsible for wide ranging matters, including the management of all forms of flood risk, water resources, water quality, waste regulation, pollution control, inland fisheries, recreation, conservation and Navigation of inland waterways.</p> <p>It also has a new strategic overview role for all forms of inland flooding.</p>
Environment Agency Flood Zones	Flood zones on the maps produced by the Environment Agency providing an indication of the probability of flooding (from rivers and the coast) within all areas of England and Wales.
Exceedance flows	Excess flow that appears on the surface once the capacity of an underground drainage system is exceeded.

Flood map for surface water (FMfSW)

Environment Agency maps that give a broad indication of the areas that are likely to be at risk from surface water flooding – ie areas where surface water would be expected to flow or pond.

Flood Risk Regulations

Legislation that transposed the European Floods Directive in 2009.

Flood and Water Act 2010 (F&WMA)

The Flood and Water Management Act clarifies the Management legislative framework for managing flood risk in England.

Floods Directive

The EU Floods Directive came into force in November 2007 and is designed to help Member States prevent and limit the impact of floods on people, property and the environment. It was transposed into English law in December 2009 by the Flood Risk Regulations.

Fluvial Flooding

Resulting from excess water leaving the channel of a river and flooding adjacent land.

Lead Local Flood Authority (LLFA)

The authority, either the unitary council, or county council, with responsibility for local flood risk management issues in its area, as defined in the Flood and Water Management Act.

Local Development Framework (LDF)

A non-statutory term used to describe a folder of documents which includes all the local planning authority's Local Development Documents (LDDs) such as the Sheffield Local Plan. The local development framework will also comprise the statement of community involvement, the local development scheme and the annual monitoring report.

Local Flood Risk

The risk of flooding from ordinary watercourses, surface water and groundwater.

Local Resilience Forums (LRF)

LRFs are multi-agency forums, bringing together all organisations which have a duty to co-operate under the Civil Contingencies Act, and those involved in responding to emergencies. They prepare emergency plans in a co-ordinated manner.

Main River

Main Rivers are watercourses marked as such on a main river map. Generally main rivers are larger streams or rivers, but can be smaller watercourses.

Ordinary watercourse

An ordinary watercourse is any other river, stream, ditch, cut, sluice, dyke or non-public sewer which is not a Main River. The local authority has powers to manage such watercourses.

Pitt Review

An independent review of the 2007 summer floods by Sir Michael Pitt, which provided recommendations to improve flood risk management in England.

Pluvial flooding	Pluvial flooding (or surface runoff flooding) is caused by rainfall and is that flooding which occurs due to water ponding on, or flowing over, the surface before it reaches a drain or watercourse.
Probability of flooding	The probability or chance of flooding is used to describe the frequency of a flood event occurring in any given year, e.g. there is a 1 in 100 chance of flooding in this location in any given year. This can also be described as an annual probability, e.g. a 1% annual probability of flooding in any given year. (See AEP).
Preliminary Flood Risk Assessment (PFRA)	A high level screening exercise that brings together information on significant local flood risk taken from readily available information.
Resilience measures	Resilience measures are designed to reduce the impact of water that enters property and businesses, and could include measures such as raising electrical appliances, concrete floors etc.
Riparian owners	A riparian owner is someone who owns land or property adjacent to a watercourse. A riparian owner has a duty to maintain the watercourse and allow flow to pass through their land freely.
Risk	In flood risk management, risk is defined as the probability of a flood occurring combined with the consequence of the flood.
Risk Management Authority (RMA)	An authority that is able to exercise functions for managing flood risk as defined in the Flood and Water Management Act 2010.
Strategic Flood Risk Assessment (SFRA)	A planning tool that provides information on areas at risk from all sources of flooding.
Surface water flooding	Flooding that takes place from the 'surface runoff' generated by rainwater or snowmelt which is on the surface of the ground and has not yet entered a watercourse, drainage system or public sewer.
Surface Water Management Plan (SWMP)	A tool to understand, manage and coordinate surface water flood risk between relevant stakeholders.
Sustainable Drainage Systems (SuDS)	A sequence of physical measures for managing rainwater that are designed to mimic natural drainage processes by attenuating and conveying surface water runoff slowly compared to conventional drainage.
Water Framework Directive (WFD)	The European Water Framework Directive (WFD) came into force in December 2000 and became part of UK law in December 2003. It provides an opportunity to plan and deliver a better water environment, focussing on ecology. The WFD sets environmental and ecological objectives for all inland and coastal waters in the UK.

2. The Risk of Flooding in Sheffield

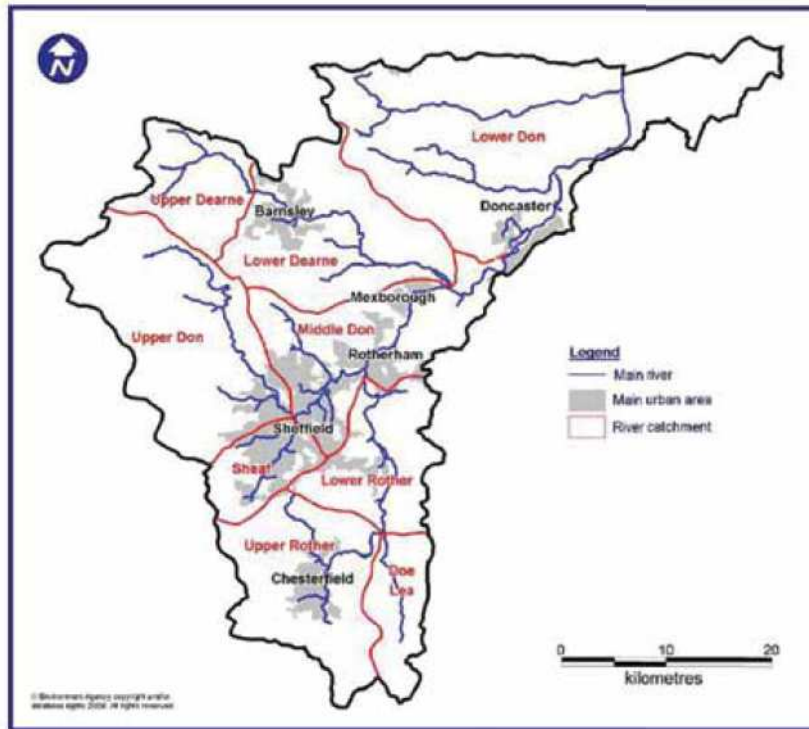


Figure A : The Don Catchment (Don Catchment Flood Management Plan) July 2010

2.1 Introduction

2.1.1 The city of Sheffield lies at the foot of the Pennines in the upper reaches of the Don catchment. Its location is at a point where fast flowing rivers such as the River Don, Loxley, Sheaf and Porter, meet. Sheffield's location in the Don catchment is shown in figure A.

2.1.2 The area's unique and complex hydrology and topography combined with the city's historical development and urbanisation influence the nature of flood risk within the Sheffield area.

2.1.3 Climate change projections indicate that the region will experience warmer, wetter winters and hotter, drier summers along with more extreme rainfall events. The implications are that flooding will become more frequent and of greater magnitude.

2.1.4 The Sheffield Flood Risk Management Strategy (SFRMS) takes a catchment wide approach to addressing the risks of flooding facing the city. The strategy covers the high risk of flooding from the River Don and its main tributaries as well as addressing the local flood risk from smaller watercourses, surface water and sewers.

2.1.5 This chapter gives an overview of the main sources of flood risk facing the city and their interaction. It does not provide a detailed assessment of risk but draws on and signposts documents that currently inform our understanding and provide the evidence base for the strategy such as the Don Catchment Flood Management Plan (DCFMP), July 2010, the Sheffield Strategic Flood Risk Assessment (SFRA) and the Sheffield Surface Water Management Plan (SWMP).

2.2 Catchment Overview

2.2.1 The catchment's response to rainfall has an important influence on flood risk and its management.

2.2.2 The topography of Sheffield is dominated by the Pennine hills to the west with steep sided, well contained river valleys. These valleys respond very quickly to rainfall, and during intense rainfall, runoff moves rapidly through the catchment. Towards the east of the city centre the topography flattens and river valleys widen.

2.2.3 The geology of the area also plays a crucial role in the hydrological characteristics of the catchment and contributes to the rapid response with water running off predominantly poorly draining soils. The peaty soils found in the North Western upland areas of the catchment can absorb and store large amounts of water when dry, slowing movement into the rivers. However once saturated, these soils become impermeable and surface runoff increases.

2.2.4 The Don and its tributaries therefore react very quickly to rainfall with times to peak as short as 2 hours or less above Sheffield. This flashy nature of the catchment places added importance on flood planning and incident management with the requirement for comprehensive and effective warning systems.

2.2.5 River valleys in the upper catchment are narrow offering little natural attenuation and the steepness limits options for creating new storage areas. Several of the rivers from the north and west pass through large

reservoirs upstream of the city. These 23 reservoirs cause a buffering effect on river flow, with a minimal compensation flow paid out most of the time. The reservoirs can reduce the effect of heavy rainfall upstream, but when they are full, flow may enter the watercourses very rapidly as spill occurs. A component of the SFRMS will be to investigate the effect that upstream reservoir operation and flow management may have in reducing flood risk in the Don Valley.

2.2.6 The Don Catchment Flood Management Plan 2010 (DCFMP) is available from the Environment Agency's website and provides further detailed information relating to the characteristics of the Sheffield and upper Don catchments.

2.3 Flooding from Main Rivers

2.3.1 Fluvial or river flooding occurs when a river or watercourse cannot hold the volume of storm water draining into it from the surrounding land and spills flood waters onto the adjacent flood plain.



Figure B : Fluvial flooding from the River Don in the Wicker, Sheffield in 2007

2.3.2 Sheffield has experienced significant fluvial flooding in its history, including most recently, the devastating events of June 2007 when 1200 homes and 1,000 businesses were flooded mainly in the Don Valley.

2.3.3 The Environment Agency (EA) manage the risk of flooding from the city's main rivers which are listed in table C.

The risks faced by this type of flooding are well understood and the EA has developed a comprehensive warning system for the various river sub-catchments within the city. Details can be found on the EA's website at [/www.environment-agency.gov.uk/homeandleisure/floods](http://www.environment-agency.gov.uk/homeandleisure/floods)

Table C: Sheffield's Main Rivers

Name	Length (km)
River Don (Sheffield and Rotherham boundaries)	37.21
Little Don	4.25
River Loxley	6.50
River Rivelin	1.31
Clough Dike	0.67
River Sheaf	9.87
Porter Brook	7.00
Abbey Brook	1.42
Meers Brook	1.09
Totley Brook	0.85
Oldhay Brook	1.01
Blackburn Brook	11.23
Kirkbridge Dike	2.34
Bagley Dike	3.21
Charlton Brook	0.64
Whitley Brook	1.04
Hartley Brook	0.15
Ecclesfield Brook	0.66
Car Brook	4.74
River Rother (shared length)	8.00
Ochre Dike	1.47
Shirtcliffe Brook	0.88

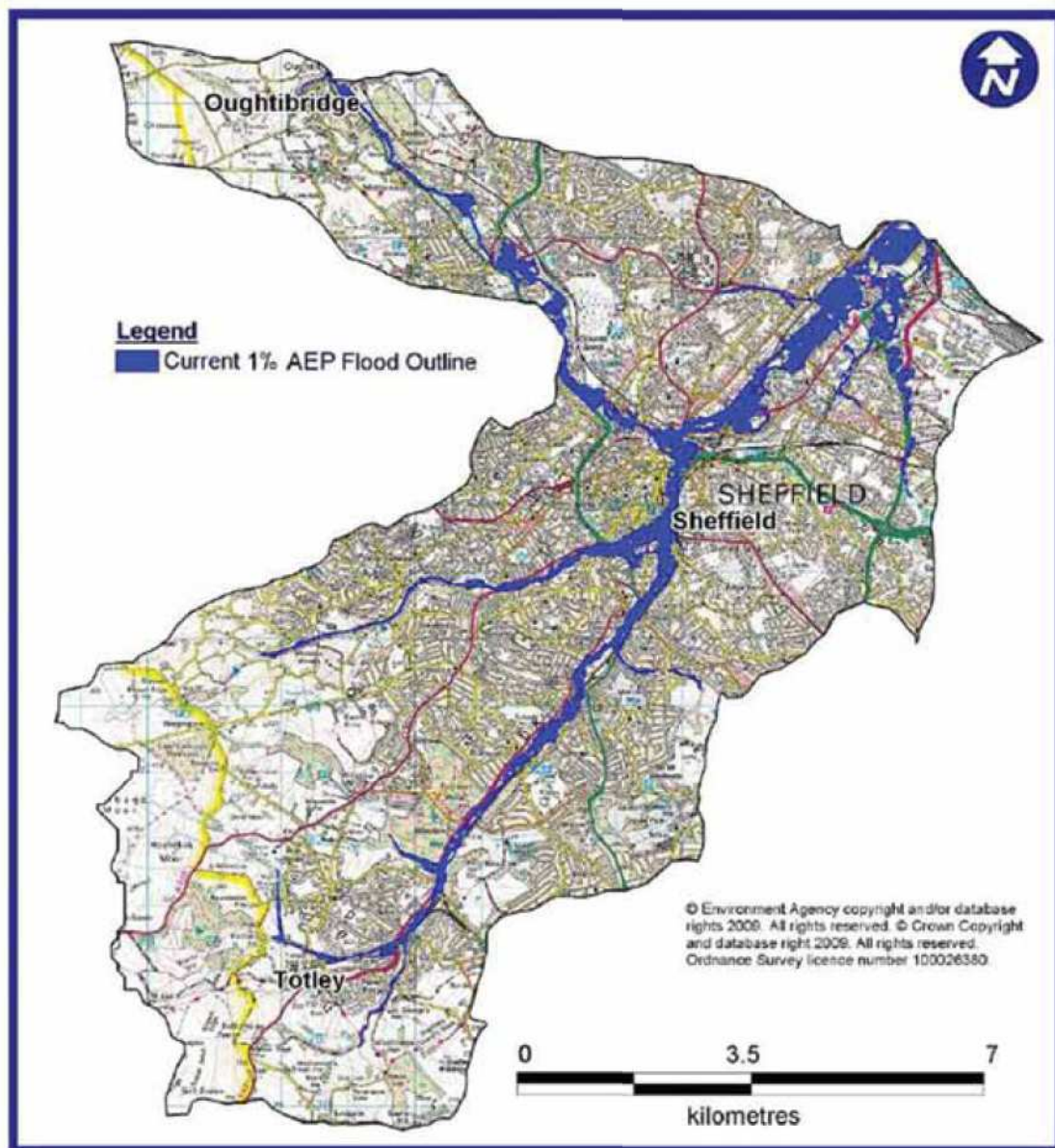


Figure D: Fluvial Flood Risk in Sheffield (Middle Don and Sheaf sub catchments) (source : DCFMP)

2.3.4 In order to understand flood risk, it is important that the concept of flood probability is understood. A 100 year flood event is a flood which has a 1% chance of being equalled or exceeded every year. This is called the 1% Annual Exceedance Probability (AEP) and is used as a measure of the chance of a flood event occurring.

Using hydraulic modelling techniques, Sheffield's fluvial flood risk zones have been mapped and flood outlines show the spatial extent of fluvial flooding for a range of probability flood events, namely:

- 1:20 year flood (5% AEP) defining the extent of the functional floodplain.

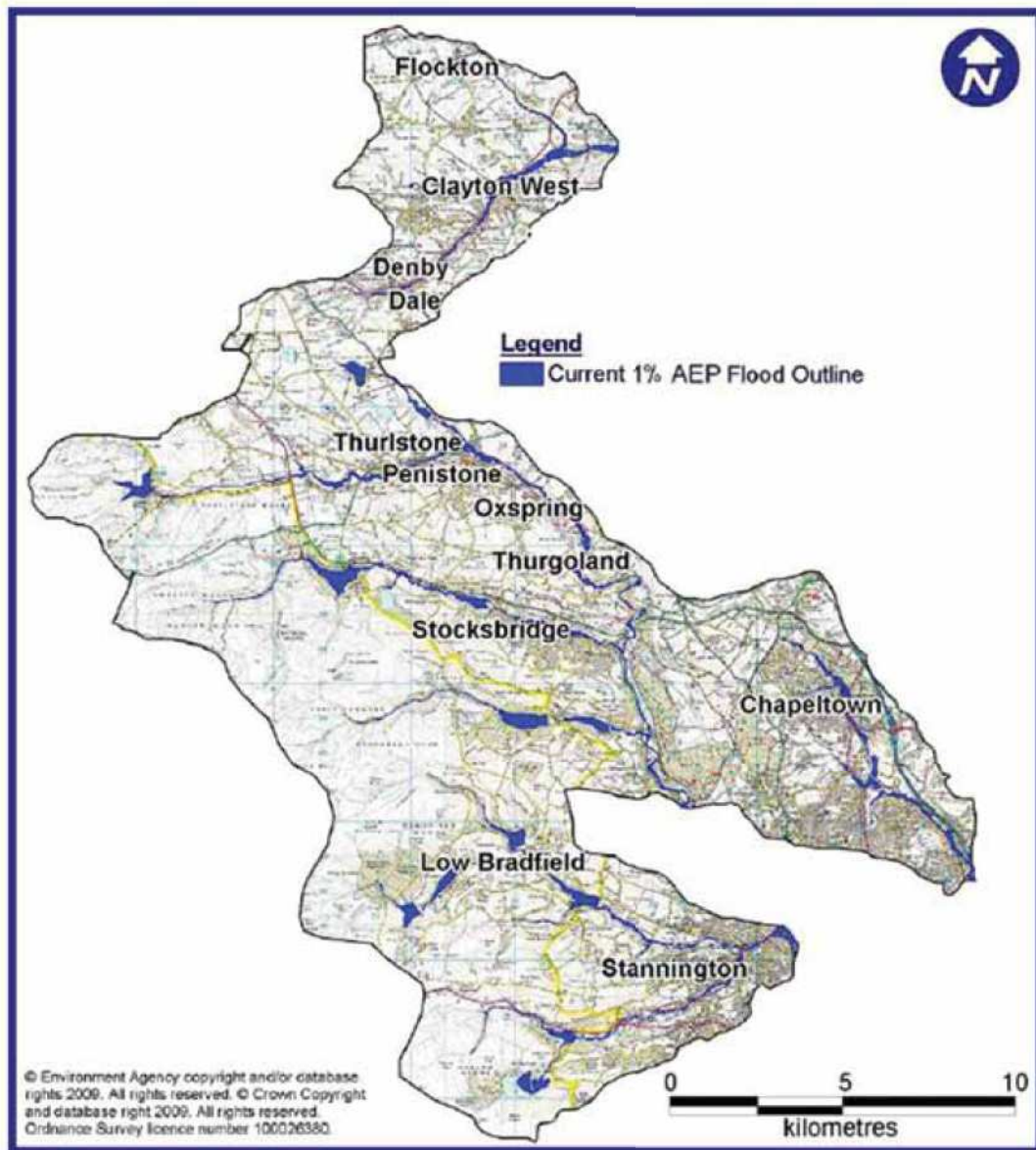


Figure E : Fluvial flood risk in the Upper Don Catchment (source DCFMP)

- 1:100 year flood event (1% AEP) outlining the benchmark flood level for assessing risk.
- 1:1000 year event (0.1% AEP) giving the extreme flood level outline.

2.3.5 As mentioned, the 1% AEP flood outline is the benchmark level for defining the risk of fluvial flooding within the city's river valleys. Figures D and E show the current 1% AEP flood outline for the Sheffield and

Upper Don catchment areas. The DCFMP (2010) estimates the area at risk to be 5.5 square kilometres containing 2278 residential and 2290 commercial properties - table F summarises the risk for Sheffield. The EA plans to revise this flood risk data as part of their Sheffield Comprehensive Flood Review in 2013. Further details of the flood zone maps for Sheffield are available on the EA's website.

Table F: Summary of the Fluvial Flood Risk in Sheffield (1% AEP Flood Event) Source: DCFMP

	Current	Future
Property (number)		
Residential	2778	3315
Commercial	2290	2725
Total properties	5068	6040
Listed buildings	87	102
Property Damages (Sheffield Policy Unit)	£269,097,875	£343,954,085
Infrastructure (Sheffield Policy Unit)		
Main roads (km)	15.45	18.22
Railway (km)	7.55	8.72
Hospitals, surgeries and health care centres	9	10
Fire, Ambulance and Police Stations	1	1
Schools and colleges	5	5
Electricity and Gas assets	64	75

2.3.6 Although the proportion of properties at risk of fluvial flooding is low for a city of Sheffield's size, the location of this risk is critical with major transport links and key infrastructure at risk.

2.3.7 Floodplains in the city are not extensive and urbanisation, particularly industrial, has taken place right up to the banks of rivers. In many urban areas, including the city centre, rivers have been culverted to allow development and therefore the natural river system is significantly restricted increasing the risk of flooding. The SFRMS will support the work of the Sheffield Waterways Strategy, City of Rivers, in regenerating the city's main rivers by opening up culverts and reforming natural banks where appropriate and beneficial.

2.3.8 Sheffield's river system is susceptible to blockage, particularly at culvert inlets and bridge structures, due to the high proportion of vegetation and debris that can be washed down by high velocity flow. This has played a significant role in past flood events on the rivers Don, Sheaf, Porter and Blackburn Brooks. On the River Don, this largely took the form of debris blockage at bridge parapets in the 2007 flood event. On the River Sheaf, blockage to the debris screen at Granville Square caused considerable flood damage in 1991. This screen has since been replaced to give an improved standard of maintenance and protection. The SFRMS plans to continue the considerable work of the EA over the last few years in working with riparian owners to keep the main river channels clear of debris and invasive vegetation and controlling the build up of siltation in main rivers.

**Figure G : Nursery Street, Sheffield –
New flood defences and a pocket park
built in 2012**



2.4 Flood Defences

2.4.1 Sheffield has few formal main river defences that can provide an increased standard of protection (SoP) against flooding.

2.4.2 The city's main formal defences maintained by SCC and the EA are located on:

- The River Don at Kelham Island, Nursery Street and The Wicker (SoP=1% or 1:100 years).
- The lower reaches of the River Sheaf from Heeley to the city centre (SoP=2% or 1:50 years).

Private defences are located at:

- The Meadowhall Shopping Centre including a flood barrier at Meadowhall Drive (SoP=0.5% or 1:200 years).

2.4.3 Of particular importance is the need to improve defences and increase the SoP on the River Don close to Sheffield's city centre and in Sheffield's lower Don valley - areas badly affected in 2007 and essential to the economic growth of the city.

2.5 Future Flood Risk

2.5.1 The Don Catchment Flood Plan states that the major factor influencing flood risk in the future is climate change. Future urban expansion is not considered to make a significant difference to flood flows.

2.5.2 The impact of climate change is a major challenge to flood risk management authorities. The national overview is that changing rainfall patterns will result in hotter, drier summers and milder wetter winters with more extreme rainfall and flooding events.

2.5.3 The implications are that flooding becomes more frequent and of greater magnitude thereby increasing the risks to life, property and the environment. This means that the current standard of protection of defences will reduce over this century.

2.5.4 The chosen scenario for future flood risk that is used in the Don Catchment Flood Plan is that climate change will increase flood flows by 20%.

2.6 Main River Flood Risk Management

2.6.1 To ensure risk management options are sustainable and integrated, the SFRMS is to further develop the partnership between the Environment Agency, as main river authority, and SCC as LLFA leading to a more comprehensive strategy for managing main river flood risk within the city.

2.6.2 This approach has seen close liaison between the EA and SCC on the Sheffield Comprehensive Flood Review (SCFR) scheduled for completion in 2013, and two key projects that utilise a new 2D hydraulic river model developed as part of the SCFR:

- The Lower Don Valley Flood Defence Scheme, scheduled for completion in 2015, that aims to provide a standard of flood protection of 1:100 (1% AEP) in Sheffield's lower Don Valley.
- The Upper Don Reservoir Storage Study scheduled for completion in 2013 that is assessing the potential for upstream management of flows.

2.6.3 The Sheffield Flood Risk Management Strategy will build on the work of the SCFR and the SFRA (Level 1) to address the risk of main river flooding. SCC is committed to working with the EA to further develop a comprehensive main river strategy in five flood risk management areas:

1. Flood Defence – to increase the standard of protection against fluvial flooding.
2. Upstream management of flows with particular emphasis on investigating the role of the Upper Don reservoirs.

3. River Stewardship – work with riparian owners to keep river channels clear of debris and invasive vegetation which can lead to blockage and controlling the build up of siltation and shoals to maintain capacity,

4. Community Resilience – working with community groups and businesses to plan for emergencies and to improve incident management and protection.

5. Spatial planning policy – section three of this document explains how Sheffield's Local Plan manages development in the city's main river floodplains and points to the range of policies designed to manage flood risk and ensure appropriate development.

2.6.4 The Action Plan in section six outlines specific main river flood risk management measures which are planned as part of the SFRMS.

2.7 Local Flood Risk

2.7.1 Local flood risk is defined as flooding from ordinary watercourses, surface water and groundwater. SCC as Lead Local Flood Authority is responsible for managing the risk of flooding from these sources.

Sheffield's Preliminary Flood Risk Assessment (PFRA) into local flood risk was undertaken in 2011 under the Flood Risk Regulations 2009. The PFRA concluded that Sheffield is not noted as exceeding the national flood risk threshold and that there is no local flood risk area identified for further investigation under the regulations.

2.7.3 The PFRA undertook a high level screening exercise compiling information

on significant local flood risk from past and predicted future floods and further concluded that:

- Future local flood risk is estimated to be low in the city.
- Based on local knowledge and records, significant local flood incidents are not commonplace.
- Watercourse blockages do however present a risk from flooding during more frequent events particularly at culvert inlets.

2.7.4 Following on from the PFRA, we are using two more detailed assessments to understand and support our actions in managing local flood risk. These are:

- The Sheffield Surface Water Management Plan (SWMP)
- The national Flood Maps for Surface Water (FMfSW).

2.8 Flooding from Ordinary Watercourses

2.8.1 Sheffield has a substantial network of smaller ordinary watercourses, which are not classified as main rivers. Generally they follow natural valleys or ditches in the landscape originating at a spring or point of surface water discharge. Some are well known and named, others take the form of small underground pipes. This network, together with the public sewer system, forms the city's local drainage system.

2.8.2 Landowners, including SCC, are responsible for the upkeep of ordinary

watercourses and for maintaining the flow within them, as riparian owners

2.8.3 SCC has built up a register of recorded ordinary watercourses in GIS format using information from historic maps, plans and records and uses this to support investigations into local flooding incidents. Information from the register is available to the public on request and SCC is developing an edited version to be placed on its website.

2.8.4 As Sheffield has developed over the last century, many watercourses have been culverted over with culvert sizes varying from 150 mm to 1.5 metres in places. Many of the culverts are old and are considered to be in poor condition. Generally, the larger culverts contain screens at the inlet to stop debris entering the culvert or to prevent unauthorised access.

2.8.5 From an understanding of past flood events, carried out as part of the SWMP, it is clear that there is a risk of culverts becoming blocked and, occasionally, partially collapsing during storms resulting in surcharge and overland flow. In June 2009, the Jervis Lumb culvert, located in the Norfolk Park area of the city, collapsed causing flooding to property, schools and roads. SCC subsequently managed the replacement of the collapsed section on behalf of riparian owners. Blockage generally occurs, however, at culvert inlets particularly where poorly designed screens have been installed.

2.8.6 As well as assessing past flooding history, the SWMP carried out broad scale 2D modelling to identify areas at risk of culvert surcharge. The results are summarised in

Figure H: Ordinary watercourse culverts in Sheffield showing surcharge risk (source: Sheffield SWMP)

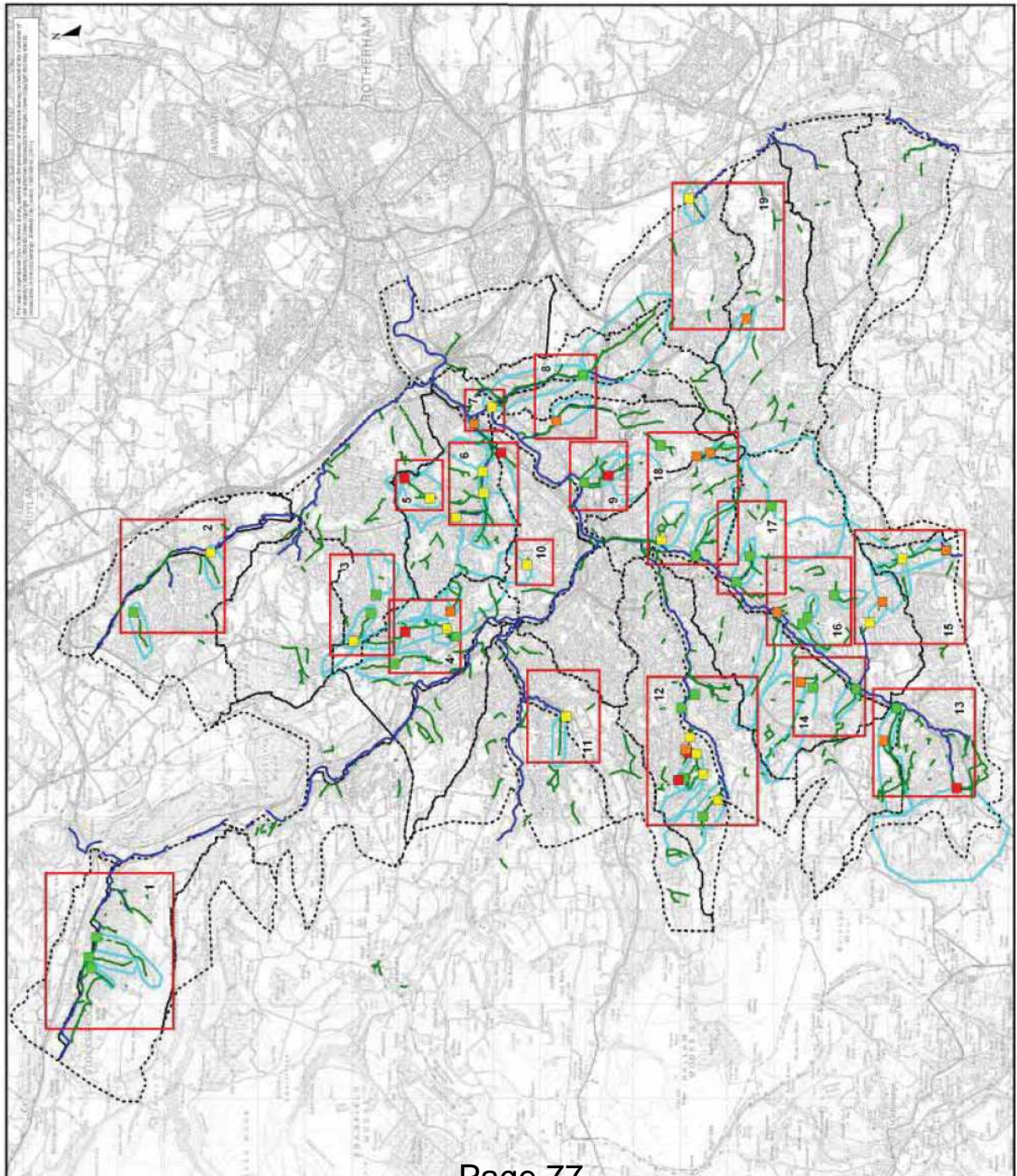
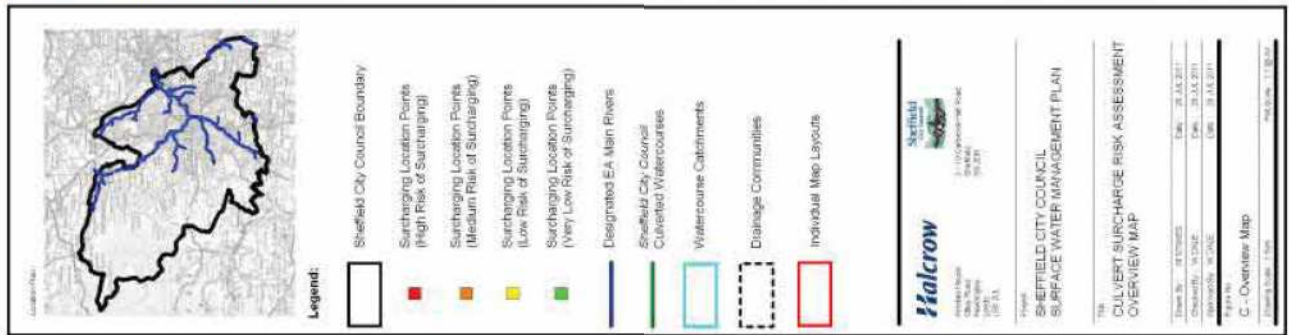


figure H with locations ranked on a scale from very low to high risk.

2.8.7 The SFRMS will address the risk of flooding from ordinary watercourses by developing asset systems and by working with riparian owners to reduce the risk of blockage.

2.9 Surface Water Flooding

2.9.1 Surface water flooding occurs when high intensity rainfall, typically in excess of 30mm/hour, cannot soak into the ground or enter the local drainage system either because of insufficient capacity or blockage. In heavily urbanised areas, such as Sheffield, storm water flow passes overland along flow routes generally following the road network and ponds in depressions in the topography.

2.9.2 Due to its localised nature, this type of flooding is very difficult to predict with certainty and warning systems are not fully reliable. The Flood Forecasting Centre, established following the 2007 floods, does provide extreme rainfall event forecasting (<http://www.ffc-environment-agency.metoffice.gov.uk/services/era.html>) and is now supporting partner agencies in planning emergency responses for such events.

2.9.3 Technological improvements have been made in modelling techniques to estimate areas at risk of surface water flooding, but, historic flooding evidence shows that there remains uncertainty in the results.

2.9.4 As mentioned earlier as well as using information provided by the Flood Forecasting Centre, we are using two assessment studies to understand and support our actions in

managing the risk of surface water flooding – the Sheffield SWMP and the national FMfSW.

2.9.5 The FMfSW is the second generation of national surface water flood mapping released by the EA to authorities in 2010. This database maps two flood events (with a 3.33% AEP and 0.5% AEP) for deep and shallow flood depths. The maps for the Sheffield area for the higher probability deep zone indicate a wide scatter across the city with no concentration of risk in a specific area and a total of 1,400 properties at risk citywide (outside the 1% fluvial flood risk zone). The EA is updating the national FMfSW using new data and modelling techniques. New draft mapping data was released to LLFAs in April 2013 as part of a review process prior to publication later in 2013.

2.9.6 Based on past flooding history, the Sheffield SWMP concludes that there are relatively few properties at risk of surface water flooding. The risk is considered to be low due to the city's hilly topography and extensive drainage network.

2.9.7 The SWMP recommends that surface water flood risk is managed by spatial planning, development management and asset management measures. The SFRMS action plan provides further details of the measures planned to manage this form of flooding.

2.10 Sewer Flooding

2.10.1 As in most large cities, rainwater from developed impermeable surfaces generally drains into separate surface water sewers or into combined sewers (surface runoff and waste water). Flooding can result when the

sewer is overwhelmed by intense rainfall, becomes blocked or is of inadequate capacity. The main public system is relieved by combined sewer overflows (CSOs) discharging flow to rivers and streams.

2.10.2 The Sheffield sewer system is a complex network which has been developed over the last century and is managed by Yorkshire Water Services. The majority of the combined sewer network drains into the Don Valley trunk sewer system for passage to the primary waste water sewage treatment works at Blackburn Meadows to the east of the city. Significant investment took place in the 1980s and 1990s to provide a deep, large diameter (up to 5 metres) Don Valley Intercepting Sewer to receive and store storm flows from the trunk sewer system.

2.10.3 Yorkshire Water has commissioned the development of a comprehensive hydraulic model for Sheffield's sewerage system to identify future capacity issues and to support capital investment as part of the next sewerage asset management programme. Yorkshire Water plan to complete this project in March 2015 and to make results available to the Sheffield FRM partnership.

3. Legislative Framework and Context of the Strategy

3.1 Introduction

3.1.1 This chapter explains the legislative and corporate context within which the Sheffield Flood Risk Management Strategy (SFRMS) sits, outlining:

- the legal and regulatory framework governing flood risk management both nationally and locally, and how this has evolved

- how the SFRMS brings together catchment-wide and local FRM plans and assessments
- where the SFRMS sits in relation to Sheffield City Council's (SCC) Corporate Plan and related strategies

3.1.2 Figure I below shows the main factors influencing flood risk management in Sheffield and how these are brought together in the SFRMS.

Figure I: Factors Influencing the Sheffield Flood Risk Management Strategy



The Legal and Regulatory Framework

3.2 The Pitt Flooding Review (June 2008)

3.2.1 Following the significant floods of June and July 2007 the Government asked Sir Michael Pitt to conduct a thorough and independent review of the risk posed by flooding, and to make recommendations as to what might be done differently in the future. The review made 92 recommendations, of which ten relate directly to local government. Of particular importance are its views on oversight and scrutiny.

3.2.2 The Pitt Review gave rise to the Flood and Water Management Act (2010), which now forms the key piece of legislation overseeing flood risk management in England.

3.3 Flood and Water Management Act (2010)

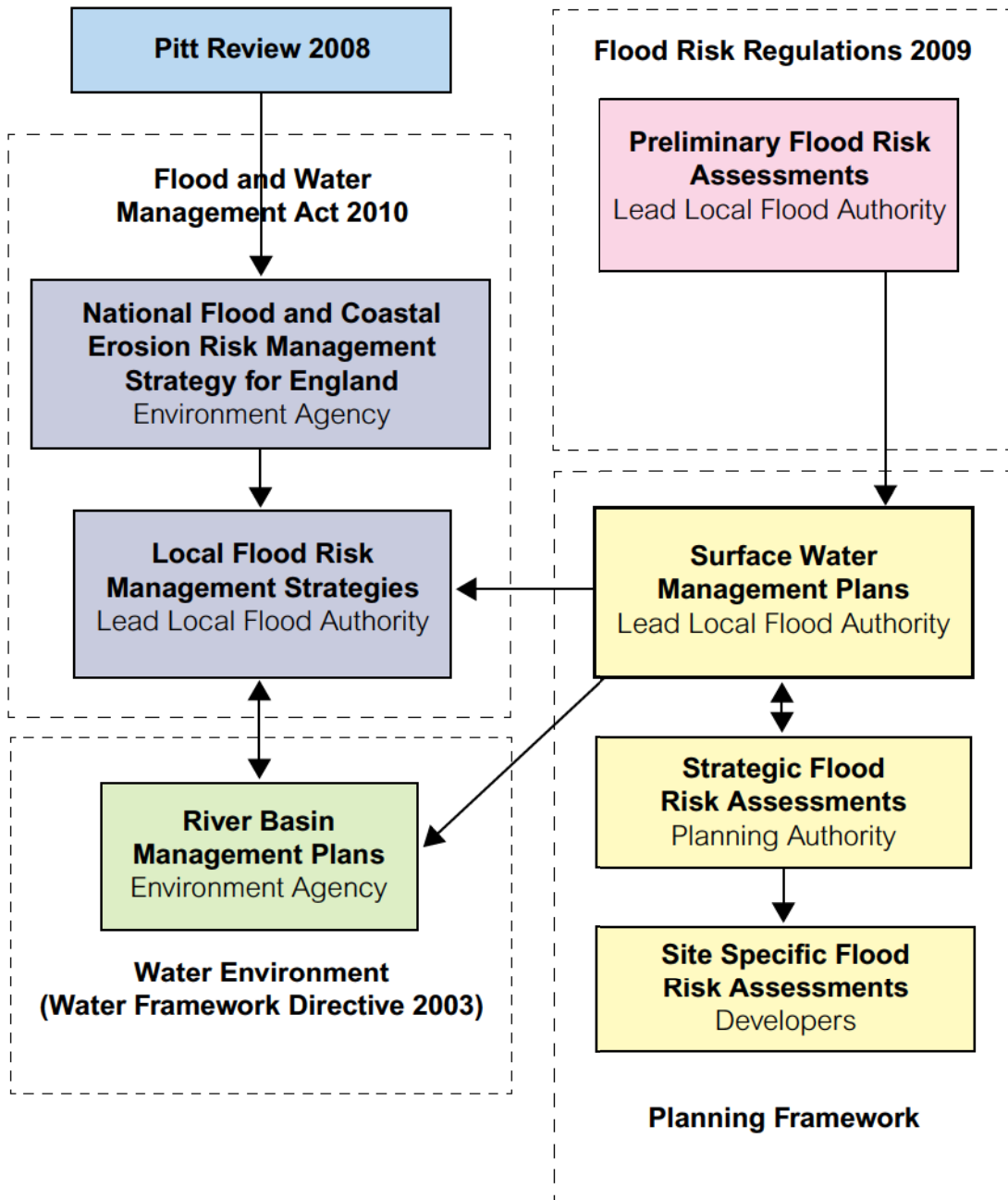
3.3.1 The Flood and Water Management Act 2010 (F&WMA) determines that flood risk will be managed by a combination of National Strategies for England and Wales and a series of local strategies.

3.3.2 The F&WMA gives local authorities significant new roles and responsibilities to help manage flood risk in a more co-ordinated way. It helps to reduce flood risk by:

- defining who is responsible for managing the various sources of flood risk
- enabling effective partnerships to be formed
- encouraging more sustainable forms of drainage in new development

3.3.3 Figure J overleaf shows the relationship between the various laws, directives and regulations relating to flood risk management.

Figure J: Relationships between Laws, Directives and Regulations Concerning Flood Risk Management



3.4 The National Flood Risk Management Strategy for England (2011)

3.4.1 The F&WMA requires the Environment Agency to “develop, maintain, apply and monitor a strategy for flood and coastal erosion risk management in England”. Accordingly, the Agency has written the National Flood and Coastal Erosion Risk Management Strategy for England 2011 (the National Strategy).

3.4.2 The National Strategy sets out principles for how flood risk should be managed. It provides strategic information about the various kinds of flood risk and the organisations responsible for their management. The Strategy’s guiding principles are:

- community focus and partnership working
- an approach based on catchment cells, working with neighbouring authorities
- sustainability - taking into account potential future risks and remaining adaptable to climate change
- proportionate, risk-based approaches which allot resources where they have the greatest effect
- added benefits including regeneration and socio-environmental benefits as well as reducing the risk to people and property
- beneficiaries should be encouraged to invest in local risk management

3.4.3 The F&WMA requires risk management authorities (local authorities, internal drainage boards, sewerage companies and highway authorities) to act consistently with the National Strategy in carrying out their flood and coastal erosion risk management functions. The national strategy is available to view on the Environment Agency’s website at: <http://environment-agency.gov.uk/research/policy/130073.aspx>

3.5 Local Flood Risk Management Strategies

3.5.1 The Act designates SCC as the Lead Local Flood Authority (LLFA) for its area, with duties and powers to lead the co-ordination of flood risk management in the city, as well as to carry out a specific role in managing flood risk from local sources. The key sources of flood risk identified as local by the Act include

- Surface Water
- Ordinary Watercourses
- Groundwater

3.5.2 The Environment Agency is responsible for managing the risk of flooding from the city’s main rivers and larger reservoirs. Yorkshire Water owns and manages the public sewer network in Sheffield, and is responsible for managing flooding from this network. Other agencies have a defined statutory role in managing flooding as risk management authorities. Further details are provided in Section Four.

3.5.3 The F&WMA places a duty on all risk management authorities operating in an area to act in accordance with the relevant local flood risk management strategy when carrying out their flood risk management functions. These functions are subject to scrutiny in accordance with the LLFA's democratic processes.

3.5.4 The F&WMA gives SCC new responsibilities as LLFA, as explained in Section Four and as listed below:

- maintain a register of drainage and flood assets
- investigate flooding incidents
- prepare a local flood risk management strategy
- establish an approval body for sustainable drainage systems (SuDS)
- power to designate flood risk management structures
- power to undertake works
- consenting to works on ordinary water-courses

3.5.5 The powers listed above are defined as permissive and their use is at the discretion of the LLFA.

3.6 The EU Floods Directive and the Flood Risk Regulations (2009)

3.6.1 The Flood Risk Regulations came into force in December 2009. They complement the F&WMA, transposing the EU Floods

Directive into British law. The EU Floods Directive aims to provide a consistent approach to flood risk management across the whole of Europe. The regulations require the Environment Agency to assess, map and manage flood risk from the sea, from main rivers and from reservoirs, and require Lead Local Flood Authorities to do so for all other flood risks. Key provisions and timescales in the regulations include:

- Preliminary Flood Risk Assessments (PFRAs) to be prepared by the Environment Agency and Lead Local Flood Authorities by December 2011. These assessments should identify areas of significant flood risk.

Where such areas are identified and agreed:

- LLFAs to publish flood hazard and risk maps for local sources by December 2013.
- LLFAs to publish flood risk management plans for local sources by December 2015. These plans should set objectives for flood risk management and should outline measures for achieving those objectives.
- All assessments, maps and plans to be reviewed and updated every six years.
- The Environment Agency to publish flood risk management plans for main river and reservoirs by December 2015.

3.6.2 The Preliminary Flood Risk Assessment is a high-level screening exercise that brings together information on significant local flood risk (any flood risk that does not originate from main rivers, the sea or large reservoirs) from both past and future floods, based upon readily available information. The PFRA also

identifies flood risk areas where the final two stages of the Flood Risk Regulations apply; stage three delivers Flood Risk Maps while stage four delivers Flood Risk Management Plans.

3.6.3 Sheffield's PFRA is available to view at www.environment-agency.gov.uk/research/planning/135526.aspx#21. The PFRA concludes that Sheffield is not noted as exceeding national flood risk thresholds and, therefore, no local flood risk area is identified for the purposes of undertaking stages three and four of the regulations.

3.7 Spatial Planning and Flood Risk Management

3.7.1 The spatial planning and development management process has a critical role to play in managing the risk of flooding by directing development to areas of lowest risk, by managing land uses, by allocating the most suitable sites and by ensuring development is sustainable.

3.7.2 The planning process handles the delicate balance between the economic regeneration and development of the city and the potential risks of flooding in the future. If climate change makes extreme weather and flooding more likely, floodplains will be needed more and more. It is, therefore, essential that these are protected and, where possible, increased by taking flood risk into account at all stages of the planning process.

3.7.3 Developers have a key role to play in managing and mitigating flood risk in new developments and should have regard

to this strategy. Developers should also make a positive contribution to reducing the overall flood risk in the surrounding area and contribute to achieving environmental benefits as defined by the Water Framework Directive.

3.8 National Planning Policy on Development and Flood Risk

3.8.1 In March 2012 the Government introduced the National Planning Policy Framework (NPPF). On matters of flood risk, the NPPF replaces the earlier Planning Policy Statement 25: Development and Flood Risk (March 2010) with a technical guidance document.

3.8.2 The NPPF policy on flood risk states that:

“Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk management bodies, such as lead local flood authorities and internal drainage boards. Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change, by:

- applying the Sequential Test;

- if necessary, applying the Exception Test;
- safeguarding land from development that is required for current and future flood management;
- using opportunities offered by new development to reduce the causes and impacts of flooding; and
- where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long term, seeking opportunities to facilitate the relocation of development, including housing, to more sustainable locations.”

3.8.3 The Government requires that the NPPF be taken into account in the preparation of local plans and is a material consideration in planning decisions. In accordance with this, when considering development proposals, SCC takes a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF.

3.9 The Sheffield Local Plan

3.9.1 The city’s Local Plan comprises the development plan documents drawn up under earlier regulations for the Sheffield Development Framework. It is prepared in accordance with the Planning and Compulsory Purchase Act 2004, amended by the Planning Act 2008 and the Localism Act 2012. It shows up to 2026 how:

- the city will develop spatially
- different land uses will be allocated

- the environment will be protected and enhanced
- areas and buildings will be designed
- places in the city will be connected through the location of new development and transport provision

The Sheffield Local Plan is available on SCC’s website at <https://www.sheffield.gov.uk/planning-and-city-development/planning-documents/local-plan.html>.

3.9.2 The primary document of Sheffield’s Local Plan is the Core Strategy. This was formally adopted by the City Council in March 2009. It sets out the vision and objectives for the whole Local Plan, and sets out the city’s planning policies. The Core Strategy policies that have a bearing on the management of flood risk are outlined in Table K. Collectively, these policies define how the planning process manages flood risk in new development by safeguarding open space and riversides, protecting the strategic green network, responding to climate change and promoting sustainable design.

3.9.3 The City Policies and Sites document forms the second of the two citywide local plan documents. It supplements the policies of the Core Strategy by:

- informing the development management process by securing development which is appropriate and sustainable and which enhances the built environment, with policies to help answer the question, ‘What do I need to do to get planning permission?’

- showing the implications of the Core Strategy's spatial policies through policy areas and site allocations that can be presented on a proposals map.

3.9.4 The document provides greater detail, in the form of guidance and criteria, on achieving the policy objectives of the Core Strategy. Policies relating to the management of flood risk are given in Table L.

Table K: Core Strategy Spatial Policies Relating to Flood and Water Management

Policy Reference	Policy
Chapter 9 - Providing for Opportunities, Wellbeing and Quality of Life for All	
CS46	Quantity of Open Space
CS47	Safeguarding Open Space
CS48	Open Space and Riversides in the City Centre
Chapter 11 - Global Environment and Natural Resources	
CS63	Responses to Climate Change
CS64	Climate Change, Resources and Sustainable Design of Developments
CS67	Flood Risk Management
Chapter 12 - Prizing, Protecting and Enhancing Sheffield's Natural Environment and Distinctive Urban Heritage	
CS71	Protecting the Green Belt
CS73	The Strategic Green Network
CS74	Design Principles

Table L: City Policies and Sites Document – Policies Relating to Flood and Water Management

Policy Reference	Policy
D2	Open Space in Large New Housing Developments
F1	Pollution Control
G1	Safeguarding and Enhancing Biodiversity and Features of Geological Importance
G2	The Green Network
G4	Water in the Landscape

3.9.5 All the above policies have a bearing on how SCC manages and will manage the present and future risk of flooding through the planning process. However, actions designed specifically to address flood risk and adapt to expected climate change are contained in CS63, CS64 and CS67.

3.9.6 In addition, SCC has published a Climate Change and Design Supplementary Planning Document (SPD) and Practice Guide. The purpose of the SPD is to provide information and guidance on ways to meet the requirements of the SCC's policies and guidelines, as well as advice on how to design environmentally sustainable buildings. The practice guide provides design guidance on sustainable drainage systems and techniques, green roofs, rainwater harvesting and greywater recycling.

3.10 Emergency Flood Planning

3.10.1 Emergency planning and incident management are vital to reducing the consequences of flooding on people. Swift action to minimise these consequences is the most effective way of limiting the long-term impact on the wellbeing of individuals and the economic resilience of communities.

3.10.2 The Civil Contingencies Act 2004 is the main piece of legislation governing emergency planning for flooding. It formalises duties on local authorities, the emergency services and other organisations.

3.11 South Yorkshire Local Resilience Forum

3.11.1 The South Yorkshire Local Resilience Forum (SYLRF) brings together all agencies with a significant role to play in responding to and recovering from the impacts of emergencies in the county. It was formed to meet the requirements of the Civil Contingencies Act 2004.

3.11.2 The Civil Contingencies Act defines emergencies as 'any event or situation which threatens serious damage to human welfare in a place in the United Kingdom, the environment of a place in the United Kingdom, or war or terrorism which threatens serious damage to the security of the United Kingdom'.

3.11.3 The agencies involved in the SYLRF are the four South Yorkshire local authorities, the police, the fire and rescue service, the ambulance service, the Environment Agency, NHS England and Public Health England. These are known as category one responders. There are also other organisations who are classified as category two responders, such as transport operators, airports, and utility companies who are all involved in the SYLRF as and when required. In addition, the military and voluntary agencies are also represented at the forum. These organisations work together under the remit of the SYLRF to minimise community risk and, where emergencies occur, respond collectively in the most appropriate manner.

3.12 Emergency Flood Planning in Sheffield

3.12.1 As explained in Section Two, Sheffield's location in the upper reaches of the Don catchment places additional importance on making a swift and effective response to potential and / or actual flooding incidents affecting the city.

3.12.2 The Emergency Planning Shared Service for Rotherham and Sheffield (EPSS) has produced the Sheffield City Council Major Incident Plan and the Sheffield Multi-Agency Flood Plan (SMAFP). Between them, these document the response and recovery arrangements of relevant agencies within the city.

3.12.3 In a major flooding emergency, South Yorkshire Police will normally assume overall co-ordination of operations supported by all category one responders and, where appropriate, category two responders. The SMAFP is activated by the EPSS on notification from the Environment Agency, Met Office, emergency services or members of the public of a potential or serious flooding incident affecting Sheffield. Activation relies heavily on warning systems provided by the EA and the Met Office flood forecasting centre. Further details of these systems are available at the following link:<http://metoffice.gov.uk/public/weather/flood-warnings/ea#?tab=floodWarningsDetail>

Land Drainage and Water Quality

3.13 Land Drainage Law and Regulation

3.13.1 The Land Drainage Acts 1991 and 1994 give SCC permissive powers to maintain the flow in ordinary watercourses and to ensure they are free from obstruction. The Council can require landowners to carry out work to remove any obstruction and maintain the flow. It can also carry out works on ordinary watercourses and undertake drainage work on private land to prevent flooding. The Environment Agency has similar land drainage powers in relation to main rivers.

3.13.2 It should be emphasised that, although SCC and the EA have permissive powers relating to the maintenance of flow in watercourses, these organisations are only legally responsible for the physical maintenance of watercourses where they themselves are the landowners.

3.14 Riparian Ownership

3.14.1 Persons or organisations owning land or buildings next to or over a watercourse, or with a watercourse running through their land or buildings, are defined as riparian owners in common law. The Environment Agency's publication, Living on the Edge, (available on the EA's website at www.environment-agency.gov.uk/homeandleisure/floods/31626.aspx) gives a guide to riparian

owners' rights and responsibilities. In general, these responsibilities relate to the upkeep of watercourses and allowing water to flow unhindered and free from pollution.

3.15 The Water Framework Directive (2000)

3.15.1 The EU Water Framework Directive (WFD) came into effect in 2000. It was transposed into law in England and Wales by the Water Environment (Water Framework Directive) (England and Wales) Regulations 2003. The Directive requires that objectives be set for all surface and ground waters to protect and restore clean water throughout Europe to ensure its long-term sustainable use.

3.15.2 The objectives of the WFD include:

- preventing deterioration in the status of surface water bodies, protecting them and improving their ecological status
- achieving at least 'good' status for all waters by 2015, 2021 or 2027 depending on the criteria set out in the WFD
- promoting the sustainable use of water as a natural resource, balancing abstraction and recharge
- conserving aquatic ecosystems, habitats and species
- progressively reducing or phasing out the release of pollutants which present a significant threat to the aquatic environment

- progressively reducing the pollution of groundwater and preventing or limiting the entry of pollutants
- contributing to mitigating the effects of floods and droughts on surface water bodies

3.15.3 The Directive sets a target for all surface and groundwater bodies to reach 'good' status by 2015. However, it recognises that some water bodies are artificial or heavily modified in order to provide water supply, flood protection or navigation, or to support built infrastructure, and sets lower targets accordingly. Artificial or heavily modified water bodies need to reach 'good' ecological potential by 2027.

3.15.4 All new activity in the water environment needs to take the Directive into account. The WFD requires that any proposal affecting the water environment be assessed to identify potential impacts which could cause deterioration in a water body or could hinder the water body from meeting its WFD objectives.

3.15.5 The Environment Agency is the competent authority in England and Wales responsible for delivering the Directive. The WFD establishes an approach to water management based upon river basins and natural geographical and hydrological areas.

3.15.6 River Basin Districts are used in the WFD to manage water environments. A management plan has been produced for each River Basin District in the UK. These plans tell us, at a local level, which actions

and measures we all need to implement in order to achieve the objectives of the WFD. Sheffield is part of the Don / Rother catchment which is included in the Humber River Basin Management Plan.

3.15.7 Clearly, the functions of LLFAs and RMAs, together with measures identified to reduce flood risk, can contribute to achieving WFD targets and objectives. The following are examples of flood risk management activities which can have a bearing on Water Framework Directive objectives:

- consenting works on watercourses
- maintaining flow in watercourses
- promoting the use of SuDS with developers and the highway authority
- approving and adopting SuDS which comply with agreed standards of design and construction
- planning policies relating to Sheffield's strategic green network
- working with communities and riparian owners to improve watercourse management
- where possible, opening up watercourses to reinstate their natural beds and banks
- identifying and removing unlawful foul sewage connections to the surface water sewer network
- modifying poorly operating combined sewer overflows and sewage treatment works

- reviewing highway maintenance regimes
- enforcing the Environmental Permitting Regulations 2010

3.15.8 The Environment Agency provides a range of material on the Water Framework Directive on the following webpage:

<http://environment-agency.gov.uk/research/planning/33362.aspx>

3.15.9 Section 8.2 discusses how WFD is incorporated into the strategy and how delivery of measures will take the objectives of WFD into account.

3.16 Flood Risk Management Plans and Assessments

3.16.1 The SFRMS is the definitive document for managing flood risk in the city bringing together all other plans and assessments that improve our understanding of and make recommendations for addressing the key forms of flood risk. Table M summarises the current range of plans and assessments relating to the Sheffield area, outlining what they do and their recommended actions.

Title	Body	Date	Context	Purpose	Key Recommendations, Conclusions and Outputs	Applying SFRMS Actions (Refer Plan in section 6)
Strategic Flood Risk Assessment – Level 1	Sheffield City Council (SCC)	July 2008	Mainly fluvial main river flood risk	The SFRA Level 1 informs the spatial and emergency planning processes and planning policy on flood risk. Undertaken in accordance with National Planning Policy Statement 25.	<ul style="list-style-type: none"> Planning solution to flood risk management Guidance on the application of the sequential and exception tests. Review SCC emergency plans. 	3a – Review emergency plans 4b – Development management 4c – SFRA review
Water for Life and Livelihoods - Humber River Basin Management Plan	Environment Agency (EA)	December 2009	Pressures facing the Water Environment in the Humber River Basin District.	Prepared under the Water Framework Directive (WFD), the plan gives targets and key actions for the improvement of surface water bodies relating to water quality and physical modification.	<ul style="list-style-type: none"> The plan identifies 78 water bodies and 18 lakes in the Don catchment with 8% assessed at 'good' status. Specific objectives for the Don catchment are to remove pollutants from urban sources and to control the physical modification of water bodies. The plan is for all water bodies in the Sheffield area to achieve 'good' status by 2027. 	3f – Highway drainage improvements 4a – SuDS 6a, 6b – Watercourse regeneration
Don Catchment Flood Management Plan	EA	December 2010	All sources of flood risk in the Sheffield and Upper Don Policy Units	<ul style="list-style-type: none"> Helps us to understand flood risk now and in the future. Provides a high level long term plan for sustainable flood risk management. Identifies flood risk management policies to assist key decision makers in the catchment. 	<ul style="list-style-type: none"> Policy 5 applies to the Sheffield Policy Unit – take further action to reduce existing and future flood risk. Recommends multiple approaches to managing flood risk including: <ul style="list-style-type: none"> partnership working development management upstream management 	1c – Community engagement/partnership working 4b – Development management 5a – 5d – main river flood risk management strategy
Preliminary Flood Risk Assessment (PFRA)	SCC	June 2011	Local flood risk	<p>Prepared in accordance with the Flood Risk Regulations 2009.</p> <p>The PFRA is a high level screening exercise that compiles information on significant local flood risk from past and future floods. The PFRA also includes the identification of flood risk areas where the final two stages of the Flood Risk Regulations apply.</p>	<p>The Sheffield PFRA does not identify a significant local flood risk area for the purposes of undertaking further assessment stages of the Flood Risk Regulations.</p> <p>Future local flood risk is estimated to be low. Based on local knowledge and records, flood incidents are not commonplace. Watercourse blockages do however present a risk of flooding during more frequent events.</p> <p>Recommends a systematic approach to the management of flood data and the recording of flood incidents.</p> <p>The SWMP assesses the risk of surface water flooding within the city to be low and recommends that the risk is managed through planning, development control and asset maintenance.</p> <p>A new 2D hydraulic model providing baseline information and improved scenario testing.</p> <p>Assesses standard of protection provided by current defences.</p> <p>Revised fluvial flood maps to be published.</p>	1b, 2a and 3e – asset and recording systems 2a - 2c, 3f – asset management 4a and 4b development management
Surface Water Management Plan	SCC	March 2012	Local flood risk – surface water and ordinary water-courses	Increased understanding of local flood risk from surface water and ordinary watercourses.		
Sheffield Comprehensive Flood Review (SCFR)	EA	2013	Fluvial main river	The SCFR reviews the definition of fluvial flood risk for Sheffield and the Upper Don.		5a – main river flood risk management strategy

Table M: Flood Risk Management Plans and Assessments for the Sheffield Area

3.17 Strategic Alignment with Sheffield's Corporate Plan

3.17.1 The Sheffield Corporate Plan for the period 2011 to 2014, Standing Up for Sheffield, sets out the City Council's aims for the next three years and how they will be achieved.

3.17.2 The SFRMS will be delivered within the context of the corporate plan and is essential to the achievement of two strategic corporate outcomes - 'Competitive City' and 'A Great Place to Live'. Within these outcome groups, the SFRMS aligns with declared priorities of

'Environmental Responsibility and Resilience' and 'Desirable Homes and Neighbourhoods'. These priority areas recognise changing weather patterns and the need to make the city resilient to climate change by improving the city's strategic infrastructure and built environment and by delivering quality sustainable housing.

Figure N outlines the wider corporate alignment of the SFRMS under the governance of the Competitive City Strategic Outcome Board where it will sit alongside the developing Sheffield Climate Change Adaptation Strategy.

Figure N: Competitive City Strategic Outcome Board – Vision and Benefits



4. Who Does What: Risk Management Authorities and their Functions

4.1 Partnership Working and the Functions of Risk Management Authorities

4.1.1 The Flood and Water Management Act 2010 (F&WMA) defines certain organisations operating in Sheffield as 'risk management authorities' (RMAs) to work with the Lead Local Flood Authority (LLFA) in managing flood risk.

4.1.2 This chapter describes the legal responsibilities and functions assigned to the four flood RMAs operating in Sheffield, who are:

- the Lead Local Flood Authority (Sheffield City Council)
- the Highways Authority (also Sheffield City Council)
- the Environment Agency
- Yorkshire Water, as the sewerage undertaker

4.2 Flood Risk Management Partnership

4.2.1 As well as having specific responsibilities and functions relating to flooding, the RMAs have shared duties and powers under the Act, which are:

- a duty to act consistently with the Local Flood Risk Management Strategy when carrying out their flood risk management functions

- a duty to work in partnership to manage flood risk in the Sheffield area and to co-ordinate flood management activities
- a duty to share information and data relating to their flood risk management activities
- a duty to be subject to the scrutiny of the LLFA's democratic processes in respect of their flood risk functions
- the power to delegate flood risk management functions to other RMAs subject to mutual agreement

4.2.2 The Sheffield Flood Risk Management Partnership has been formed to manage and co-ordinate activities across the city and to share information and data. Its core membership comprises the four RMAs with extended membership when required taken from external partners and other SCC service areas. Figure O sets out the partnership and governance arrangements that are in place to manage flood risk both locally and regionally.

- Other Partners**
- South Yorkshire Resilience Forum
 - Sheffield Waterways Steering Group
 - Sheffield River Stewardship Company
 - South Yorkshire Forest
 - Canal and River Trust
 - Sheffield Chamber of Commerce
 - South Yorkshire Land Drainage Group
 - Rotherham MBC
 - Barnsley MBC
 - Derbyshire CC
 - Doncaster MBC
 - Community Flood Groups

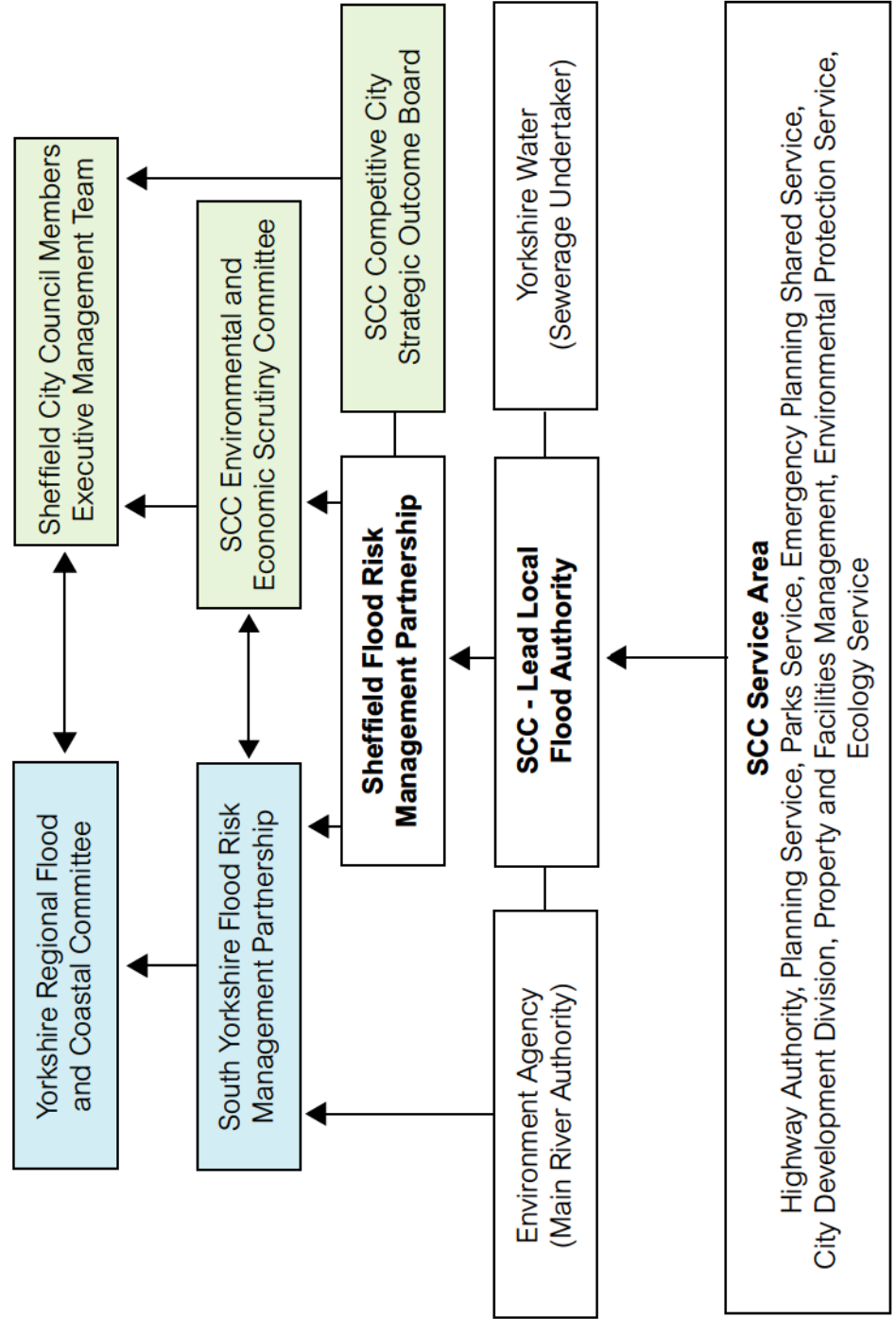


Figure O: Flood Risk Management Partnership and Governance

4.3 Sheffield City Council as Lead Local Flood Authority

4.3.1 Sheffield City Council (SCC) recognises that it has an important and challenging role to play as Lead Local Flood Authority in delivering local flood risk management in its area and in co-ordinating the activities of all relevant agencies.

4.3.2 As well as this general responsibility, the F&WMA assigns specific management functions to SCC relating to local flood risk. This is defined as flooding from surface water, groundwater and ordinary watercourses.

4.3.3 Risk management functions are expressed as duties or permissive powers. A duty is something that SCC is legally obliged to do; a power can be used at SCC's discretion but does not have to be used.

4.3.4 SCC's risk management duties are:

- to develop, maintain and apply a Local Flood Risk Management Strategy
- to develop and maintain information on flooding from ordinary watercourses, surface water and groundwater
- to investigate incidents of flooding in its area where appropriate and necessary, and to publish reports
- to maintain a register of structures and features which have a significant effect on flood risk
- to establish and operate an approval body for sustainable drainage systems (SuDS) serving new development of more than one property (expected to become effective in 2014).

SCC's permissive powers are:

- the power to designate any structure or feature that affects flooding
- to decide whether third party works on ordinary watercourses can take place and, where appropriate, consent to those works
- the power to carry out works to manage flood risk from surface water and from groundwater

4.3.5 SCC has powers under the Land Drainage Act 1991 to:

- maintain and improve ordinary watercourses and build new works
- serve notice on any person or body requiring them to carry out necessary works to maintain flow in ordinary watercourses.

The consent of the Environment Agency is required before the exercise of these powers.

4.3.6 Although SCC has powers to work in ordinary watercourses, it is only responsible for the maintenance of watercourses where it is the riparian owner.

4.4 Investigation of Flooding Incidents

4.4.1 SCC understands the importance of good flooding intelligence and understanding. It is committed to improving its flood reporting systems and procedures and will endeavour to record all incidents of flooding. On becoming aware of a flood in its area, the Council will decide whether to formally investigate the incident under section 19 of the Flood and Water Management Act.

The following threshold criteria relating to the flooding incident will apply in making this decision:

- six or more properties are internally flooded during a single incident.
- a major transport route is closed during a peak period or for more than a specified number of hours.
- flooding to critical infrastructure occurs.

4.4.2 Other factors that will be taken into account in deciding whether to investigate incidents of flooding formally are:

- the depth and speed of floodwater presents a risk to life or serious injury
- the frequency of flooding at the location
- a request to investigate is received from democratically elected persons or bodies.

4.4.3 The investigation will identify those authorities with relevant flood risk management functions, what actions they have taken and what actions they are planning to take. The results will be published on SCC's website together with any flood risk management recommendations deemed necessary. Depending on the extent and severity of the flood, SCC will endeavour to publish the results within three months of the date it becomes aware of the incident.

4.5 Maintaining a Register of Assets

4.5.1 The register of assets will contain details of all structures and features which have a significant impact on flood risk. As a

minimum, this will include the ownership and condition of the asset. The criteria outlined in section 4.4 will be used to decide which assets should be included in the register. The register will include those assets which defend against flooding, such as an earth embankment, as well as those which form a key part of the drainage system such as a local watercourse, culvert or sewer. Obviously, building up such a register will require the input of many agencies and landowners, and will continue over many years. The intention is to publish the first edition of the register in GIS format on the Council's website in 2013. The purpose of such a register is to:

- inform the public and raise awareness of important flood risk structures and features within the city
- help identify suitable maintenance regimes
- inform investigations into flooding incidents

4.6 Approval Body for Sustainable Drainage Systems (SuDS)

4.6.1 The Government consulted on its proposals for the future drainage of surface water from new developments at the beginning of 2012, and is now in the process of evaluating new legal and technical requirements. The core proposal will see a major change in the responsibility for new surface water infrastructure from the sewerage undertaker to the LLFA, with the adoption of more natural forms of drainage. SCC promotes the use of SuDS as part of the Sheffield Local Plan and recognises

their benefits in managing flood risk and enhancing the urban environment. SCC has begun preparations to form a SuDS Approval Body (SAB) linked to the planning process in advance of an expected implementation in 2014. SCC looks forward to working in partnership with developers to bring in new arrangements for the SAB and to agree drainage and flood risk management proposals as early as possible in the development process.

4.7 Sheffield City Council as Highway Authority

4.7.1 SCC has a duty to maintain Sheffield's public highway network (excluding motorways and trunk roads). The Highways Act (1980) places a responsibility on the City Council to drain the highway of surface water and to maintain highway drainage systems. To exercise this responsibility, the Highway Authority may undertake works on the highway or land adjoining it for the purpose of draining the highway, or to prevent surface water flowing onto it and causing flooding.

4.7.2 In Sheffield, surface water from the highway traditionally drains into the public sewer network maintained by Yorkshire Water or, occasionally, into separate highway carrier drains maintained by the highway authority. In the future this system of drainage may change, with surface water from new development being drained and treated by sustainable drainage systems (SuDS) infiltrating to the ground or draining directly to watercourses or, as a last resort, to the sewer network. It is expected that government will require the LLFA to form a SuDS Approval

Body (the SAB) to approve SuDS serving new development for adoption by the LLFA or the highway authority.

4.8 The Streets Ahead Project

4.8.1 In August 2012, SCC started a 25-year contract with a strategic partner for the provision of Highways Services - Amey. This citywide project, called Streets Ahead, will transform Sheffield's highway network and will include the maintenance of highway drainage infrastructure.

4.9 Sheffield City Council as Emergency Flooding Responder

4.9.1 As a category One responder under the Civil Contingencies Act, SCC will respond to flooding incidents in accordance with the Sheffield Multi-Agency Flood Plan (SMAFP). The response includes the provision of emergency assistance by SCC's Streets Ahead partner, Amey, in accordance with an Emergency Plan for Dealing with Flooding.

4.9.2 The SMAFP is activated by SCC's Emergency Planning Shared Service (EPSS) when the service receives one or more of the following:

- an Environment Agency flood warning for main river catchments in the Sheffield area.
- a Met Office amber or red warning of rainfall for the Sheffield area
- a request from emergency services
- a report of serious flooding in the Sheffield area.

4.10 Sheffield City Council as Planning Authority

4.10.1 The Sheffield Local Plan sets out:

- at a strategic level, what is going to happen where and how is it going to happen
- the preferred and acceptable uses for land in the city
- criteria and policies for determining planning applications

4.10.2 The role of the planning authority in flood risk management is:

- to avoid inappropriate development in areas designated as being at risk of flooding
- to mitigate the surface water run-off impacts of new development on downstream areas

4.10.3 SCC's Planning Service takes a risk-based approach when determining planning applications in accordance with the National Planning Policy Framework. An assessment of both the probability of the site to flood and the vulnerability of the use is taken into account. The process is documented in the Sheffield Strategic Flood Risk Assessment Level 1. The Environment Agency's flood maps are used to determine the probability of a site to flooding from main rivers.

4.10.4 The Core Strategy policies for mitigating surface water run-off impacts from new development are supported in more detail by the Climate Change and Design Supplementary Planning Document and Practice Guide. Core Strategy policy CS67 deals with flood risk management, and requires the use of Sustainable Drainage

Systems or sustainable drainage techniques on all sites where feasible and practicable.

4.11 Sheffield City Council as Riparian Owner

4.11.1 As a landowner in the city, SCC is the riparian owner of watercourses passing through or adjoining its land. SCC's duties as riparian owner are:

- to let water flow over its land without any obstruction, pollution or diversion which would affect the rights of others
- to accept flood flows through its land, even if these are caused by inadequate capacity downstream
- to maintain the bed and banks of the watercourse and the trees and shrubs growing on the banks
- to keep the bed and banks free from any artificial obstructions that may affect the flow of water. This includes clearing litter, heavy siltation or any invasive species of vegetation, such as japanese knotweed.

4.12 The Functions of the Environment Agency

4.12.1 The Environment Agency (EA) and the Department of the Environment, Food and Rural Affairs (DEFRA) have jointly developed and implemented a National Flood and Coastal Erosion Risk Management Strategy for England entitled 'Understanding the risks, empowering communities, building resilience'. The EA has a strategic overview role for all

sources of flooding as well as an operational role in managing flood risk from main rivers and reservoirs.

4.12.2 The National Strategy outlines the EA's strategic functions as:

- ensuring that catchment flood management plans (CFMPs) are in place and are monitored to assess progress. The plans will set out high-level and current and future risk management measures across catchments
- publishing and regularly updating its programme for implementing new risk management schemes and maintaining existing assets
- supporting risk management authorities' understanding of local flood risk by commissioning studies and sharing information and data
- supporting the development of local plans and ensuring their consistency with strategic plans
- managing and supporting Regional Flood and Coastal Committees and allocating funding

4.13 The Agency's Operational Role

4.13.1 The EA's operational functions are:

- risk-based management of flooding from main rivers (Table C lists the main rivers in Sheffield) including permissive powers

to carry out works in main rivers including building new flood defences

- regulation of works in main rivers through the consenting process
- regulation of reservoirs with a capacity exceeding 10,000m³
- emergency planning – working with the Met Office to provide forecasts and warnings of flooding from main rivers
- the maintenance and operational management of main river assets including flood defences
- statutory consultee to the development planning process
- the power to serve notice on any person or body requiring them to carry out necessary works to maintain the flow in main rivers

4.14 Functions of Yorkshire Water

4.14.1 The ten water companies in England and Wales are both water supply service providers and sewerage undertakers. The water and sewerage industry is regulated by Ofwat, through the Water Industry Acts 1991 and 1999 and the Water Act 2003, to ensure that consumers' interests are protected. The water companies' flood risk management responsibilities relate to their operations as sewerage undertakers, reservoir owners and providers of infrastructure to new development.

4.15 Yorkshire Water Sewerage Services

4.15.1 Most rainwater falling onto properties and roads drains into the public sewer network owned by the water companies. Rainwater enters either:

- a) the combined sewer network and passes to sewage treatment works or
- b) surface water sewers and is discharged to rivers and streams.

4.15.2 Yorkshire Water is the sewerage undertaker for Sheffield and is responsible for managing the risk of flooding from combined or surface water sewers due to stormwater entering them. As such, Yorkshire Water operates in Sheffield as a risk management authority under the Flood and Water Management Act.

4.15.3 The legal framework outlines a general duty to provide, improve and extend the system of sewers in the city with a requirement to provide new sewers for domestic purposes. The drainage of highways to public sewers is by agreement.

4.15.4 In 2011, the Government took the decision to transfer ownership of private sewers to water companies in order to give customers greater clarity and peace of mind should a problem occur like a blocked or collapsed drain. Yorkshire Water gives advice and guidance on this 'big transfer' on its website, using interactive diagrams to illustrate sewer responsibility.

4.16 Yorkshire Water's Flood Risk Management Functions

4.16.1 Yorkshire Water has the following flood risk management functions in relation to its sewerage services in Sheffield:

- to operate, maintain and upgrade the sewer system to agreed standards advised by Ofwat and DEFRA
- to assess the vulnerability of assets to flooding and to prioritise investment accordingly
- to maintain a register of properties affected by, or at risk of, sewer flooding, known as the DG5 Register
- to enhance the sewer system in accordance with asset management plans approved by Ofwat
- to respond to flooding from sewers
- to co-operate with the LLFA in investigating significant flooding incidents
- to adopt private sewers
- to be subject to scrutiny from LLFAs as part of their democratic process
- to act consistently with the national flood risk management strategy and have regard to the local strategy

4.17 Yorkshire Water as Reservoir Owner and Operator

4.17.1 Sheffield is served by a series of water supply reservoirs located in the upper river catchments to the north and west of the city. The supply reservoirs linked to Sheffield's hydrology are owned and operated by Yorkshire Water.

4.17.2 The legal framework requires that reservoir owners:

- appoint a supervising engineer
- commission regular inspections of the reservoir by an inspecting engineer
- undertake essential works needed in the interests of safety as soon as practicable under the supervision of a qualified civil engineer (from an inspecting engineer panel)
- produce an emergency flood plan for each reservoir

4.18 Yorkshire Water's Role in New Development

4.18.1 Yorkshire Water has an important role to play in the drainage of new development and, in particular, new housing development.

4.18.2 New developments in Sheffield drain rainwater to separate surface water sewers that are installed or adopted by Yorkshire Water using powers conferred by the Water Industry Act 1991 with discharge rates controlled.

4.18.3 The government is expected to introduce new requirements for managing surface water from new development with the creation of new approval bodies for sustainable drainage systems (SuDS). Yorkshire Water will be a statutory consultee to this process.

5. What Do We Want to Achieve?

5.1 Outcomes

5.1.1 We want to reduce the impact of flooding on Sheffield's people, visitors and businesses and to take the opportunity to improve our city's environment.

5.1.2 The increasing risk of flooding combined with challenging financial times means that we need to look at different ways of working and funding. Where suitable and appropriate, we plan to continue to deliver flood protection, however a key theme of the strategy is to work with local communities to help individuals and groups protect themselves.

5.1.3 Using this community engagement approach, and the evidence outlined in section two, the Sheffield Flood Risk Management Partnership has developed a framework for delivery in the areas of flood protection, asset management, development management and incident management.

5.1.4 We have set out seven results that we are working towards which are carefully aligned with Sheffield's Corporate Plan priority of Environmental Responsibility and Resilience. These are:

1. A greater role for communities in managing flood risk
2. Well-managed rivers and watercourses that can cope better.
3. Property and transport routes better prepared against flooding.
4. Sustainable and appropriate development
5. Help keep Sheffield's river valleys open for business
6. Regenerated waterways and water bodies that consider the needs of local plants and wildlife.
7. Areas downstream of Sheffield are not disadvantaged by our actions.

5.1.5 The seventh result is important to our commitment to work with our South Yorkshire partners and to take a catchment-wide approach to managing flood risk. The upstream management of flows is an area that the Partnership are committed to exploring in delivering benefits throughout the Don catchment.

5.2 Objectives

5.2.1 Our objectives in achieving these results are to:

- i. Work with people and communities to develop a clearer understanding of the risks of flooding, set realistic expectations and share our information.
- ii. Work in partnership with risk management authorities and emergency planning services to manage the risk of flooding
- iii. Ensure that Sheffield's rivers, brooks and streams are well managed and make landowners aware of their responsibility to do this
- iv. Ensure planning decisions are properly informed by flooding issues and that surface water from new developments is managed and controlled in a sustainable manner.
- v. Identify hotspots where flooding is likely to occur and to work to secure and prioritise investment

6. How Are We Planning to Deliver?

6.1 Planning for Action

6.1.1 The Sheffield Flood Risk Management Strategy (SFRMS) has an action plan developed during a series of stakeholder workshops held in June and September 2012. Figure P lists the participating stakeholder organisations. The workshops reviewed the strategy's objectives and explored a series of measures planned to deliver the results. Participants assigned a priority rating and timescale to the measures and explored how the action's might be delivered and funded.

6.1.2 The action plan is set out in Section 6.2 and is central to delivering and financing the strategy. It explains:

- What we plan to do.
- How we are planning do it.
- When action is likely to happen
- Who is likely to take the lead on each task.
- How tasks might be funded with the main sources of potential funding explained in Section 7.

6.1.3 We plan to carry out some of the actions quickly but others will take time and will be dependant on securing the required funds. The action plan will be reviewed and, where necessary, revised in line with actual funding secured. The planned timetable for completion is:

- short - up to two years.
- medium - two to five years
- long - over five years

Figure P : Organisations participating in stakeholder workshops at Sheffield City Council in 2012

Environment Agency Incident Management
Environment Agency Partnership and Strategic Overview
Yorkshire Water Flood Risk Management
Street Force (now Streets Ahead Contractor, Amey LG)
Sheffield River Stewardship Company
South Yorkshire Forest Partnership
Sheffield Waterways Strategy Steering Group

Sheffield City Council

Cabinet Member for the Environment, Recycling and the Streetscene
Highway Maintenance
Highway Adoptions
Planning Service
Emergency Planning Shared Service
City Regeneration Division
Parks Service
Property and Facilities Management
Sustainable Development
Environmental Planning Service
EcologyService

6.2 Action Plan of Measures

6.2.1 Glossary to Funding Streams

UC	Sheffield City Council Streets Ahead Annual Unitary Charge
SCC - LLFA	Sheffield City Council Defra Grant for LLFA responsibilities
SCC Rev	Sheffield City Council – Other Revenue Funds
EA Rev	Environment Agency Revenue Funds
YRFCC Levy	Yorkshire Regional Flood and Coastal Committee - Local Levy Funds
Pathfinder	Defra Pathfinder Grant
FDGiA	Defra Flood Defence Grant in Aid
Growth	Defra growth grant
ERDF	European Regional Development Fund
BID	Business Improvement District Levy
PR14	Water Industry Periodic Review 2014 Funds
CIL	Sheffield City Council Community Infrastructure Levy
TBC	To be confirmed

6.2.2 Section seven explains the potential funding streams listed in the action plan.

Result 1. A greater role for communities in managing flood risk

We shall work with people and communities to develop a clearer understanding of the risk of flooding, set realistic expectations and share our information.

How we plan to deliver

Sheffield City Council (SCC) and the Environment Agency (EA) are planning to develop and implement a Community Engagement Project (CEP) in the medium term. A communications strategy will form the framework for how the project will engage with 'at risk' communities and riparian owners and will cover all relevant sources of flooding. Plans are to deliver a pilot of the CEP to the Hillsborough and Wynn Gardens areas.

The CEP will apply a partnership funding approach and encourage volunteers to become involved in working to address the risks of flooding in their community.

What will be the benefits?

- Improved understanding of flood risk and the ability to make informed decisions on personal flood plans and action.
- Increased awareness of riparian owner responsibilities for managing watercourses.
- Better flooding intelligence.
- Incident management – a quicker response to flooding emergencies.

Measure	Priority	Timescale	Lead Organisation	Est Cost £	Potential Funding Stream	Funding Allocation		
						Not Started	Ongoing	Allocated
1a	High	Short	Sheffield City Council	4,000	SCC - LLFA			X
1b	High	Short	Sheffield City Council	5,000	SCC - LLFA			X
1c	Medium	Medium	Sheffield City Council Environment Agency	TBC	Pathfinder/YRFCC Levy/ SCC-LLFA/ SCC Rev/ EA Rev		X	
1d	Medium	Medium		TBC			X	
1e	Medium	Long	TBC	TBC			X	

Result 2. Well-managed rivers and waterways that can cope better

We will work to ensure that Sheffield's rivers, brooks and streams are well managed and will make landowners aware of their responsibility to do this.

How we plan to deliver

Good stewardship of our watercourses is essential in reducing the significant risk of fluvial flooding caused by blockage due to the build up of debris, vegetation or siltation.

We will work with owners of public watercourse assets to:

- identify and survey the condition of key assets;
- review existing maintenance regimes;
- where necessary, look to invest in publically owned watercourses;
- prioritise investment at flooding hotspots.

We will engage with riparian owners of key watercourse assets to ensure that those assets are well managed and kept free flowing.

What are the benefits?

- Reduce the risk of fluvial flooding due to blockage.
- Better management of watercourse assets.
- Increased public awareness of key flood risk assets.

Measure	Priority	Timescale	Lead Organisation	Delivery Components	Est Cost £	Potential Funding Stream	Funding Allocation		
							Not Started	Ongoing	Allocated
2a	High	Short to Medium	Sheffield City Council	a) GIS system development.	a) 5,000	a) SCC – LLFA		X	X
2b	Medium	Medium	Sheffield City Council Environment Agency	TBC	TBC	SCC and EA Rev	X		
2c	Medium	Short to Medium	Sheffield City Council	Watercourse culvert survey programme at flooding hotspots. (Following completion of the programme, the surveys will be assessed to determine the level of remedial works required and possible sources of investment).	120,000	SCC - LLFA		X	X
2d	Medium	Medium	Environmental Agency Sheffield City Council	Part of the Sheffield Lower Don Valley Flood Defence Scheme	500,000	BID*		X	
2e	Medium	Short	Environment Agency	EA maintenance programme	TBC	EA Rev - Maint			X

*Action 2d and BID funds are subject to a positive ballot result in August 2013

Result 3. Property and transport routes better prepared against flooding

We will work in partnership with risk management authorities and emergency planning services to manage the risk of flooding.

How we plan to deliver

The risk of flooding cannot be removed entirely. When flooding occurs, its impact can be reduced by planning for emergencies, building community resilience and acquiring adequate insurance.

We will review and support the development of flood plans at multi-agency, community and individual levels taking into account the current understanding of all forms of flood risk, flooding intelligence, key asset information and guidance on property level resilience measures and insurance.

Working with SCC's Streets Ahead project:

- We will review and update SCC's emergency plan for dealing with flooding and sandbag policy.
- We will deliver a programme of works over a three year period to 2015 to rectify a number of known highway drainage problems.

- Highway drainage inspection frequencies will be increased at certain surface water flooding hotspots and, in particular, following the receipt of flood warnings and after flood events.

We will increase our understanding of overland exceedance flow paths using the upgraded Flood Maps for Surface Water.

What are the benefits?

- Properties more resilient to flooding.
- Better incident management.
- Less surface water flooding on and from the public highway.

Measure	Priority	Timescale	Lead Organisation	Delivery Components	Est Cost £	Potential Funding Stream	Funding Allocation		
							Not Started	Ongoing	Allocated
3a	High	Short	Sheffield City Council Environment Agency	Sheffield Multi Agency Flood Plan Review	4,000	SCC Rev			X
3b	High	Medium	Environment Agency Sheffield City Council	Community Engagement Project (CEP)	Part of CEP costs	Pathfinder/ YRFCC Levy/SCC-LLFA SCC Rev/ EA Rev.		X	
3c	High	Medium							
3d	Medium	Medium							
3e	Medium	Medium	Sheffield City Council Environment Agency Yorkshire Water	GIS based system linked to Flood Reporting System	8,000	SCC Rev			X
3f	Medium	Medium	Sheffield City Council, Streets Ahead Partner, Arney	SCC Streets Ahead Project	Part of UC	UC			X
3g	High	Short	Yorkshire Water	YW's Drainage Area Planning Programme.	TBC	YW Rev			X

Result 4. Sustainable and appropriate development

We shall ensure planning decisions are properly informed by flooding issues and that surface water from new developments is managed and controlled in a sustainable manner.

How we plan to deliver

We will assess applications taking into account the latest understanding of flood risk in the city and the requirements of the new National Planning Policy Framework. To inform this process, we plan to review the Sheffield Strategic Flood Risk Assessment Level 1 and identify areas for level 2 assessment.

We shall take into account the recommendations of the Sheffield Surface Water Management Plan and standards for sustainable drainage systems (SuDS) when assessing planning applications for new developments.

We have started work to establish a SuDS approval body (SAB) by building capacity in this area and by starting the development of SAB policies, systems, processes and documentation. We will apply SuDS principles to determining applications.

What are the benefits?

- New development contributing to reduce the risk of flooding in a sustainable manner.
- Expanding the use of natural rainwater in the urban environment for enhanced amenity, environmental and educational benefits.
- Enhanced biodiversity.
- Better water quality and reduced pollution of watercourses.

Measure	Priority	Timescale	Lead Organisation	Delivery Components	Est Cost £	Potential Funding Stream	Funding Allocation		
							Not Started	Ongoing	Allocated
4a	High	Short	Sheffield City Council	Establish the Sheffield SAB Review SuDS planning policies and standards in line with the Sheffield SWMP	80,000	SCC-LLFA SCC Rev			X
4b	High	Short	Sheffield City Council						
4c	Medium	Medium	Sheffield City Council	Review SFRA Level 1 Identify Level 2 assessments	TBC	TBC	X		

Result 5. Help keep Sheffield's river valleys open for business

We shall identify hotspots where flooding is likely to occur and shall work to secure and prioritise investment

How we plan to deliver

Building on the work of the Environment Agency's Sheffield Comprehensive Flood Review (SCFR) and river stewardship programme, the Environment Agency and Sheffield City Council will develop a strategy for addressing fluvial flood risk in the city's main river valleys. The main components of the strategy will be:

- Provide flood defences where appropriate.
- Upstream management of flows
- River stewardship.
- Community resilience.
- Development Management

What are the benefits?

- Reduce the risk of fluvial flooding to properties and infrastructure in Sheffield's main river valleys
- Supports the economic regeneration of Sheffield's river valley corridors to stimulate growth and investment.

Measure	Priority	Timescale	Lead Organisation	Delivery Components	Est Cost £	Potential Funding Stream	Funding Allocation		
							Not Started	Ongoing	Allocated
5a	High	Short	Environment Agency Sheffield City Council	SCFR	TBC	EA Rev SOC Rev		X	
5b	High	Short	Sheffield City Council Environment Agency	Capital scheme	7,750,000	YRFCC Levy/FDGiA FDGiA/Growth/ BID *		X	
5c	High	Short to Medium	Environment Agency Sheffield City Council	Study into the suitability and benefits of upstream reservoirs in managing peak flows.	50,000	YRFCC Levy			X
5d	Medium	Medium	Yorkshire Water	Drainage Area Plans studies and sewerage network modelling for Sheffield.	TBC	YW Rev PR14		X	
5e	Medium	Long	Environment Agency	TBC	5,000,000	FDGiA/YRFCC Levy/ Partnership	X		
5f	Medium	Long	Environment Agency	TBC	1,000,000	FDGiA/YRFCC Levy/ Partnership	X		

1. FDGiA funds are subject to the national selection process as defined in section 7.2.
2. BID funds are subject to a positive ballot result in October 2013 as defined on page 68.

Result 6. Regenerated waterways and water bodies taking into account the needs of the natural environment

How we plan to deliver

The Sheffield Waterways Strategy Group (SWSG) has set out the vision for Sheffield's rivers and waterways in the 'City of Rivers' document.

The SWSG plans to establish and maintain a catchment restoration fund based on the partnership financing model. Strategic regeneration plans for the City will be used to target investment.

Our developing SAB policy will promote watercourse regeneration in planning for new development and in determining applications. This policy will build on current planning policies for the city's strategic green network as defined in the Sheffield Local Plan.

What are the benefits?

- Restoring naturalised flood plains reducing the risk of fluvial flooding downstream.
- Regeneration of the city's waterways and water bodies providing increased recreational and tourism potential.
- Enhanced biodiversity.
- Realise the economic potential of the city's waterscapes to stimulate growth and investment.
- Contributes to achieving Water Frame Directive benefits.

Measure	Priority	Timescale	Lead Organisation	Delivery Components	Est Cost £	Potential Funding Stream	Funding Allocation		
							Not Started	Ongoing	Allocated
6a	Medium	Medium to Long	Sheffield City Council Environment Agency Developers	Sheffield Waterways Strategy SCC planning process SCC SAB process	TBC	TBC		X	
6b	Medium	Short	Sheffield City Council	Feasibility studies and pre-tender preparatory work. Design and construction	50,000 TBC	YRFCC Levy YRFCC Levy/ Developer contributions		X	X

7. Financing the Strategy

- Potential Funding Streams

7.1 Introduction

7.1.2 The following section explains the main sources of funding for flood risk management work.

7.1.3 There are significant resource pressures facing local authorities and, in the foreseeable future, there will be less direct public funding available to finance flood risk management projects. Therefore, a new partnership approach, involving more innovative financing solutions, is needed.

7.1.4 Sheffield City Council (SCC), acting as the Lead Local Flood Authority (LLFA) in Sheffield, will play a significant role in developing this partnership approach to securing investment. In general, the accountable body will be SCC or the Environment Agency (EA), and public funding streams will require their active support and involvement. SCC will seek to form partnerships with community groups, riparian owners and businesses to maximise investment.

7.2 Flood and Coastal Resilience Partnership Funding

7.2.1 Since April 2012, large capital projects have been assessed under the new Government policy of Flood and Coastal Resilience Partnership Funding. Under this new policy every worthwhile scheme has the potential to be supported by national funding over time. Schemes will either be fully funded or partly funded depending on the benefit that scheme provides – the ‘Payment for Outcomes’ approach. The Government

considers that this approach will mean that more schemes will go ahead.

7.2.2 This policy determines how the primary source of capital funding, the national Flood Defence Grant in Aid (FDGiA), is allocated to eligible schemes. Proposals are given a partnership funding score related to a scheme’s benefits in terms of the number of households protected, the damages being prevented and the environmental, regeneration and economic benefits. If a proposal qualifies for partial funding, the scheme will only go ahead if other money can be found from stakeholders or if costs can be reduced. This approach is being applied to the Sheffield Lower Don Valley Flood Defence scheme, allowing other economic and regeneration benefits to be realised.

7.2.3 The partnership approach aims to provide improved transparency and greater certainty over potential funding levels. It also aims to allow local areas to have a bigger say in what is done to protect them, putting added emphasis on providing support to those most at risk and living in the most deprived areas.

7.3 Criteria for Growth Funding

7.3.1 In December 2012, the Government announced £60 million of accelerated funding to be targeted at areas where flood defences can unlock new opportunities for growth by lowering the risk of flooding. This funding will be strictly applied to those schemes that meet specific ‘growth’ criteria, can be demonstrated to deliver significant economic benefits and may have struggled to reach the required partnership funding score due to the emphasis on non-residential outcomes.

7.3.2 The Sheffield Lower Don Valley Flood Defence scheme has been allocated £5.5 million as one of nine national projects to receive Growth funding.

7.4 Yorkshire Regional Flood and Coastal Committee (YRFCC) Levy Funds

7.4.1 The EA levies precepts on all LLFAs in the YRFCC region on a yearly basis to fund a programme of flood risk management schemes and measures that the YRFCC considers to be regional priorities. The EA's regional office administers this budget on behalf of the YRFCC. The annual levy budget for the Yorkshire region in the 2013/14 financial year is £2 million with SCC contributing £189,000 to the budget.

7.4.2 In January 2012, the YRFCC approved a new selection process and criteria for the levy-funded programme. Under the new arrangements, and following YRFCC approval, levy funds can be used to:

- support schemes addressing local as well as main river flood risk.
- supplement schemes in the FDGiA funded programme
- support feasibility studies
- support priorities identified in the LLFA's local flood risk management strategies
- support innovation

7.5 Flood Resilience Community Pathfinder (FRCP)

7.5.1 The FRCP is a Defra initiative designed to support innovation by funding projects in England that demonstrate improved resilience in communities at risk of significant flooding. Defra plans to make £5 million available in three phases between 2013 and 2015.

7.5.2 Funding will be targeted specifically at innovative local initiatives that can be developed to complement the protection offered by flood defences at a community level. The FRCP is designed to complement the Partnership Funding approach and cannot be used to match fund Partnership-funded schemes.

7.6 European Regional Development Fund

7.6.1 The ERDF is a funding stream which is allocated to regions by the European Union to stimulate regional economies. Yorkshire and the Humber is one of nine regions to qualify for competitiveness and employment funding.

7.6.2 The ERDF is administered by the Department for Communities and Local Government (DCLG) and is aimed at economic regeneration projects promoted primarily by the public sector.

7.6.3 The current round of ERDF operational programmes in the Yorkshire and Humber region runs from 2007 to 2013, with bids for ERDF grants needing to be matched by other funding sources.

7.7 Sheffield City Council Funding

7.7.1 SCC receives annual funds for discharging its role as LLFA through the Department for Communities and Local Government (DCLG) Local Services Support Grant (LSSG). For the current spending review period to 31 March 2015 this amounts to £221,000 per year.

7.7.2 Other key service areas engaged in flood risk management activities and financed by SCC revenue funds include the Planning, City Regeneration, Highways, Parks, Environmental and Ecology services.

7.8 Environment Agency Revenue Funding

7.8.1 The YRFCC receives a revenue grant from Defra to finance the revenue-based activities and staff costs of the EA'S Yorkshire region. The proposed revenue funding allocation for the 2013/14 financial year is £13.5 million. The grant funds:

- maintenance programmes for the EA's regional assets and watercourse repairs
- revenue projects to cover legal requirements, investigations and studies in line with national guidelines
- the remaining revenue allocation covers EA's regional staff costs

7.9 The Streets Ahead Project

7.9.1 In August 2012, SCC embarked on the Streets Ahead Project with its highways strategic partner, Amey. Sheffield will benefit from a vast improvement in the condition of its roads over the project's 25 year lifetime, including better drainage.

7.9.2 For carrying out all the city's highway maintenance service functions, SCC pays Amey a standard amount each month. This is known as the Unitary Charge and is financed using a combination of SCC's own funding and PFI credits from the Government.

7.10 The Community Infrastructure Levy

7.10.1 The Community Infrastructure Levy (CIL) is a new way of securing contributions from developers towards infrastructure provision through the planning system. To a large degree it will replace previous payments negotiated individually as planning obligations (known as Section 106 Agreements).

7.10.2 In September 2011, SCC's Cabinet agreed to work towards implementing a CIL to ensure that major new development contributes to the provision of infrastructure improvements where viable. The money raised will be put towards providing essential infrastructure needed across the City as a result of new development.

7.10.3 SCC's Planning Service is drafting a CIL charging schedule. The proposed charges are based solely on the ability of development to pay, and must be financially viable. Independent consultants have carried out a CIL viability study and this has been used as the basis for setting the charges. SCC is aiming to have the final CIL adopted around April 2014.

7.11 Yorkshire Water Investment in Sewers and Flood Risk Management

7.11.1 Yorkshire Water, as the sewerage undertaker in Sheffield, invests in the sewerage network of foul water, surface water and combined sewers and sewage treatment works. This investment finances the operation, maintenance, reconditioning and enhancement of the network.

7.11.2 The industry operates a five-yearly investment cycle known as the Asset Management Period (AMP), with AMP5 continuing from 2010 to 2015 and the next period, AMP6, proceeding from 2015 to 2020.

7.11.3 The volume of investment is controlled by the regulator, Ofwat, which determines how much the company can charge its customers for sewerage services. This is managed through a periodic review of the company's business plan and AMP proposals.

7.11.4 The next periodic review is in 2014 and is referred to as PR14. Yorkshire Water

considers that the following flood risk management schemes in Sheffield could potentially receive PR14 contributions:

- A review of the Don Valley Intercepting Sewer in Sheffield.
- The upstream management of river flows utilising storage capacity in compensation reservoirs in the Upper Don Valley above Sheffield.

7.11.5 Yorkshire Water has commissioned the development of a comprehensive hydraulic model for Sheffield's sewerage system to identify future capacity issues and to support capital investment as part of AMP6. Yorkshire Water plan to complete this project in March 2015 and plan to make results available to the Sheffield Flood Risk Management partnership.

Case Study: Partnership Financing Solution for the Sheffield Lower Don Valley Flood Defence Scheme

Sheffield's industrial heartland in the city's Lower Don Valley (LDV) was badly affected by flooding in 2007, which impacted on business and jobs.

Since 2008, SCC officers have been working with a group of major businesses in the Don Valley, including Sheffield Forgemasters and British Land, to draw up plans for a comprehensive flood defence scheme that aims to protect the area to a 1:100 year standard and will embrace all forms of flood risk.

Developing a solution for financing the scheme has proved very challenging and is still fluid; however, the partnership funding approach has been applied with much success to date.

A funding profile has been put together that maximises contributions from wider regeneration and private sources.

The proposed funding profile (at June 2013) is:

	£ million
• YRFCC Levy	0.10
• FDGiA	1.25
• Defra Growth	5.50
• Business Improvement District	1.40
• Total	8.25

The private business contribution is proposed to be raised by way of a Business Improvement District (BID), a well-established mechanism for collecting business contributions to enhance services for an area following a ballot. These powers have not so far been used for flood defences; however this is considered to be an innovative approach which is fair, transparent and democratic. It has been enthusiastically supported by the EA, DEFRA and the Sheffield Chamber of Commerce.

The BID proposal effectively constitutes a percentage levy on the rateable value of businesses located in the area that benefits from new flood defences and planned channel maintenance. The BID requires a majority ballot of those businesses within this area and, if approved, the increased business rate payment will be collected over a five-year period. The BID ballot is scheduled to take place in Summer 2013.

Preliminary design of the LDV flood defence scheme is nearing completion and the partnership anticipates that construction will start in 2014.

8. Wider Environmental Objectives

8.1 Overview of Objectives

8.1.1 The aim of the Sheffield Flood Risk Management Strategy (SFRMS) is to reduce the risk of flooding whilst taking the opportunity to create a better environment.

8.1.2 Our climate is changing with the Sheffield region predicted to experience drier summers, wetter winters and more intense rainfall events. We need to continue our approach to a more natural and sustainable management of the water cycle in order to protect both Sheffield's and the region's ecology and heritage.

8.1.3 Flood risk management presents opportunities to contribute to the delivery of wider ecological and social benefits that are shared with other strategic initiatives.

8.1.4 The SFRMS will prioritise its contribution in two areas:

- Managing pressures on the water environment of Sheffield's watercourses and water bodies in accordance with the requirements of the Water Framework Directive.
- Improving well-being by enhancing and 'opening up' our waterways and green spaces to create pleasurable, sustainable and accessible landscapes at one with native vegetation and wildlife

8.2 The Water Framework Directive

8.2.1 The objectives of the Water Framework Directive (WFD) include:

- Prevent deterioration in the status of surface water bodies, protect them and improve their ecological status;
- Achieve at least good status for all waters by 2015, 2021 or 2027 depending on the criteria set out in the Directive;
- Promote the sustainable use of water as a natural resource, balancing abstraction and recharge;
- Conserve aquatic ecosystems, habitats and species;
- Progressively reduce or phase out the release of pollutants that present a significant threat to the aquatic environment;
- Progressively reduce the pollution of groundwater and prevent or limit the entry of pollutants;
- Contribute to mitigating the effects of floods and drought on surface water bodies;

8.2.2 The Humber River Basin Management Plan (HRBMP) has been prepared under the WFD for the region and is the first of a series of six-year planning cycles. The plan outlines 78 river water bodies and 18 lakes in the Don and Rother catchment with only 8% assessed at 'good status' (chemical and ecological) at December 2009. Most of the river water bodies in the catchment are designated 'moderate status' and are heavily modified which means that the overall plan objective is to improve to 'good status' by 2027.

8.2.3 The HRBMP calls for all related strategies and actions to contribute to the achievement of WFD objectives and,

specifically for the Don and Rother catchment, to remove pollutants from urban sources and to control the physical modification of water bodies.

8.2.4 The SFRMS action plan (section 6) references those actions that are targeted specifically at contributing to the achievement of WFD objectives.

8.3 The Sheffield Waterways Strategy – City of Rivers

8.3.1 The SFRMS has synergy with environmental action plans already underway as part of the Sheffield Waterways Strategy, SCC's Green and Open Space Strategy, the Sheffield Local Biodiversity Action Plan and through Sheffield's Local Development Plan. This is very much the case in our declared outcomes and actions relating to watercourse stewardship and regeneration; spatial planning and sustainable development.

8.3.2 The Sheffield Waterways Strategy (SWS) proposes a 10 year vision to regenerate the city's waterways and puts forward a 5 year action plan. The strategy does not relate solely to the environment, but aims to place residents, workers and visitors at the heart of Sheffield's efforts to promote waterways regeneration.

8.3.3 The SWS plans to support, or if necessary, initiate the following:

- Improved management of all waterways through stewardship and involving riparian owners and communities.

- Establishing a Don catchment level partnership on water quality, biodiversity and river corridor management; for instance through the Living Landscapes Project and the South Yorkshire Green Infrastructure Strategy.
- Promotion of recreational and tourism potential of the waterways
- Develop more sustainable fisheries.
- Change management of moorlands.
- Management of the upland catchment including reservoirs to improve stormwater retention and compensation flows.
- Extend plans for public access to all waterways working with local and catchment-wide partners.
- Seek Green Flag status for key waterways sites.
- Look for opportunities to share knowledge with universities, other UK cities and international partners.
- Develop new ways of communicating with the public such as social networking via the Riverlution website.
- Hold an annual 'State of the Rivers' conference to review progress and partnership.

8.4 Sustainable Surface Water Management

8.4.1 Sheffield's local development plan emphasises an approach to natural and

sustainable management of surface water through the use of sustainable drainage systems (SuDS).

8.4.2 As well as managing flood risk, SuDS contribute to reinstating natural drainage cycles and deliver a wealth of ecological and social benefits.

8.4.3 SCC has promoted the use of SuDS for many years and has started work in creating a SuDS approval body (SAB) in advance of its expected statutory duty to approve drainage proposals for new development scheduled to start in 2014.

Figure Q: SuDS detention basins serving social housing developments on the Manor Estate in Sheffield



8.5 SFRMS - Strategic Environmental Assessment

8.5.1 SCC commissioned the Halcrow Group to undertake a strategic environmental assessment (SEA) of the measures planned as part of the SFRMS and has made the SEA document available on its flood management web pages.

8.5.2 The Strategic Environmental Assessment (SEA) assesses the strategy's measures against a set of environmental objectives to determine the nature and significance of their impacts on the environmental baseline.

8.5.3 The majority of potentially significant impacts identified in the long term (>5years) are positive and are associated with reducing risks to human health, residential property, businesses and material assets. Further positive impacts on biodiversity, heritage, landscape, water quality and recreational assets are also identified.

8.5.4 The SEA identifies that there are potential negative environmental impacts on human health and ecosystems from the development of stormwater attenuation and storage facilities in public open spaces. The SEA recognises that good design and construction practice can mitigate this risk to acceptable levels.

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Name of policy/project/decision: Sheffield Flood Risk Management Strategy

Status of policy/project/decision: New

Name of person(s) writing EIA: James Fletcher

Date: 6 June 2013

Service: Development Services

Portfolio: Place

What are the brief aims of the policy/project/decision? To reduce the likelihood of flooding and its impact on Sheffield people, visitors and businesses and to take the opportunity to enhance the city's environment.

Are there any potential Council staffing implications, include workforce diversity? The Council is assessing capacity requirements to deliver its role as Lead Local Flood Authority including the implementation of the flood risk management strategy..

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

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	Positive	Low	
Disability	Positive	Low	
Pregnancy/maternity	Positive	Low	
Race	Positive	Low	
Religion/belief	Positive	Low	
Sex	Positive	Low	
Sexual orientation	Positive	Low	
Transgender	Positive	Low	
Carers	Positive	Medium	Please see below
Voluntary, community & faith sector	Positive	Low	
Financial inclusion, poverty, social justice:	Positive	Medium	Community engagement with priority placed on socially deprived city areas and vulnerable members of the community. The Social Flood Vulnerability Index (Environment Agency Don Flood Catchment Management Plan) indicates that the most vulnerable

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			areas are located in the east of the city. Enhancement of the streetscene, open spaces and parks in deprived areas of the city.
Cohesion:	Neutral	Low	
Other/additional:	Neutral	Low	

Overall summary of possible impact (to be used on EMT, cabinet reports etc): In general, the management of flood risk will have a positive effect on all members of the community regardless of age, sex, race, belief, disability and sexual orientation. Components of the strategy, however, will focus on the more socially deprived areas of the City and the more vulnerable members of the community.

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

Review date: 31/3/15 **Q Tier Ref** n/a **Reference number:** FRM001

Entered on Qtier: No **Action plan needed:** Yes

Approved (Lead Manager): James Fletcher **Date:** 4 June 2013

Approved (EIA Lead person for Portfolio): **Date:**

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

Risk rating: Low

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Social Justice	Community engagement to provide flood risk information and support to vulnerable communities.	Flood Risk Management, Development Services, medium term action (2 to 5 years). Review of FRM Strategy action plan by Sheffield FRM Partnership.
Social Justice	Sustainable drainage systems (SuDS) to enhance developments in social housing	SuDS Approval Body to be established April 2014
Disability	Community flood plans to provide information and support to vulnerable members of 'at risk'	As for Community Engagement

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	communities especially in an emergency situation.	
Carers	Community flood plans to support vulnerable members of 'at risk' communities.	As for Community Engagement
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

Approved (Lead Manager): James Fletcher Date: 4 June 2013

Approved (EIA Lead Officer for Portfolio): Ian Oldershaw Date: 10 June 2013

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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Eugene Walker

Date: 21 August 2013

Subject: Revenue and Capital Budget Monitoring 2013/14 – As at 31 August 2013

Author of Report: Allan Rainford; 35108

Summary: This report provides the month 5 monitoring statement on the City Council's Revenue and Capital Budget for 2013/14.

Reasons for Recommendations To formally record changes to the Revenue Budget and gain Member approval for changes in line with Financial Regulations.

Recommendations:

Please refer to paragraph 90 of the main report for the recommendations.

Category of Report: OPEN/CLOSED

Statutory and Council Policy Checklist

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

REVENUE BUDGET & CAPITAL PROGRAMME MONITORING AS AT 31 AUGUST 2013

Purpose of the Report

- This report provides the Month 5 monitoring statement on the City Council's Revenue Budget and Capital Programme for August 2013. The first section covers Revenue Budget Monitoring and the Capital Programmes are reported from paragraph 65.

Revenue Budget Monitoring

Summary

- The budget monitoring position at month 4 indicated a forecast overspend of £6.7m, based on expenditure incurred to date and forecasted trends to the year end. The latest monitoring position at month 5 shows a forecast overspend of £6.3m to the year end: i.e. a forecast improvement of £451k since last month. This is summarised in the table below:

Portfolio	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 4
CYPF	89,452	89,547	(95)	↔
PLACE	146,441	145,823	618	↓
COMMUNITIES	183,653	171,051	12,602	↔
POLICY, PERFORMANCE & COMMUNICATION	2,795	2,645	150	↔
RESOURCES	64,390	65,433	(1,043)	↑
CORPORATE	(480,442)	(474,499)	(5,943)	↔
GRAND TOTAL	6,289	-	6,290	↓

- In terms of the month 5 overall forecast position of £6.3m overspend, the key reasons are:
 - Place are showing a forecast overspend of £618k, due mainly to risks associated with contract negotiations to deliver the full £2.1m waste management savings in the 2013/14 Budget.
 - Communities are showing a forecast overspend of £12.6m, due predominately to a £10.4m overspend in Care and Support relating to Learning Disability Services and the purchase of Older People's care and a £2.7m overspend on Mental Health purchasing budgets.
 - Policy, Performance and Communications are showing a forecast overspend of £150k, due mainly to high Election canvassing costs.

- Resources are showing a forecast reduction in spending of £1m, due to £872k savings on the housing benefits subsidy, £994k of insurance fund savings and £188k reduction in spending within the Finance Service as a result of early staff savings for the 2014/15 budget. These savings are partly offset by a £433k overspend in Business Information Solutions ICT costs, £147k of unfunded E-Business project costs, under-recovery of recharges on Bannerdale rents of £151k, a overspend on Vacant Property management of £130k and £128k within HR on employee costs.
 - Corporate budgets are showing a forecast reduction in spending of £5.9m, due mainly to savings against the redundancy budget of £2m and the receipt of additional grant income totalling £3.6m.
4. The reasons for the movement from month 4 are:
- Place are forecasting an improvement £757k, due to relatively small reduction in net waste management costs of £176k, £142k of additional resources identified which offset previously forecast service cost pressures within the Markets activity, a reduction in the forecast spend on staffing across the service of £357k and external funding of £109k.
 - Communities are forecasting a consistent outturn position to the month 4 report. However, there are a number of significant offsetting movements in month 5 that have resulted in the current forecast outturn. Details can be viewed within the Communities portfolio section of this report.
 - Resources are forecasting an adverse movement of £363k, mainly due to £151k under recovery of income on Bannerdale rents and £130k overspend on Vacant Properties.

Non-Ringfenced Grants

5. The local authority has received two additional non-ringfenced grants from the Department of Health and Central Government, totalling £237k. To ensure consistency when dealing with non-ringfenced grants, the intension is to hold this income corporately and declare additional underspends as per the actions taken in month 3 to utilise the adoption grant to improve the forecast outturn. This additional income is not currently reported in the forecast outturn and will therefore result in a reduction of the reported deficit.

Individual Portfolio Positions

Children Young People And Families (CYPF)

Summary

6. As at month 5 the Portfolio is forecasting a full year outturn of a reduction in spending of £95k (shown in the table below), and DSG is forecast to overspend by £50k. The improvement since month 4 is £50k on the revenue budget and £21k on the DSG position. The key reasons for the forecast outturn position are:

- **Inclusion and Learning Services** – £203k forecast overspend, due to £128k forecast overspend on faith travel passes, £247k forecast overspend on travel passes due to an increase in demand and an underspend of £105k in the Learning and Achievement Service.
- **Lifelong Learning, Skills and Communities** – £276k forecast underspend, due to a reduction in spending on the City Skills Fund.

Financials (Non – DSG activity)

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 4
BUSINESS STRATEGY	4,624	4,648	(24)	↑
CHILDREN & FAMILIES	67,079	67,077	2	↔
INCLUSION & LEARNING SERVICES	5,191	4,988	203	↓
LIFELONG LEARN, SKILL & COMMUN	12,558	12,834	(276)	↔
GRAND TOTAL	89,452	89,547	(95)	↔

Commentary

7. The following commentary concentrates on the key changes from the previous month.

Non DSG Budgets

Business Strategy

8. As at month 5, Business Strategy is forecasting a reduction in spend of £24k (shown in the table above), an adverse movement of £132k from the previous month. This movement is due to an increase in the forecast overspend on Public Health from £100k to £395k, as a result of an anticipated shortfall in savings within the sexual health contract of £300k and schools nursing of £79k.

Inclusion and Learning

9. As at month 5, ILS is currently forecasting an overspend of £203k. This is an improvement of £186k from the previous month and is due to, a reduction in staff costs as a result of delayed recruitment to vacant posts of £71k, management action taken to reduce spending within Learning Support of £54k and additional savings of £54k as a result of the early implementation of a Manage Employee Reduction programme within the Learning and Achievement Service.

DSG Budgets

10. As at month 5, DSG is forecast to overspend by £50k. This is an improvement of £21k from the previous month and is due to improvements across the Portfolio, following management action to review DSG budgets and to bring the DSG budget back into a balanced budget position.

Place

Summary

11. As at month 5 the Portfolio is forecasting a full year outturn of a £618k overspend, an improvement of £757k from the month 4 position. The key reasons for the forecast outturn position are:
- **Business Strategy & Regulation:** £1m forecast overspend arising from risks associated with contract negotiations with the Contractor on the new service to deliver the full £2.1m waste management savings in the 2013/14 Budget.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 4
BUSINESS STRATEGY & REGULATION	29,942	29,139	803	↓
CAPITAL & MAJOR PROJECTS	755	696	59	↓
CREATIVE SHEFFIELD	3,848	3,848	0	↔
CULTURE & ENVIRONMENT	18,405	18,595	(190)	↔
MARKETING SHEFFIELD	927	900	27	↔
PLACE PUBLIC HEALTH	(9)	0	(9)	↔
REGENERATION & DEVELOPMENT SER	92,573	92,644	(71)	↓
GRAND TOTAL	146,441	145,823	618	↓

Commentary

12. The following commentary concentrates on the key changes from the previous month.

Business Strategy & Regulation

13. The current forecast for this activity is a £803k overspend, an improvement of £176k this period. The improvement arises from a further relatively small reduction in net waste management costs.
14. The key risk is around securing agreement with the Contractor to deliver the full £2.1m waste management savings included in the 2013/14 Budget. Negotiations are on-going with a view to seeking a resolution.

Capital & Major Projects

15. The forecast for this activity is a £59k overspend, showing an improvement of £142k this period. The improvement primarily relates to additional resources identified which offset previously forecast service cost pressures within the Markets activity.

Regeneration & Development Services

16. The forecast for this activity is a £71k reduction in spending, an improvement this period of £455k. The improvement is largely attributable to a reduction in the forecast spend on staffing across the service (£357k), together with additional one-off income arising from a reduction in provisions / reserves held following a recent review (£109k).

Communities

Summary

17. As at month 5 the Portfolio is forecasting a full year outturn of £12.6m overspend, a position consistent with last month but not as result of all the same pressures and offsetting savings. There have been a number of significant movements within services since last month which are explained in the commentary below. The key reasons for the forecast outturn position are:
 - **Business Strategy:** Forecast reduction in spend of £363k. There is a forecast underspend of £125k due to anticipated vacancies in the second half of the year. The remainder is due to savings initiatives identified in the service, including control of other vacancies and thorough reviews of non-pay expenditure. A significant reduction of £101k is reported on expenditure on training provision.
 - **Care and Support:** Significant overspend forecast of £10.4m. This overspend is across Older People's / Physical Disabilities (together, known as "Adults") / Learning Disabilities (LD) care purchasing budgets, and is due to the full year effect of 2012/13 activity, and anticipated continued growth in 2013/14. This position includes the

use of the corporate contingency, identified in the budget process, for Adult Social Care.

- **Commissioning:** a forecast £2.3m overspend due to Mental Health purchasing budgets forecasting an overspend of £2.7m, due to an increase in the number of people coming to us for care provision (predominantly using SDS Personal Budgets); alongside a Substance Misuse purchasing overspend of £65k. Other areas forecasting an overspend in this Service are; Mental Health Commissioning £152k, relating to savings on the S75 Agreement with SHSCT not being achieved and £66k unrecovered income relating to MH Resource Centres. These are, to some degree, offset by the target reduction in spend of £431k on Housing Related Support Programme (formerly Supporting People) and net reduced spending on Social Care and Housing Commissioned Services of £237k.
- **Community Services:** a forecast overspend of £228k, due mainly to a part year (rather than full year) implementation of the Community Assemblies budget saving within Locality Management of £186k.

18. There are a range of actions being taken to reduce the forecast overspend in Communities. These include:

- Tight control over all spending.
- Holding staff vacancies open where they are not absolutely necessary to deliver safe and effective services.
- Providing direct support to help people maintain and regain their independence.
- Making sure that we have an up-to-date understanding of peoples eligible needs, and that these needs are met in the most cost effective way.
- Making sure that costs are not transferred to the Council as a result of decisions taken by other organisations.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 4
BUSINESS STRATEGY	11,866	12,229	(363)	↔
CARE AND SUPPORT	124,339	113,908	10,431	↑
COMMISSIONING	36,848	34,542	2,306	↓
COMMUNITY SERVICES	10,601	10,373	228	↓
GRAND TOTAL	183,653	171,051	12,602	↔

Commentary

19. The following commentary concentrates on the changes from the previous month.

Care and Support

20. A forecast £10.4m overspend. This is an adverse movement of £650k from the previous month and is due, primarily, to the review of a number of savings and interventions, particularly in Learning Disabilities, where the need to tender, review contracts and other implementation difficulties has led to slippage in projects and so the costs are unlikely to be reduced this year.

Commissioning

21. A forecast £2.3m overspend. This is an improvement of £318k from the previous month.
22. £166k of this improvement is due to the movement of Learning Disabilities ex-Health Accommodation Budgets between service areas within the Communities Portfolio. These budget movements transferred a pressure out of Commissioning service area and into Care and Support service area. There is also a net reduction of spend of £156k on Mental Health and Substance Misuse Purchasing Budgets. In addition to these savings there is a £149k increase in expenditure on Housing Related Support which is offset by reduction in spend in Social Care Commissioning Team as a result of review of forecast non-pay expenditure.

Community Services

23. A forecast £228k overspend, which is an improvement of £293k on the previous month and is due to management action taken in Libraries to balance expenditure to budget resulting in a favourable move of £343k partly offset by Locality Management pressures of £47k mainly due to adjustment of forecast management costs and a £10k cost of redeployment.

Resources

Summary

24. As at month 5 the Portfolio is forecasting a full year outturn of a reduction in spending of £1m, an adverse movement of £363k from the month 4 position. The key reasons for the forecast outturn position are:
- **Business Information Solutions:** £433k overspend due in the main to reduced income from project recharges of £233k.

- **Commercial Services (savings):** £147k overspend due to E-Business project costs, offset by vacancy management savings.
- **Programmes and Projects:** £107k overspend due to unfunded programme manager post and agency costs.
- **Human Resources:** £128k overspend due to forecasts on employee costs which need addressing through the service MER.
- **Transport and Facilities Management:** £251k overspend due to under-recovery of recharges on Bannerdale rents and an overspend on Vacant Property management;

Offset by:

- **Central Costs & Housing Benefit:** £1.9m reduction in spending due to the transfer of £1m of savings from the Insurance Fund and £874k reduction in net position as a result of subsidy adjustments. This subsidy adjustment represents less than 0.5% movement on a demand led £191m budget.
- **Finance:** £188k reduction in spending due to early staff savings for the 2014/15 budget.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 4
BUSINESS INFORMATION SOLUTIONS	870	437	433	↔
COMMERCIAL SERVICES	773	626	147	↔
COMMERCIAL SERVICES (SAVINGS)	(888)	(820)	(68)	↓
CUSTOMER FIRST	3,057	3,057	0	↔
CUSTOMER SERVICES	2,806	2,793	13	↔
FINANCE	2,132	2,320	(188)	↔
HUMAN RESOURCES	1,270	1,142	128	↔
LEGAL SERVICES	5,235	5,235	0	↔
PROGRAMMES AND PROJECTS	1,298	1,191	107	↔
TRANSPORT AND FACILITIES MGT	32,850	32,599	251	↑
TOTAL	49,403	48,580	823	↑
CENTRAL COSTS	14,857	15,851	(994)	↑
HOUSING BENEFIT	130	1,002	(872)	↔
GRAND TOTAL	64,390	65,433	(1,043)	↑

Commentary

25. The following commentary concentrates on the changes from the previous month.

Commercial Services (savings)

26. A forecast £68k reduction in spending. This is an improvement of £170k from the previous month and is due mainly to a one off rebate from British Gas of £217k.

Transport and Facilities Management

27. A forecast £251k overspend. This is an adverse movement of £293k from the previous month. This adverse movement is mainly due to £151k under recovery of income on Bannerdale and £130k overspend on Vacant Properties.

Central Costs

28. A forecast £994k reduction in spending. This is an adverse movement of £159k from the previous month, due mainly to the transfer of a planned contribution to the Invest to Save reserve which was not reflected within month 4 monitoring.

Policy, Performance and Communications**Summary**

29. As at month 5 the Portfolio is forecasting a full year outturn of a £150k overspend, an adverse movement of £86k from the month 4 position. The key reasons for the forecast outturn position are:

- **Policy Performance and Communications:** £150k overspend due mainly to high Election canvassing costs.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 4
ACCOUNTABLE BODY ORGANISATIONS	0	0	0	↔
POLICY, PERFORMANCE & COMMUNICATION	2,930	2,780	150	↔
PUBLIC HEALTH	(135)	(135)	0	↔
GRAND TOTAL	2,795	2,645	150	↔

Corporate items**Summary**

30. The month 5 forecast position for Corporate budgets is a £5.9m reduction in spending which is an improvement of £82k on the month 4 position. The table below shows the items which are classified as Corporate and which include:

- **Corporate Budget Items:** corporate wide budgets that are not allocated to individual services / portfolios, including capital financing costs and the provision for redundancy / severance costs.
- **Corporate Savings:** the budgeted saving on review of management costs and budgeted saving from improved sundry debt collection.
- **Corporate income:** Formula Grant and Council tax income, some specific grant income and contributions from reserves.

Financials

	FY Outturn	FY Budget	FY Variance
	£'000	£'000	£'000
Corporate Budget Items	89,699	91,994	-2,295
Savings Proposals	-450	-450	0
Income from Council Tax, RSG, NNDR, other grants and reserves	-569,691	-566,043	-3,648
Total Corporate Budgets	-480,442	-474,499	-5,943

31. Corporate Budget items are showing a forecast reduction in spending of £2.3m, due mainly to the reassessment of the budget requirement for redundancy cost of £2m, other miscellaneous income of £175k including the recovery of previous years' National Non-Domestic Rates (NNDR) overpayments and £120k saving against the Carbon Reduction Credits budget resulting from more up to date information on the estimated 2013/14 costs. This forecast is consistent with the month 4 position.
32. Additional income accounts for the remaining £3.6m reduction in spend. This additional income includes a £1.1m RSG refund, £947k un-ringfenced adoption grant, £1.4m LACSEG refund and £271k additional Council Tax Freeze grant. This forecast is consistent with the month 4 position.

Local Growth Fund

33. The position on the Local Growth Fund is as follows:

		£m
Income	Reserves as at 31/03/13	-3.0
	13/14 NHB Grant	-4.6
	Total Income	-7.6
Expenditure	13/14 Spend to date at Month 4	0.6
	Forecast to Year End	4.8
	Future Years' Commitments	3.4
	Total Expenditure	8.7
	Funding Requirement	1.1

34. The Local Growth Fund is supporting a series of approved capital and revenue projects which currently total £8.7m. This is £1.1m in excess of the New Homes Bonus received to date. The New Homes Bonus, which supports the LGF, is paid in instalments over six years so the authority has earned the right to future payments totalling £4.6m per annum for the next three years at least and this should be able to meet the future expenditure commitments.
35. The Government has recently announced that it intends to bring forward proposals to divert an as yet unspecified amount of New Homes Bonus payment to the Local Enterprise Partnerships to fund projects across the City Region. The precise details are uncertain and in the circumstances no further commitments to projects are being made until the impact on the NHB funding regime is understood.

Housing Revenue Account

36. As at month 5 the full year outturn position is a forecast in-year surplus of £8.2m. At this stage, this represents a projected improvement of £2.3m from the revised budget. Overall, any predicted improvement on the account will be factored into the planned update of the Business Plan and Capital Investment Programme later in the year.
37. The main reason for the variation in the overall improved position reported above relates to a predicted reduction in capital financing costs of £1.5m. This is primarily a result of reduced interest costs arising from the Councils on-going active Treasury Management Strategy.
38. Now that that HRA is self-financing, the Council has to consider the long term risks on interest rates and ensure that its 30 year business plan includes a sustainable level of debt.

39. Other main areas contributing to the year-end forecast position include a revised forecast of service charge income £384k and a reduction in running costs mainly resulting from staff vacancies £1.1m. Offset by a forecast increase in the cost of council tax on vacant properties and provision for rent arrears £635k and a £120k reduction in overall rental income.

HOUSING REVENUE ACCOUNT	FY Outturn £'000	FY Budget £'000	FY Variance £'000
1.RENTAL INCOME	(142,459)	(142,579)	120
2.OTHER INCOME	(5,163)	(4,779)	(384)
3.FINANCING	53,059	54,581	(1,522)
4.OTHER CHARGES	3,816	3,181	635
5.REPAIRS	33,027	33,091	(64)
6.TENANT SERVICES	49,523	50,647	(1,124)
Grand Total	(8,196)	(5,857)	(2,339)

Community Heating

40. The budgeted position for Community Heating is a draw down from Community Heating reserves of £670k. As at month 5 the forecast position is a draw down from reserves of £249k resulting in a reduction in spending of £421k. This is largely due to a reduction in energy consumption compared to budget and a reduction in the number of vacant properties.

COMMUNITY HEATING	FY Outturn £'000	FY Budget £'000	FY Variance £'000
Income	(3,516)	(3,548)	32
Expenditure	3,766	4,218	(452)
Grand Total	250	670	(420)

Corporate Financial Risk Register

41. 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 this report for information together with a summary of the actions being undertaken to manage each of the risks.

2013/14 Budget Savings and Emerging Pressures

42. There will continue to be a robust monitoring process to ensure that the agreed budget for 2013/14 is implemented, especially given the cumulative impact of £182m of savings over the last three years. As part of the budget a number of key risk areas were identified which present the highest degree of uncertainty.

43. When the Government's Business Rates Retention Scheme was introduced in April 2013, a substantial proportion of risk was transferred to local government, particularly in relation to appeals, charitable relief, tax avoidance, hardship relief and negative growth. The issue of appeals dating back to the 2005 rating list is the greatest risk causing concern across all authorities. There are properties with a rateable value of £195m under appeal currently in Sheffield, with an allowance for £14.8m of refunds in 2013/14. Officers are still working to estimate the impact of appeals, but in reality the picture will only become clearer when actual trends are monitored in year.
44. Adult social care demand pressures, plus the impact of changes in health i.e. the Right First Time programme and reductions in Continuing Health Care (CHC) funding, are presenting significant challenges on delivering the Communities portfolio budget in 2013/14. As a result of these pressures, the portfolio's forecast outturn position is an overspend of around £12.6m in 2013/14.
45. In Children Young People & Families portfolio, the key area to highlight is the changes to the Criminal Justice System for children on remand which came into effect from April 2013, with a possible impact of £700k built in as a pressure, but the exact impact is very uncertain. The £700k pressures are currently covered by efficiency savings that still have to be firmed up. There is no clarity on any funding from Central Government for this new burden.

Digital Region

46. Following the recent announcement that Digital Region will be closed down, the Council will be required to cover the cost of their share of the estimated closure costs including the potential claw back of the ERDF funding of £27m given for the original investment in the project. The Digital Region Project Group has been tasked to minimise all costs of closure through negotiation over the next 12 months however the Councils share of the maximum estimated closure costs have been provided for in the 2011/12 accounts.

Capital Receipts & Capital Programme

47. Failure to meet significant year on year capital receipts targets due to depressed market and reduced Right-to-Buys, resulting in potential over-programming / delay / cancellation of capital schemes.

Pension Fund

48. Bodies whose Pension liability is backed 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.

Electric Works

49. The running costs of the business centre are not covered by rental and other income streams. The approved business plan set aside contingency monies to cover potential deficits in its early years of operation. However, there remains a risk that the occupancy of units within Electric Works might be slower (lower) than that assumed within the business case, such that the call on the contingency is greater (earlier) than planned. A report on the future of Electric Works will be brought to Members in 2013.

Contract Spend

50. The high and increasing proportion of Council budgets that are committed to major contracts impairs the Council's flexibility to reduce costs or reshape services. This is exacerbated by the fact that in general these contracts carry year-on-year inflation clauses based on RPIx which will not be available to the Council's main funding streams, e.g. Council Tax, RSG and locally retained Business Rates.

Economic Climate

51. There is potential for current adverse economic conditions to result in increased costs (e.g. increased homelessness cases) or reduced revenues. The Council seeks to maintain adequate financial reserves to mitigate the impact of unforeseen circumstances.

NHS Funding Issues

52. There are significant interfaces between NHS and Council services in both adults' and children's social care. The Council has prioritised these services in the budget process, but savings have nevertheless had to be found. Working in partnership with colleagues in the Health Service, efforts have been made to mitigate the impact of these savings on both sides. However, on-going work is required now to deliver these savings in a way that both minimises impacts on patients and customers and minimises financial risks to the NHS and the Council.
53. The Council is participating in the Right First Time (RFT) programme with the Clinical Commissioning Group (CCG) and Hospital Trust. This programme aims to shift pressures and resources from the hospital to

community settings over the longer term, which should assist the Council in managing adult social care pressures. However, there are short-term pressures from the programme changes that are adding costs to the Council.

Housing Regeneration

54. There is a risk to delivering the full scope of major schemes such as Parkhill and SWaN because of the severe downturn in the housing market. This could result in schemes ‘stalling’, leading to increased costs of holding the sites involved, and in the case of SWaN, potential exposure to termination payments. In addition, the ending of the Housing Market Renewal programme has caused funding pressure on the Council’s capital programme, e.g. on site clearance work and in enabling further phases of commenced demolition schemes.

Trading Standards

55. There is a low risk that it is not possible to recover outstanding contributions from the other South Yorkshire Authorities. However, negotiations are in the final stages and there is an expectation that an agreement will be reached.

External Funding

56. The Council makes use of a number of grant regimes, central government and European. Delivering the projects that these grants fund involves an element of risk of grant claw back where agreed outputs are not delivered. Strong project management and financial controls are required.

Education Funding

57. In 2013/14 25 academy conversions are anticipated (20 primary / 5 secondary), of which 4 primary schools have already converted.
58. Academies are entitled to receive a proportion of the Council’s central education support services budgets. Based on projected academy conversions it is estimated that:
- up to £1.75 million of DSG funding will be given to academies to fund support services.
 - up to £3.25 million will be deducted from the Council’s allocation of Education Services Grant (ESG), and given to academies.
59. 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. It is estimated that this may be up to £750k based on current projected academy conversions during 2013/14.

60. Where new independent schools (free schools) or Academies are set up and attract pupils from current maintained PFI schools, then the funding base available to pay for a fixed long term PFI contract would reduce, leaving the Council with a larger affordability gap to fund. There are also further potential risks if a school becoming an academy is a PFI school, as it is still unclear how the assets and liabilities would be transferred to the new academy and whether the Council could be left with residual PFI liabilities.

Treasury Management

61. The on-going sovereign-debt crisis is subjecting the Council to significant counterparty and interest rate risk. Counterparty risk arises where we have cash exposure to banks and financial institutions who may default on their obligations to repay to us sums invested. There is also a real risk that the Eurozone crisis could impact upon the UK's recovery, which in turn could lead to higher borrowing costs for the nation.
62. The Council is mitigating counterparty risk through a prudent investment strategy, placing the majority of surplus cash in AAA highly liquid and diversified funds. On-going monitoring of borrowing rates and forecasts will be used to manage our interest-rate exposure.

Welfare Reforms

63. The government is proposing changes to the Welfare system, phased in over the next few years, which will have a profound effect on council taxpayers and council house tenants in particular. The cumulative impact of these changes will be significant. Changes include:
- Abolition of council tax benefit – replaced by a local scheme with effect from April 2013 which is cash limited and subject to a 10% reduction from previous levels. The Council approved a replacement scheme, including a hardship fund in January 2013, but there are risks to council tax collection levels and pressures on the hardship fund.
 - Housing Benefit changes – with effect from April 2013 social housing tenants have seen their benefits cut if they are considered to have a spare bedroom, thereby impacting on their ability to pay rent.
 - Introduction of universal credit – from October 2013 administered by DWP. Along with the impact of reducing amounts to individuals and the financial issues that might cause, the biggest potential impact of

this change is the impact on the HRA and the collection of rent. This benefit is currently paid direct to the HRA; in future this will be paid direct to individuals. This will potentially increase the cost of collection and rent arrears. There will also be an impact on the current contract with Capita and internal client teams.

Housing Revenue Account (HRA)

64. 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, outlined in the risk above, the main identified risks to the HRA are:

- Interest rates: fluctuations in the future levels of interest rates have always been recognised as a risk to the HRA, and;
- Repairs and Maintenance: existing and emerging risks within the revenue repairs budget include unexpected increased demand (for example due to adverse weather conditions).

CAPITAL PROGRAMME MONITORING 2013/14 – AS AT 31ST AUGUST 2013

Summary

65. The final report on the spend against the capital programme identified a problem in projects not being delivered according to the planned timescales and spending therefore being 40% under the budgeted level. Since then a significant amount of work has been undertaken by the Director of Capital and Major Projects in conjunction with the finance team and those project managers who are responsible for delivery and forecasting in order to review the causes of this and to recommend changes to ensure better delivery of project and better forecasting.

66. Monitoring and control of the capital programme is more complex than revenue which is a simpler under/over spend forecast against an annual budget often with a consistent rate of spend e.g. salary costs. Capital is project based spending that can span one or more years and is subject to genuine changes and delays (slippage) as well as under or over spends. There are three aspects of programme monitoring:

- projects are approved and entered to the capital programme to be delivered;
- budget profiles are entered to the finance system over one or more years: this should mirror the planned delivery of the project; and

- each month forecasts against this budget are entered to the system as well as actual spend being incurred.
67. Two main problems can occur in monitoring against the programme. Firstly, Project Managers do not properly profile the budget over the year or between years: often a significant and unrealistic proportion is left as month 12 and this does not therefore properly reflect planned delivery of project. Secondly, accurate forecasts are not entered to the system. Both of these problems are apparent in SCC and the Director has identified that a significant training and compliance exercise is required to ensure that Project Managers comply with our project management standards. As at August (month 5) some improvements are evident but further work is needed. A more centralised approach to project management is also being recommended in order to improve delivery and this will take some time to implement.
68. It is important to note that these problems are not about a lack of control on costs or problems of overspending – they are about better advanced warning of the likely spend and delivery against planned project milestones.
69. There has been some improvement in the quality of both budget profiles and forecasts. Firstly the budget for the Capital Programme in 2014/15 has reduced from £187.9m to a more realistic £158.3m as a result of project managers reviewing the current and likely future pace of progress of each scheme. Secondly, the Outturn forecast against this budget has been revised to £130m i.e. showing £28m (18%) of potential slippage against this budget. This shows a better forecast than the Month 4 position (which was £57m below budget) and reflects an improvement in the accuracy of the Budget profile.
70. Analysis of the revised forecasts shows that whilst considerable progress has been made, potentially further reductions in both the Budget and forecast may be required. Further work will now be undertaken and by Month 7 it is likely that forecast spend will be closer to £100m than £130m. The basis for this assertion is:
- The actual spend at the end of Month 5 was £35m which is £17m (one third) below budget; and
 - The forecast capital spend for 2013/14 at £130m is £ £15.2m above that delivered in 2012/13 but the current rate of spend is below that

seen last year particularly as some large programmes such as BSF are coming to an end.

71. The Director of Capital and Major Projects and the Finance team will continue to challenge unrealistic project managers' forecasts and the necessary adjustments will be brought forward for approval in future reports.
72. In this report, Appendix 1 contains slippage requests of £1m and reductions of almost £6m where the budget provision is no longer required due to delivering projects at lower than forecast cost. These changes are part of the improved profiles being brought forward by some project managers. If approved by Cabinet this will further reduce the projected spend against budget by £7m. The monthly approval process and the Cabinet Member for Finance's delegated authority to approve slippage, will enable the Approved Programme to be adjusted quickly once project managers have produced a revised spend profile.
73. The continuing review work aims to re-state the Capital Programme at a level which is realistic and deliverable. The work undertaken to date has three workstreams:
 - The monthly monitoring routine validating new and existing project spending;
 - A review of the management and control of the physical delivery of projects which is being undertaken by the Director of Capital and Major Projects. This will recommend organisational or best practice changes necessary to correct the management control weaknesses which led to the 2012/13 delivery problems; and
 - A review of the Corporate Resource Pool which is used to fund projects which do not qualify for specific central government or other external funding.

Financials 2012/13

Portfolio	Spend to date	Budget to Date	Variance	Full Year forecast	Full Year Budget	Full Year Variance
	£000	£000	£000	£000	£000	£000
CYPF	7,676	11,412	(3,736)	32,605	47,353	(14,748)
Place	6,801	13,711	(6,910)	34,158	38,830	(4,672)
Housing	16,762	23,436	(6,674)	47,046	53,204	(6,158)
Communities	322	402	(80)	2,532	2,979	(447)
Resources	3,636	3,244	392	13,883	15,918	(2,035)
Grand Total	35,197	52,205	(17,008)	130,222	158,284	(28,061)

Commentary

Children, Young People and Families Programme

74. CYPF capital expenditure is £3.7m (33%) below the profiled budget for the year to date and forecast to be £13m (29%) below the programme by the year end for the reasons set out in the table below.

Cause of Change on Budget	Year to Date	Full Year Forecast
	£000	£000
Slippage to be carried forward	0	-1,003
Operational delays in projects due to planning, design or changes in specification	-237	0
Revised profile for Building Schools for the Future programme	-1,423	-403
Incorrect budget profiles	-50	0
No forecast entered by project managers	0	-103
Projects submitted for Approval	0	-12,126
Other variances	-2,026	-1,113
	-3,736	-14,748
Spend rate per day	72.4	128.4
Required rate to achieve Outturn	168.4	
Rate of change to achieve forecast	132.6%	

75. The £14.7m forecast variance consists primarily of projects identified with unrealistic budgets as part of the review referred to above:

- £7.1m due to re-profiling on the BSF Wave 4 programme now that the latest estimated outturn figures from the LEP (Local Education Partnership) have been incorporated;
- £5m is a proposed budget reduction variation in from this budget due to a change in strategy that will provide the additional places through the proposed new schools in the Lower Don Valley area. £1m forecast slippage on the Additional Secondary Pupil Places scheme.
- Once the current adjustment submissions are approved, the variance in CYPF will be below £3m.

Place Programme

76. The Place portfolio programme (excluding Housing) is £6.9m (50%) below the profiled budget for the year to date and forecast to be £4.7m (14%) below the programme by the year end for the reasons set out in the table below.
77. The main reason for both the year to date (£6.9) and forecast variance (£4.7m) relates to the New Retail Quarter CPO acquisitions. This project is currently under review whilst the options for taking the development forward are evaluated. The capital allocation is being retained within the programme as a contingency until the funding requirement of the new strategy has been developed.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	-416	0
No forecast entered by project managers	0	-5,864
Projects submitted for Approval	106	896
Overstatement of budgets		
Other variances	-6,600	296
	-6,910	-4,672
Spend rate per day	64.2	134.5
Required rate to achieve Outturn	184.8	
Rate of change to achieve forecast	188.1%	

78. The Place programme continues to expand as schemes are conceived, particularly in the Transport programme.

Housing Programme (Place Portfolio)

79. The Housing capital programme is £6.7m (28%) below the profiled budget for the year to date and forecast to be £6.2m (12%) below the programme by the year end for the reasons set out in the table below.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	-9,019	0
Operational delays in projects due to planning, design or changes in specification	-98	0
No forecast entered by project managers	0	-255
Projects submitted for Approval	-4,745	-5,820
Home Improvement grants held on behalf of other local authorities	302	-675
Items under investigation		
Underspending on project estimates	-79	0
Other variances	6,965	592
	<u>-6,674</u>	<u>-6,158</u>
Spend rate per day	158.1	185.2
Required rate to achieve Outturn	204.6	
Rate of change to achieve forecast	29.4%	

80. The budget has been reduced from last month by £23.5m following a review of the programme and slipping this spend into future years. The remaining forecast variance is a proposed workload reduction of £5.8m of which £4.9m relates to work no longer required on Housing Revenue Account (HRA) projects. This adjustment has been submitted to Cabinet for approval.

81. Once approved, the variance on the Housing programme should be £1 – 2m below budget and reflects the considerable effort to re profile the programme.

Communities

82. The year to date spend on the Communities portfolio capital programme is £80k (20%) below the profiled budget and the forecast £447k (15%) below budget. The Outturn forecast variance against budget relates to

slippage or a reduction in the anticipated cost of the new Parson Cross library (£129k) which is currently the subject of an approval request. The change is directly as a result of challenge through the monthly monitoring process.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	0	-232
Projects submitted for Approval	0	-185
Other variances	-80	-30
	-80	-447
 Spend rate per day	 3.0	 10.0
Required rate to achieve Outturn	14.9	
Rate of change to achieve forecast	391.4%	

Resources

83. The year to date spend is £392k (12%) below the programme and forecast to be £2m (13%) below the approved budget for the whole year. £700k of the variance against budget for the full year relates to under spending on the Asset Enhancement programme where projects are being delivered below budgeted cost. Appendix 1 contains an approval request to reduce the authority for this scheme.
84. The programme has been reviewed and adjusted to an achievable level. This programme contains a significant element of reactive or contingent budget to cope with sudden mechanical plant or structure failures e.g. boiler replacement, electrical faults etc. so still shows a significant increase in the rate of spend as these events tend to occur in the coming winter months.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	0	-505
Operational delays in projects due to planning, design or changes in specification	-59	0
No forecast entered by project managers	0	135
Underspending on project estimates	0	-210
Other variances	451	-1,455
	392	-2,035
Spend rate per day	34.3	54.7
Required rate to achieve Outturn	69.2	
Rate of change to achieve forecast	101.8%	

Approvals

85. A number of schemes have been submitted for approval in line with the Council's agreed capital approval process. Below is a summary of the number and total value of schemes in each approval category.

- 9 additions to the capital programme with a total value of £4.4m;
- 14 variations to the capital programme creating a net decrease of £5.6m;
- 1 slippage request with a total value of £965k;
- 3 Procurement Strategies with a total value of £4.1m.

86. Further details of the schemes listed above can be found in Appendix 1. There were no Emergency Approvals exercised by officers under delegated powers to note.

Implications of this Report

Financial implications

87. The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2013/14 and, as such it does not make any recommendations which have additional financial implications for the City Council.

Equal opportunities implications

88. There are no specific equal opportunity implications arising from the recommendations in this report.

Property implications

89. Although this report deals, in part, with the Capital Programme, it does not, in itself, contain any property implications, nor are there any arising from the recommendations in this report.

Recommendations

90. Members are asked to:

- (a) Note the updated information and management actions provided by this report on the 2013/14 budget position.
- (b) In relation to the Capital Programme Member are recommended to:
 - (i) approve the proposed variations and slippage in Appendix 1 including the procurement strategies and delegations of authority to the Director of Commercial Services or his nominated officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
 - (ii) approve the acceptance of the grants in Appendix 2 and to note the condition and obligations attached to them; and to note
 - (iii) the latest position on the Capital Programme including the current level of delivery and forecasting performance; and.
 - (iv) the variations to approved project spend exercised by EMT and the appropriate Cabinet Member under delegated powers.

Reasons for Recommendations

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

Alternative options considered

92. 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.

Eugene Walker
Director of Finance

Scheme Description	Approval Type	Value £000	Procurement Route
GREAT PLACE TO LIVE			
Highways			
<p>Penistone Road Pinch Point The A61 is the main strategic route travelling north from Sheffield towards Barnsley and the M1. At present extensive queues build up throughout most of the day especially at four key junctions which are now struggling to cope with conflicting turning movements.</p> <p>The mains aims of this scheme are to:-</p> <ul style="list-style-type: none"> • Reduce congestion and improve journey times for all traffic • Improve access to strategic regeneration areas supporting future regeneration opportunities • Contribute to improved reliability and quality of bus operations • To assist the city in achieving its carbon reduction and air quality targets <p>The total scheme cost is £5.1m on which a successful bid to the Department for Transport (DfT) has secured funding of £3.1m. Sainsbury's are contributing £1.2m towards highway improvements under a Section 278 agreement but will be procuring and delivering their elements of the works themselves. Further funding of 0.9m will be from the 2014/15 LTP allocation.</p> <p>Under the terms of the DfT grant, there may be funding risks to SCC should the Sainsbury's element of the scheme underspend, this is outlined in detail in Appendix 2 of the CPG report.</p>	Addition	3,900	Schedule 7 of the contract to deliver the "Streets Ahead" programme

<p>Parking Enforcement Equipment This project is for the purchase of 40 handheld devices to be used by Parking Services to improve the speed and efficiency of issuing of penalty charge notices (£102k) and one roof mounted camera that will fitted to an existing Parking Services vehicle (£38k). A successful bid to the Safety Camera Partnership secured £40k which is being currently held by SYITA and the remainder of the funding (£102k) is via LTP. The annual support costs for the handhelds are £4k which is similar to the figure already budgeted within in the TTAPS budget for existing equipment. Any additional running costs of the camera enforcement vehicle will be funded from additional penalty notices issued.</p>	<p>Addition</p>	<p>142</p>	<p>Waiver of Standing Orders through Systems Engineering Assessment Ltd (SEA) and in-house provider (Capita)</p>
<p>Accident Saving Schemes This project is part of the Road Safety block of the SY Integrated Transport Plan and its aim is to reduce personal injury accidents by implementing road safety measures at sites with the highest injury collision rates in the city. Works carried out under the scheme include updating the citywide accident savings priority list and the design of new schemes identified from the list. It also includes the installation of SID's (speed indication devices) which to maximise their effect, are periodically moved around the city. There are currently 23 SID's in the programme. The project has approved slippage of £41k and approval is being sought to increase the scheme by £109k funded from the 2013 / 14 LTP allocation to enable these works to continue.</p>	<p>Variation</p>	<p>109</p>	
<p>HGV Routing Strategy This project is essentially to encourage larger vehicles to use the most appropriate routes and implementing local interventions to assist.</p>	<p>Variation</p>	<p>95.5</p>	<p>Schedule 7 of the contract to deliver the "Streets Ahead"</p>

<p>Approval is being sought to increase the value of the scheme by £95.5k from the 2013/14 LTP funding allocation. This will result on overall funding of £107k for 2013/14.</p> <p>The increase funding will provide the following:-</p> <ol style="list-style-type: none"> 1. Increase functionality of Parkmap (database of Parking/Waiting restriction) to include moving orders. (£30k) 2. Proposal to reclassify Routes. (£3k) 3. Undertake studies of HGV issues, design and consult on proposal, implement scheme in Mayfield Valley, Attercliffe, Twentywell Lane, quarry traffic and City Wide issues including re-classifying routes (£35k) 4. Bocking Lane Works (£30k) 			<p>programme</p> <p>In-house provide for design</p> <p>Waiver for Parkmap</p>
<p>Chaucer School Wordsworth Avenue</p> <p>This project is part of the Road Safety block of the SY Integrated Transport Plan and is to deliver traffic calming measures on Wordsworth Avenue by Chaucer School by March 2014.</p> <p>Approval is being sought to increase the value of the scheme by £130k from the approved 2013/14 LTP allocation.</p> <p>The increased funding will be used to complete the implementation of the scheme in the area by way of building speed cushions, signing and parking restrictions.</p>	<p>Cabinet Member Variation</p>	<p>130</p>	<p>N/A</p>
<p>Attercliffe HGV Signing</p> <p>This project is being funded by monies received from the former Sheffield Development Corporation.</p>	<p>Addition</p>	<p>19</p>	<p>Schedule 7 of the contract to deliver the "Streets Ahead" programme</p>

<p>The scope of the project is to provide a system of advisory signs located on the main approaches to the centre of Attercliffe aimed at directing HGV's on to other routes following a city wide review of HGV routing.</p> <p>A total of six signs will be installed with the removal of 4 existing signs.</p>			
<p>Key Bus Route, Sheffield to Woodhouse The key bus route project is part of the 'Public Transport Measures block (SY Integrated Transport Plan) delivering a combination of traffic management schemes and bus stop improvements, funded by LSFT (Local Sustainable Transport Fund).</p> <p>The project has been re-profiled to reflect a realistic project delivery with feasibility, consultation and design being carried out in 2013/14 and construction in late 2013/14.</p> <p>Approval is being sought to slip £965k into 2014/15.</p>	Slippage	965	n/a
<p>Homes</p>			
<p>Arbourthorne 5Ms Refurbishment This variation is to draw down additional resources of £47,466 to this project as agreed by HRA Board on 14th June 2013. 1x Housing Officer Posts - £23,733, 1x Estate Officer Post – £23, 733, Total – £47,466. The general housing management tasks will include rehousing of customers, support with rehousing and will include site visits to ensure that the site is safe and secure for those customers still in situ.</p>	EMT Variation	47	N/A
<p>Long Term Empty's Purchase and Repair (Commissioned) The scheme is was approved by Cabinet 10th April 2013 and aims to bring 31 homes previously empty for more than 6 months back into use to reduce the housing shortage in the city. The Council will be able to claim New Homes Bonus reward from the government.</p>	EMT Variation	109	Existing Contract

<p>An opportunity has arisen to refurbish 3 additional bungalows to increase the property's brought back into use to 34 The Regeneration Team are working with Adult Social Care Services in order to provide affordable accommodation for 3 people who are currently housed out of the city with high levels of care needs.</p> <p>The variation will be funded by:</p> <ul style="list-style-type: none"> £50k from the HCA £34k from the Housing Capital Block Allocation £25k from the HRA Invest to Save Budget 				
<p>Block Allocation HRA funding This variation is to reduce the block allocation by the amounts below to the following schemes</p> <ul style="list-style-type: none"> • £47k to fund fees for Arbourthorne 5M • £34k for fees for Long Term Empties 	EMT Variation	(81)	N/A	
<p>Parks Chelsea Park Improvements This project will deliver a new footpath link in Chelsea Park from the Brincliffe Edge Road entrance to the playground in addition to installing additional seating in the park</p> <p>In line with the Green and Open Spaces Strategy, this project will contribute towards providing good quality local recreation space and address the factors that limit their use by local communities. Specifically, the project will address issues identified in the Jan 2013 Sheffield Standard assessment: "further development of path network to improve all weather access" & "aim to standardise street furniture (bins & benches) on</p>	Addition	19	In house providers (Playgrounds team). Procurement strategy not required due to the value of the project	

<p>replacement to make upkeep simpler."</p> <p>Consultation has been carried out by Nether Edge Neighbourhood Group and Parks and Countryside, which highlighted the new footpath link and seating as priorities for improvement in the park. The project is fully funded by S106 funding.</p>			
<p>INFRASTRUCTURE :-</p>			
<p>Abbeydale Industrial Hamlet – Structural Defects</p>			
<p>This project will carry out major repair work to the dam wall adjacent to Abbeydale Industrial Hamlet, which is required urgently to arrest leaking and prevent further damage. Failure to carry out the repairs to stem the flow of escaping water could result in the total collapse of the dam wall and the potential collapse and loss of the buildings. The scope will include the temporary removal of marine life along with the water and will provide a pond liner as agreed with English Heritage.</p> <p>Maintaining heritage buildings is a substantial technical challenge and this work follows on from previous work in 2003 where a different leak was plugged.</p> <p>The project will be funded by £153.5k from the capital block allocation for Emergency Risk Mitigation (using approved Corporate Resource Pool funding slipped into 2013/14) and a £2k revenue contribution to capital from the Minor Works budget</p>	<p>Addition</p>	<p>156</p>	<p>Single stage Tender using YOR-Civils Framework</p>
<p>Emergency Risk Mitigation (Block Allocation)</p> <p>Variation to use the remaining balance of funding on this block allocation to part fund the Abbeydale Industrial Hamlet – Structural Defects project above.</p>	<p>Variation</p>	<p>(154)</p>	<p>N/A</p>
<p>Asset Enhancement Programme (five projects)</p>	<p>Variation</p>	<p>(731.5)</p>	<p>n/a</p>

<p>There are five projects within the Asset Enhancement Programme funded by prudential borrowing to be repaid by Capital Receipts on disposal. The 2013/14 budgets for each project has been reassessed and revised by the sponsor and have been collectively reduced by £731.5k.</p> <p>The reductions are due to efficiency savings on the external design costs and KAPS costs, use of internal design and no master-planning work required.</p>			
<p>SUCCESSFUL CHILDREN & YOUNG PEOPLE :-</p>			
<p>Primary School Expansions – (4 schemes) The following approvals are to cover the initial feasibility and scope of works at the specific locations listed below. This sum does not include any provision for the construction of the recommended solution. A further approval will be brought for this amount once the cost has been estimated</p> <p>Continued monitoring of future pupil place demand has identified a need for 650 places in the areas listed below. This approval will authorise the feasibility and design works to provide solutions to meet these requirements to fulfil the Council’s statutory duty to provide sufficient suitable pupil places.</p> <p>The £30k cost is indicative for each site and may be varied between sites within the total estimate of £120k</p>			<p>In house providers (Capital Delivery Service) - feasibility & design stage only</p>
<p>Funding is to be drawn from DfE Basic Need grant allocation.</p>		<p>Addition</p>	<p>30 (see above)</p>
<p>- Greystones Expansion</p>		<p>Addition</p>	<p>30 (see above)</p>
<p>- Hallam Reconfiguration</p>		<p>Addition</p>	<p>30 (see above)</p>

- New Primary – North East 3	Addition	30	(see above)
- Wybourn Expansion	Addition	30	(see above)
Basic Need – Population Growth Phase 2 Variation on this block allocation to fund the feasibility and design stage of the above four primary school projects.	Variation	(120)	N/A
BSF Programme Following a review of the demand for additional secondary school places it is proposed to provide the additional school places in the Lower Don Valley area using the targeted Basic Need Funding programme monies.	Variation	(5,000)	
PROCUREMENT STRATEGY			
Castle Markets Decommissioning The initial project was first approved by Cabinet in October 2012, when it was stated that a detailed plan would be worked up for the procurement. This work has now been done and it has been decided to request approval for a two stage tender process in which contractors are to be invited to express an interest and six will be subsequently selected utilising the City Council's approved list of Contractors on Constructionline and by an evaluation process of a completed pre-qualification questionnaire (PQQ). The Procurement Strategy will cover £2.97m of the total project budget of £4.4m, with £2.1m specifically related to main contractor fees, £200k for fees and £600k for client costs.	Procurement Strategy	2,970	Two stage Tender Process

<p>Path Resurfacing Programme This is as scheme for the renovation of paths and vehicular access roads not covered under the Highways PFI contract, across multiple sites at the city's cemeteries and crematoria. The scheme has an approved, slipped remaining budget of £204k. The work is essential to provide safe walking routes and reduce the risk of personal injury (and subsequent claims against the Council). The project is based on a prioritised list of 12 sites, to be agreed upon, subject to surveys, by Service Managers within the relevant service areas.</p> <p>The procurement route going forward will use the YORcivil framework (to select from a range of pre-qualified suppliers), using a mini tender process.</p>	<p>Procurement Strategy</p>	<p>204</p>	<p>YORcivil framework</p>
<p>Balfour House Decent Homes Sheltered Scheme Refurbishment This Project is for the conversion of 12 bedsits into 6 one-bedroom flats, the refurbishment of the existing warden's accommodation and guest room, as well as the communal kitchen, toilets and laundry room. This work is located in the first block of the scheme. In the second block work will include the refurbishment of a further 22 one bedroom flats including some minor remodelling to the existing bathrooms to make them larger and more user friendly. The scope of work to all properties includes new kitchens, replaces the bathrooms with level access shower rooms, full re-wires, renewal of heat metering and new hot water provision through the installation of heat plates as well undertaking work to communal facilities in line with building regulations such as improvements to fire detection and emergency lighting systems where required. The project also includes the renewal of the existing passenger lift located in the first block which provides access to the second floor and the bridge link (walkway) which connects to the second block at ground level only. The existing walkway is to have an extension built on top of the existing, to create a second floor to enable full access to the second block. This additional walkway will provide full access from the new lift to</p>	<p>Procurement Strategy</p>	<p>896</p>	<p>competitive tender</p>

<p>the second floor of the second block which currently only accessible by two flights of stairs. The new lift will provide access to the second walkway. This work will form part of a new CAF submission when the project has been fully planned.</p> <p>The budget, £895,919, for the project is split between two cost centres, Balfour regeneration Project £875k and, Adaptations £98,825 which are funded by the HRA. Both these projects have been previously approved</p>			
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Grant Awarding Body	Name of the Grant	Project to be funded by the Grant	Conditions and Obligations	Value £000
Department for Transport (DfT)	Local Pinch Point Funding	93116 Penistone Road Pinch Point	<p>Main Conditions to fulfil</p> <ul style="list-style-type: none"> o The Grant may only be used for capital expenditure - signed declaration from Internal Audit to be provided as confirmation o Ministers reserve the right to reconsider the funding decision if there are "significant" changes to the scheme or scope o Any savings on total scheme cost to be shared with DfT proportional to their funding of scheme (59%) o Quarterly Monitoring reports to the DfT o DfT publicity requirements to be met <p>Clawback</p> <ul style="list-style-type: none"> • Failure to comply with any of the grant conditions may result in the grant being reduced, suspended, withheld or repaid. <p>Risks</p> <ul style="list-style-type: none"> • The DfT funding offer is based on total project spend of £5.131M of which £1.2M is to be incurred by Sainsbury's. The associated risks are as follows: <ul style="list-style-type: none"> a) An excellent relationship will be required with 	3,031

			<p>Sainsbury's to ensure they provide evidence of their expenditure on the scheme in a format to meet DfT requirements.</p> <p>b) Should Sainsbury's underspend on their element of the works it is possible that this will reduce the overall cost of the scheme and by extension the funding made available from DfT leading to a potential underfunding of the project.</p>	
<p>Homes and Communities Agency (HCA)</p>	<p>Long Term Empties Funding</p>	<p>Long Term Empties Purchase & Repair</p>	<p>Additional funding up to £930k has been verbally offered to SCC as an extension to a previously approved funding agreement for £570k.</p> <p>Written confirmation, in the form of an e-mail only, has been received from HCA of an offer of £50k of this £930k. A full contract variation will only be provided when SCC confirm the value of all eligible projects.</p> <p>There are extensive references to claw back in the grant agreement. This can be triggered by:</p> <ul style="list-style-type: none"> - In the event that a tenant exercised a "Right to Buy" on a property improved by the grant, the council will be obliged to repay a proportion of the funding capped at £17,366 per property. - Demolition of the properties - Failure to acquire/improve the required number of properties 	<p>50</p>

			<p>- Failure to meet monitoring, record retention</p> <p>Risks</p> <ul style="list-style-type: none">• Risk of claw back if any of conditions above apply.• No formal offer of additional funding yet received	
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SHEFFIELD CITY COUNCIL

Cabinet Report

Report of: Simon Green, Executive Director for Place Portfolio

Report to: Cabinet

Date: 20 November 2013

Subject: Bus Rapid Transit Northern Route

Author of Report: Joanne Crownshaw 0114 2735815

Summary:

The Bus Rapid Transit (BRT) North Scheme has now reached the point where the Council (along with the project partners) can commence the construction phase of the project. This is subject to the decision by the DfT on the funding application, which is expected mid November 2013. This follows on from all necessary statutory approvals having been obtained and the preferred principal contractors having been identified.

This report seeks authority to commence to construction, subject to the DfT decision regarding funding and the Council's approvals process, of all the highway infrastructure works within Sheffield in accordance with the agreed Principal Contractor's scope of works.

Reasons for Recommendations:

- Officers have now completed all the necessary conditions of the DfT funding and as a consequence are awaiting the decision from DfT on £15.4m of capital funding. Once funding is confirmed this enables the project to draw-down £8.1m of European Regional Development Fund (ERDF) grant – following approval from the Department for Communities and Local Government (DCLG) for ERDF funding for the BRT North scheme.
- All the necessary statutory approvals are in place to enable the scheme to proceed, principal contractors have been identified to undertake the physical works.
- The DfT funding application is on the basis of a revised cost plan for the scheme which has been developed using actual market prices obtained from the tender process. At full approval the overall cost of the BRT North project has reduced by circa £6m.

- A 'Key Stage Review' of the BRT North project was undertaken by senior City Council officers in July 2013. The review identified that the project has robust risk and project management processes in place and there is evidence that these are well managed and are being followed by all project partners. As such there is confidence in the successful delivery of BRT North and thus the Review recommended that the project proceed to the next stage.
- The 'do nothing' option would not enable achievement of the economic growth aspirations of the City (or wider Sheffield City Region) and would limit public transport accessibility in a key development corridor that currently experiences high level of congestion and poor air quality.
- Given the reduced capital costs of the project, the benefit to cost ratio of the BRT North scheme has risen to 5.9, from the previous figure of 3.4, which represents an incredibly strong value for money, and supports the Standing Up For Sheffield corporate objective of a Strong and Competitive Economy.
- Once full approval from the Department for Transport is received, this will enable the draw-down of ERDF funding – as it was a condition of the scheme receiving essential European Regional Development Fund (ERDF) monies from the Department for Communities and Local Government (DCLG).

Recommendations:

(NOTE – The DfT funding application was submitted on 13th September 2013 – a decision is expected mid November 2013. An update on the funding application decision will be given verbally at the Cabinet meeting on the 20th November 2013.)

Subject to "Full" unconditional approval for £15.4m from the Department for Transport, Cabinet is recommended to:

- acknowledge and support the progression of the Bus Rapid Transit (BRT) North scheme to full construction and authorise the completion of formal contracts with Carillion and North Midland to construct the necessary highway infrastructure within Sheffield, inclusive of the Tinsley Link Road, on terms satisfactory to the Director of Commercial Services or an officer nominated by him for this purpose;
- accept the grants from the Department for Transport for £15.4m and ERDF for £8.1m funding, on terms satisfactory to the Director of Regeneration and Development Services in consultation with the Director of Legal and Governance and the Director of Finance;
- authorise the Director of Regeneration and Development Services, in consultation with the Director of Legal and Governance and the Director of Finance, to take such further steps and to enter into such further agreements or arrangements, and on such terms, as he may consider appropriate to enable the successful delivery of the project within the approved budget.

Background Papers: Executive Leader Report, BRT North 1st August 2013

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Paul Schofield
Legal Implications
YES Cleared by: Gillian Duckworth
Equality of Opportunity Implications
NO
Tackling Health Inequalities Implications
NO
Human rights Implications
NO:
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
YES
Property implications
YES
Area(s) affected
Darnall Ward
Relevant Cabinet Portfolio Leader
Ben Curran – Cabinet Member for Finance Leigh Bramall – Cabinet Member for Business, Skills and Development
Relevant Scrutiny Committee if decision called in
Economic and Environmental Well Being
Is the item a matter which is reserved for approval by the City Council?
No
Press release
Yes – Natalie Johnson

Bus Rapid Transit Northern Route

1.0 SUMMARY

1.1 This report seeks approval for the Council to:

- acknowledge that a decision on the Full, unconditional approval from the Department for Transport for £15.4m and £8.1m ERDF funding is expected mid-November 2013.
- acknowledge and support the progression of the Bus Rapid Transit (BRT) North scheme to full construction and authorise the completion of formal contracts with Carillion and North Midland to construct the necessary highway infrastructure within Sheffield, inclusive of the Tinsley Link Road, on terms satisfactory to the Director of Commercial Services or an officer nominated by him for this purpose;
- once approval is received, accept the grants from the Department for Transport for £15.4m and ERDF for £8.1m funding, on terms satisfactory to the Director of Regeneration and Development Services in consultation with the Director of Legal and Governance and the Director of Finance;
- authorise the Director of Regeneration and Development Services, in consultation with the Director of Legal and Governance and the Director of Finance, to take such further steps and to enter into such further agreements or arrangements, and on such terms, as he may consider appropriate to enable the successful delivery of the project within the approved budget.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

2.1 The BRT North scheme will provide a fast, reliable, sustainable means of public transport which is accessible to everyone, be they residents, or visitors to Sheffield. It will provide high-quality access to key employment locations and development sites in both Rotherham and Sheffield Centres, as well as the Lower Don Valley, which forms part of the Sheffield City Region Local Enterprise Zone.

2.2 The scheme will provide additional capacity in both the public transport and local highway networks thus enabling the delivery of key employment-generating developments within the City. This private sector-led growth will strengthen the economy and generate jobs, including the opportunity for those of a highly skilled nature through advanced manufacturing and supply chain companies.

2.3 The BRT North scheme will provide a competitive public transport option, which twinned with the provision of additional highway capacity through busy sections of the network, will reduce congestion and delays, improving conditions for inward investment and contributing to the provision of sustainable transport systems.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 As an enabler of development proposals on key strategic employment sites, the BRT North scheme will contribute to the development of a *strong and competitive economy* through the introduction of *sustainable and safe transport* infrastructure. By providing high-quality access to enhanced employment opportunities, and a congestion-alleviating sustainable transport option, this scheme will help create the conditions for a *great place to live*. All of which represent key objectives of the City Council's Corporate Plan: Standing up for Sheffield.

4.0 REPORT

- 4.1 BRT North connects the centres of Rotherham and Sheffield with each other and to existing and proposed development sites in the Lower Don Valley, including sites linked to the Sheffield City Region Enterprise Zone which is being established to deliver significant growth in advanced manufacturing and engineering. It will provide access to jobs in the corridor and the urban centres whilst providing the capacity needed to allow the next phase of developments in the Lower Don Valley to be completed. It is estimated that developments which will provide in excess of 4,000 jobs will be unlocked by the scheme.

- 4.2 There is very strong policy justification for the delivery of BRT North, including at the local, sub-regional and national level. As presented in the Strategic Case to Government, the main objectives of the scheme are;

- Development and economic regeneration: to support existing developments and enable future economic growth in the Lower Don Valley and the urban centres.
- Connecting people to jobs: to improve the quality, capacity and reliability of public transport in the Rotherham to Sheffield corridor.
- Strategic connectivity: to address congestion and connectivity issues in this important manufacturing and development corridor.
- Environmental improvements: to contribute to improved local air quality and lower carbon emissions from transport.

- 4.3 The scheme has been developed over the last five years and through the continued hard work of officers a final bid for funding was submitted to DfT in September and a decision on full and unconditional DfT approval for a funding award capped at £15.4m is anticipated in mid-November 2013 This will be the final stage in the funding approval process having gained programme entry status through the submission of the Best and Final bid to the DfT in 2011.

- 4.4 Full Approval from the Department of Transport will provide the required funding, identified within the supporting documentation for the Compulsory Purchase Order (see para 5.1 below), to enable the scheme to be delivered. Subject to receipt of this funding, this report authorises contract documents to be signed and the preferred contractors to prepare for a start on site early

in the New Year.

4.5 The Bus Rapid Transit Northern Route comprises: *A plan of the scheme is attached at Appendix A.*

- The Tinsley Link (Work Package 21)
The Tinsley Link element of the project comprises the construction of a major new link road from Meadowhall Way to Sheffield Road comprising the design and construction of substantial piling and a large reinforced earth embankment, construction of a new roadway, pavements and kerbs, substantial earthworks, 2 road over-bridges, traffic signals and other junction works. The Tinsley Link road is being let as a single construction contract. Following submission of a major application, planning approval for the Tinsley Link Road was granted in May 2011.
- BRT North (Work Package 24)
In addition to the Tinsley Link, a separate construction contract is to be let for the remainder of the corridor improvements that make up the BRT North scheme within Sheffield. This is the 'BRT North' contract and includes junction modifications, bus pre-signals, sections of bus lane, signalisation and real-time intelligent signal detection. These improvements will minimise journey times and ensure good reliability of the service.

4.6 These two work packages have both undergone a competitive tender process and preferred contractors identified - *Carillion (WP 21 Tinsley Link), and North Midland (WP 24)*. The procurement strategies for the Tinsley Link and BRT North contracts were approved at Cabinet on the 12th September 2012, with authority for contract award having been delegated to the Director of Commercial Services subject to stage approval from Capital Programme Group (CPG).

4.7 Further ancillary contracts (relating to, for example, separate works contracts for Site Investigation, and Supertram Crossing, a service contract for Site Supervision and an Early Works Agreement for enabling works together with various Collateral Warranties) have or will be procured in accordance with SCC's Standing Orders and governance processes and ERDF procurement rules.

5.0 LEGAL IMPLICATIONS

5.1 The Council has powers by virtue of the Highways Act 1980 (sections 24 and 8 respectively) to create new highways and to enter into agreements with other Local Authorities for such purpose. In order to facilitate this scheme the Council promoted a Compulsory Purchase Order and bridge scheme both of which were confirmed by the Secretary of State for Transport in April 2013.

6.0 FINANCIAL IMPLICATIONS

6.1 The project will be funded from five principal sources, subject to approval / award:

- The Department for Transport;
- The European Regional Development Fund (ERDF;)
- Developer contributions;
- The Local Transport Plan; and
- The Growing Places fund.

6.2 The total cost of BRT North led by SYPTE is £28.2m. The proposed project funding plan is anticipated to consist of £15.4m from DfT, £8.1m ERDF monies, £2.2m developer contributions and the balance from SYPTE's share of the Local Transport Plan as a local scheme contribution. The funding package reflects the latest position following the receipt of tenders for the construction works. The developer contributions are anticipated to be realised after completion of the works, and so a £3m loan facility from the central government sponsored Growing Places Fund has been secured to enable the works to proceed. The interest on the Growing Places fund will be covered from the existing Regeneration and Development Services budget through prioritisation of spending.

6.3 The secured Growing Places funding together with a successful DfT Funding Approval, will complete the funding package for the revised project cost plan. The ERDF funding, which was recommended for approval, is contingent on DfT full approval, and can be drawn down against the project once DfT approval is confirmed.

6.4 If the expected level of developer contributions were not realised in the timescales required for Growing Places repayment, the Council would have to fund the gap from either the Revenue Budget or Capital Resource Pool as well as pursuing other possible sources of funding. The Project Partnership Agreement commits the partners to continue to secure private sector contributions against the scheme to minimise this risk.

6.5 The creation of new infrastructure will increase the annual Highways Private Finance Initiative (PFI) maintenance cost which will need to be funded out of the current revenue budget. This may be achieved from a variety of options including, without limitation; making maintenance savings elsewhere by removing other redundant sections of the highways network, or through developer contributions, including the developing Community Infrastructure Levy (CIL).

6.6 SYPTE has entered into agreements with the DfT and ERDF which place upon it obligations to secure value for money for the funding received. The Council has entered into a partnership agreement with South Yorkshire Passenger Transport Executive (SYPTE) and Rotherham Metropolitan Borough Council (RMBC) which binds all parties to the terms and conditions of the funders, accepted in the first instance by SYPTE. Measures have

been designed into the project management to ensure that procurement is compliant and except for that work to be done by statutory undertakers or Network Rail, all will be competitively tendered and meet OJEU criteria. The risk of claw back due to the scheme not delivering the anticipated benefits is felt to be very low, given the nature of the improvement in relieving congestion around Junction 34 South of the M1 motorway. Mitigation of other risks will be minimised by undertaking a separate internal review of procurement procedures, and by ensuring that delivery of defined outputs, on-going compliance and monitoring requirements of the various funding agencies are met and checked regularly.

7.0 EQUAL OPPORTUNITY IMPLICATIONS

7.1 Fundamentally the BRT North scheme will be of universal benefit to all users regardless of age, race, faith, sex, disability, sexuality, etc. However, it will be of particular benefit to certain groups including the young, elderly, disabled and their carers. It will also benefit families with young children and certain communities within Sheffield including Black and Minority Ethnic (BME) communities. The design of the BRT Northern route has taken into consideration the needs of users with reduced mobility, including people with visual impairments, and incorporated measures such as tactile paving where appropriate.

7.2 The route enhances sustainable transport connections to local centres in the Lower Don Valley, specifically Attercliffe and Tinsley, which have strong BME communities and also feature prominently in the City's index of multiple deprivation. The BRT North service will improve access to employment opportunities and vital services, especially for those without access to a car. The BRT North services which will operate along the route will be modern low-floor vehicles which provide the highest level of access for disabled users, including on-board audio information for passengers with visual impairments and learning disabilities.

8.0 ENVIRONMENTAL IMPLICATIONS

8.1 Environmental implications arise from the scheme and these have been addressed as part of the scheme planning and design process. A detailed Environmental Statement was prepared for the Tinsley Link planning application which considered issues such as air quality, ecology, noise and vibration. Those measures identified which would mitigate the impact of the scheme have been conditioned as part of the planning application approval.

9.0 COMMUNITY SAFETY IMPLICATIONS

9.1 Community safety implications arise from the scheme and these have been addressed as part of the scheme planning and design process, for example improved street lighting.

10.0 HUMAN RIGHTS IMPLICATIONS

10.1 There are no direct human rights implications arising from this report

11.0 REASONS FOR RECOMMENDATIONS

11.1 Officers have now completed all the necessary conditions of the DfT funding and as a consequence are awaiting the decision from DfT on £15.4m of capital funding. Once funding is confirmed this enables the project to draw-down £8.1m of ERDF grant – following approval from the Department for Communities and Local Government (DCLG) for ERDF funding for the BRT North scheme.

11.2 A ‘Key Stage Review’ of the BRT North project was undertaken by senior City Council officers in July 2013. The review identified that the project has robust risk and project management processes in place and there is evidence that these are well managed and are being followed by all project partners. As such there is confidence in the successful delivery of BRT North and thus the Review recommended that the project proceed to the next stage.

11.3 The ‘do nothing’ option would not enable achievement of the economic growth aspirations of the City (or wider Sheffield City Region) and would limit public transport accessibility in a key development corridor that currently experiences high level of congestion and poor air quality.

11.4 The scheme represents a high benefit to cost ratio and supports the Standing Up For Sheffield corporate objective of a Strong and Competitive Economy.

11.5 Once Full Approval from the Department for Transport is received, this will enable the drawdown of ERDF Funding - as it was a condition of the scheme receiving essential ERDF monies from DCLG.

12.0 RECOMMENDATIONS

Subject to “Full” unconditional approval for £15.4m from the Department for Transport, Cabinet is recommended to:

- a) acknowledge and support the progression of the BRT North scheme to full construction and authorise the completion of formal contracts with Carillion and North Midland to construct the necessary highway infrastructure within Sheffield, inclusive of the Tinsley Link Road, on terms satisfactory to the Director of Commercial Services or an officer nominated by him for this purpose;
- b) accept the grants from the Department for Transport for £15.4m and ERDF for £8.1m funding on terms satisfactory to the Director of Regeneration and Development Services in consultation with the Director of Legal and Governance and the Director of Finance;
- c) authorise the Director of Regeneration and Development Services, in consultation with the Director of Legal and Governance and the

Director of Finance, to take such further steps and to enter into such further agreements or arrangements, and on such terms, as he may consider appropriate to enable the successful delivery of the project within the approved budget.

Simon Green
Executive Director of Place
11th November 2013